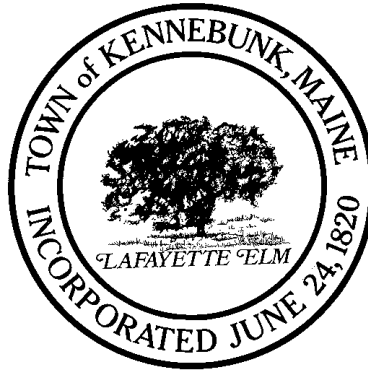


TOWN OF KENNEBUNK



COMPREHENSIVE PLAN UPDATE 2020

Adopted 11/04/2003

Amended 11/02/2004

(Open Space Plan Addendum in separate document)

Amended 01/18/05

(State Planning Office requested changes)

Amended 11/15/2005

(State Planning Office requested changes)

Amended 06/11/08

*(March 2008 Portland Road Traffic Management Update Study Addendum
in separate document)*

Amended 06/08/2010

(Updated Economic Development Strategies)

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Kennebunk Comprehensive Plan Update- 2020

The Kennebunk Comprehensive Plan Update Committee is pleased to submit the 2020 Comprehensive Plan Update to the residents of Kennebunk. This Plan Update focuses on current and long-term efforts, which are meant to protect and enhance the growth and development of the community.

To enable the update of the Plan, the Town Select Board appointed a committee comprised of individuals from the numerous town boards, committees and residents of the community, including students from Kennebunk High School. The following is a list of the members who have participated in this extensive process:

Comprehensive Plan Update Committee

Robert Metcalf Chair, Planning Bd Rep.
Chris Osterrieder, Comm. Dev. Dir.
John Stoll, Town Planner
Robert Georgitis, EDC Rep.
Nick Branchina, COSPC Rep.
Elizabeth Smith, LVC Rep.
Barbara Fleshman, HPC Rep.
Janice Vance, Community Rep.
Edward Trainer, Resident Rep.
Mathew Eddy and James Black, Economic Dev. Dir./Rep.
Edward Karytko, Selectman Liaison

The following individuals served between 2016 and 2018

Jeffrey Bonney, Community Rep.
Keith Wallace, Resident Rep.
Joseph E. Bergeon, Youth Rep.
Philip K. Parker, Jr., SPRB Rep.
Maureen Adams Weaver, HPC Rep.
Daniel Lyons, Community Rep.
Thomas Cahoon, WKVC Rep.
Kyle Ryan, Youth Rep. Foreign Exchange Student

The Town retained the consulting services of Southern Maine Planning and Development Commission, Spatial Alternatives and Morris Communications to assist the Committee in developing the Plan, which includes information updates, mapping, and resident comments received via public outreach. The Committee has spent the last three and a half years gathering and analyzing updated information relevant to the various chapters of the 1991 and subsequent plan updates; the sections include: Housing; Population; Open Space; Municipal Facilities; Public Utilities; Fiscal Resources; Economy; Natural Resources; Transportation; Historic, Archaeological and Cultural Resources; Marine Resources; Climate Change; and Sea Level Rise; and Land Use. Updates include evaluating demographic changes, population, and economic trends that have affected recent development, while addressing the effects of Climate Change, changes in transportation patterns and demands, adequacy of municipal facilities and fiscal resources, public utilities, and assessing the overall changes that have occurred in the community of the past decade

This Plan is a policy document that outlines a vision for the future of the Town, providing a blueprint that reflects residents' opinions about what is good and bad about our community, and where Town leaders should focus their efforts in both the near- and short term. The purpose of a comprehensive plan is to provide guidance to public and private decision-makers regarding the development of the Town. In addition, the plan provides a framework for the development and updating of the Town's zoning and other land use ordinances.

This Comprehensive Plan Update should be considered an amendment to and not a replacement of the 1991 Comprehensive Plan and subsequent plan updates. It provides an inventory, analysis and mapping of the various natural resources, man-made systems and infrastructure and town facilities. It provides goals, policies and strategies for preserving and enhancing those resources and facilities. And finally, it provides an update of Kennebunk's future land use plan, which will be used to continue to guide growth and development in the community.

Public input in this plan process has taken place through community surveys, public meetings including the Planning board and Select Board, a public planning forum and public hearings. Notes and surveys resulting from that public process are included in Section 1 of the plan.

I want to thank all of the Committee members and Town Staff, for their hard work and commitment to the process as well as the Planning Board, Select Board and the public for their participation. In addition, I want to thank our consulting team for their participation in the process. The updated plan will continue to provide direction for managing the many needs of the community, help guide capital improvements, economic development, public services, community growth and planning,

Respectively Submitted

Robert Metcalf, Chairman

Town of Kennebunk
2020 Comprehensive Plan Update
Vision Statement

The Town of Kennebunk completed its first major Comprehensive Plan in 1991 in accordance with the State of Maine Growth Management Act. The vision for the Town at that time was to maintain the small-town character, support the three villages, preserve the rural character and agricultural uses, preserve open space, protect the Town's natural resources, support the local business community and manage the Town's growth. The intention was that the Town's growth should not be encouraged or discouraged but that development should be directed to designated growth areas where public services and infrastructure were available. Over nearly thirty years, the Town pattern of growth has aligned with this vision.

In response to more recent public input, the essence of the 2020 Comprehensive Plan Update aligns with that same vision. The public comment process included a survey of residents as well as several public outreach sessions and solicitation of opinions from the Town website. The survey questions were similar to the survey conducted in 1990 and responses aligned with the public sentiment expressed in 1990.

The 2020 update identifies the need to continue to manage growth, following the principles of the 1990 plan (support of local businesses and promotion of sustainable development) as well as to respond to affordable housing needs, an aging population, climate change and sea level rise, and the need for increased energy efficiency and technological advancement.

Section 1: Public Input

Prior to developing this plan update the Comprehensive Plan Update Committee has attempted to gather input from residents regarding a variety of long term planning related issues affecting the future development of Kennebunk.

This section includes the results of a survey conducted in the Fall of 2017 that were sent to townspeople on various planning related issues. In addition, a summary of two separate open houses conducted in early 2019

- A. Kennebunk Community Survey – Fall 2017
- B. Open House Summary- January 19, 2019 & February 6, 2019

Complete survey responses are provided in the Appendix.

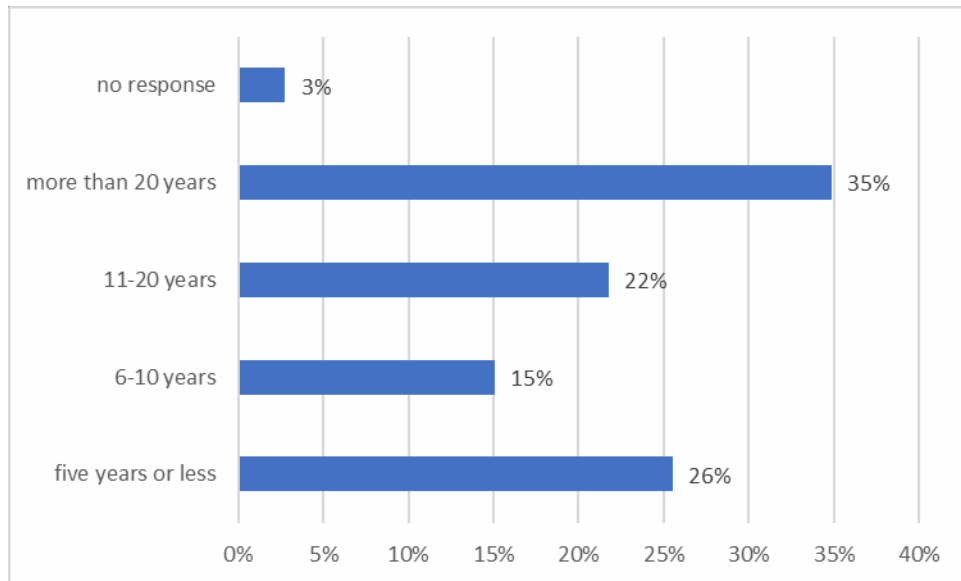
Section 1: Public Input

A. Community Survey Results

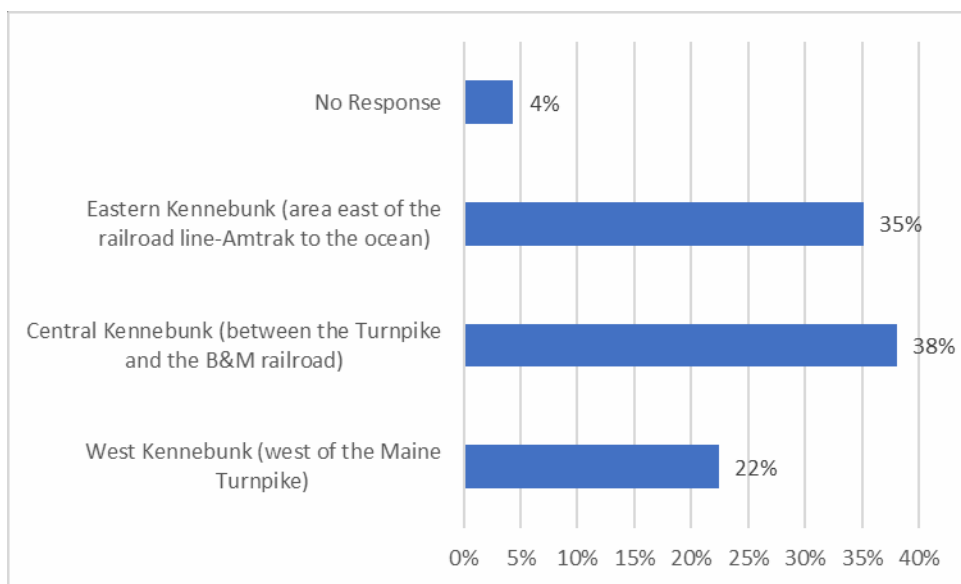
KENNEBUNK COMMUNITY SURVEY – FALL 2017

505 RESPONSES (90% full-time residents, 5% seasonal residents, 5% non-residents)

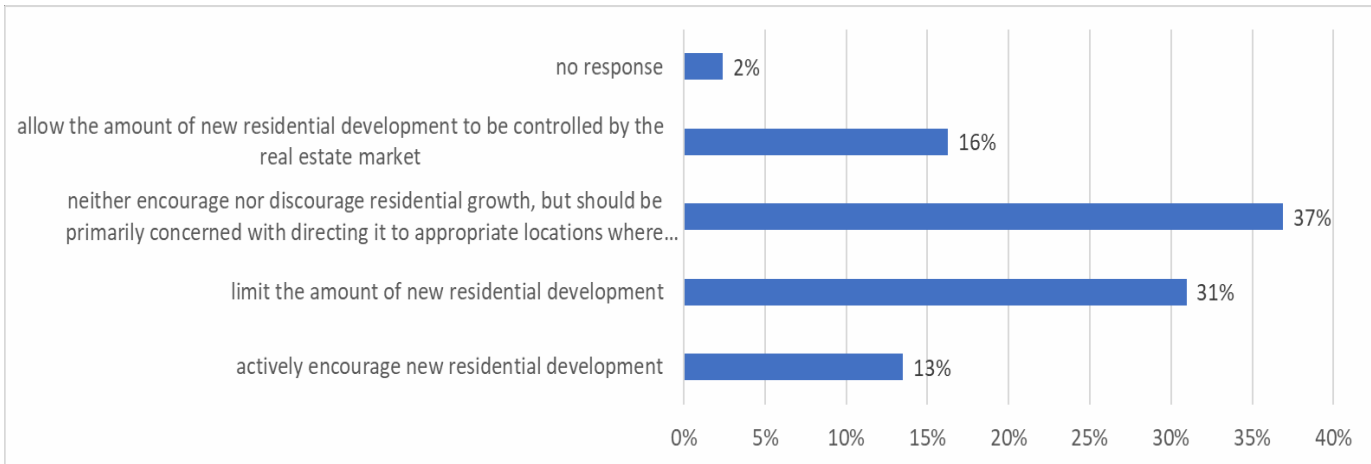
Duration of Respondents' Residence in Kennebunk



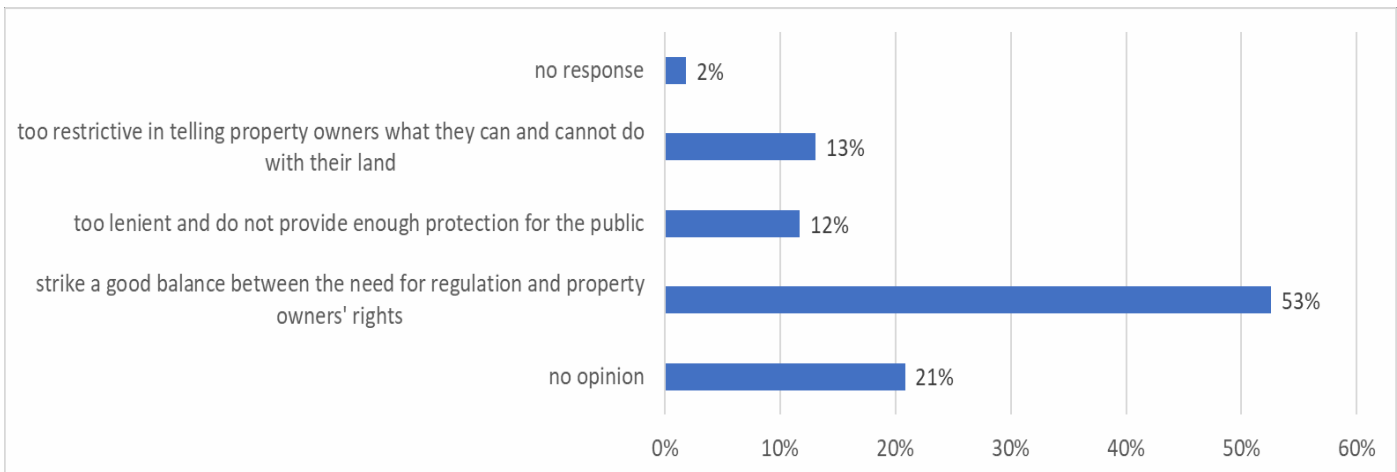
Area of Respondents' Residence in Kennebunk



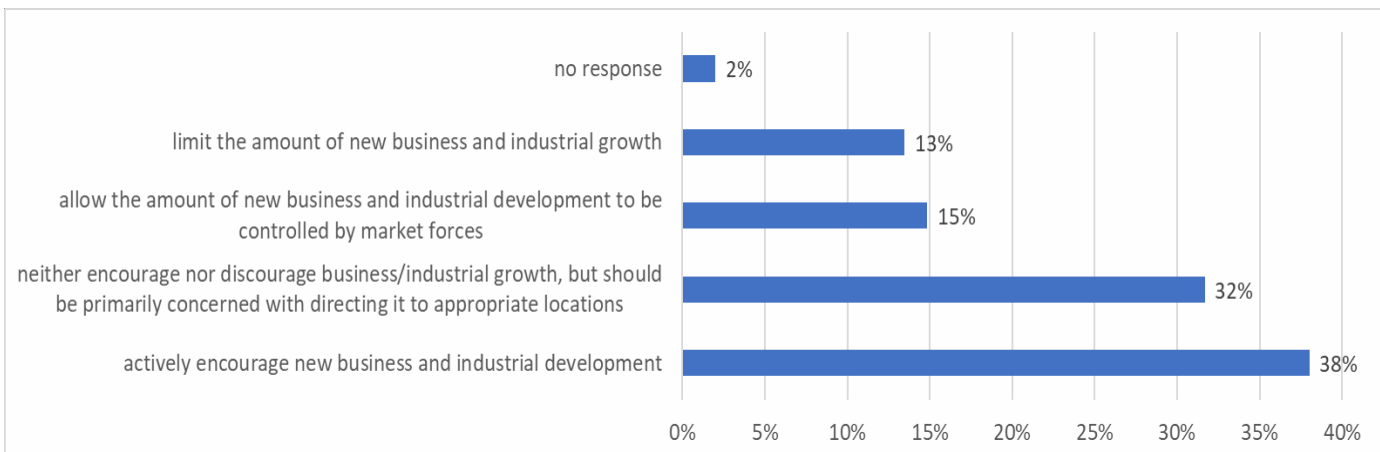
1. With respect to future residential growth in Kennebunk the Town should, (choose one)



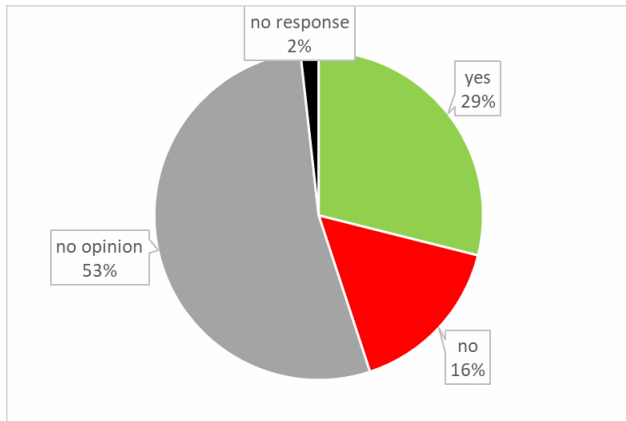
2. With respect to future business and industrial growth in Kennebunk the Town should, (choose one)



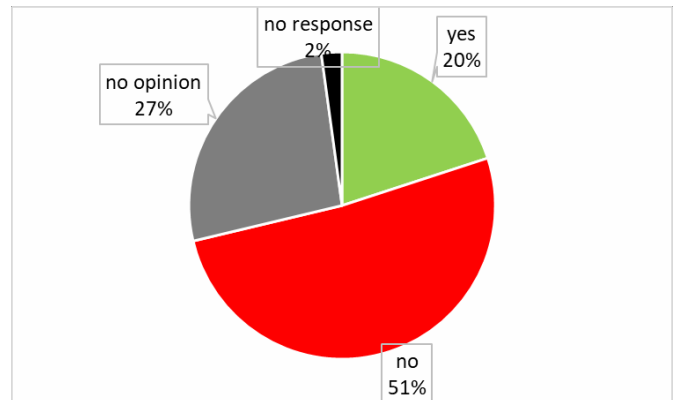
3. Rate Kennebunk's Land use regulations



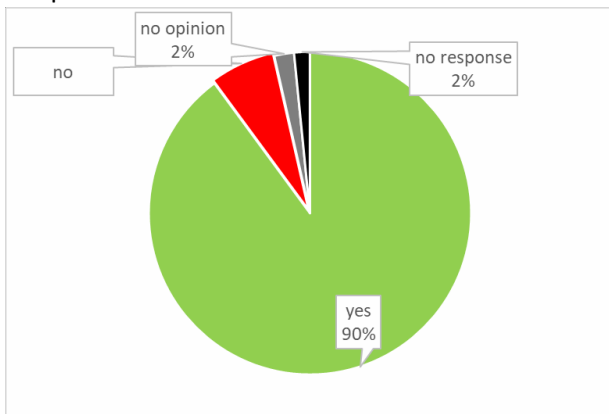
4. Does the Town do an adequate job of enforcing its present land use regulations?



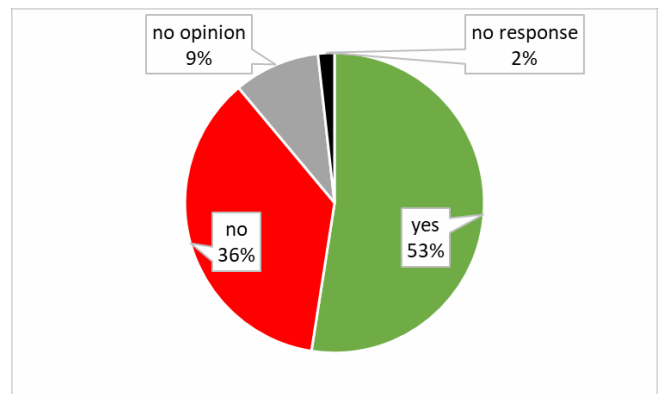
Does the Town adequately provide for the housing needs of Kennebunk's low and moderate-income households?



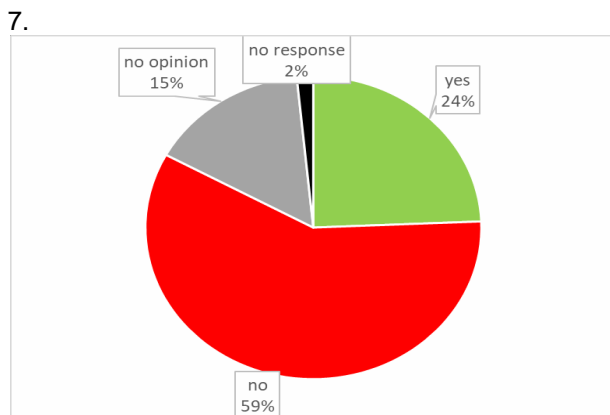
5. Should commercial and industrial properties be required to conform to landscape and architectural standards that are consistent with a small-town atmosphere?



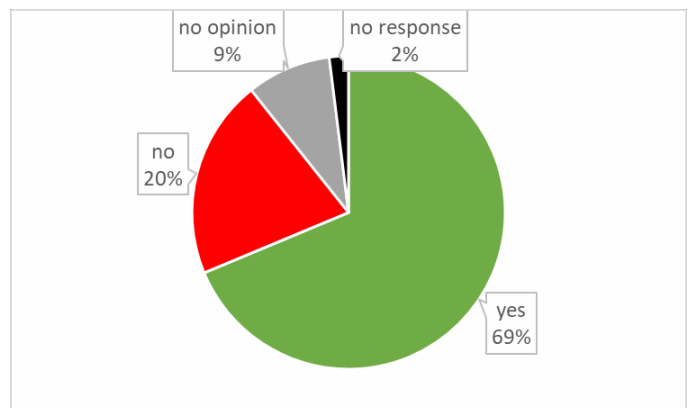
8. Should all new residential dwellings be charged an impact fee to help defray the cost of public infrastructure improvements, such as schools, traffic and recreation?



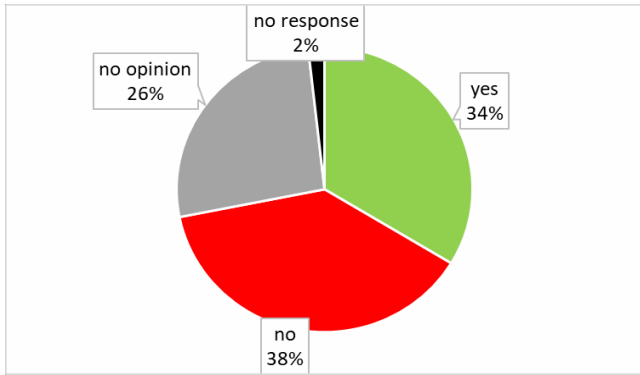
6. Should more land in Kennebunk be set aside exclusively for office parks, industrial parks, or other commercial development?



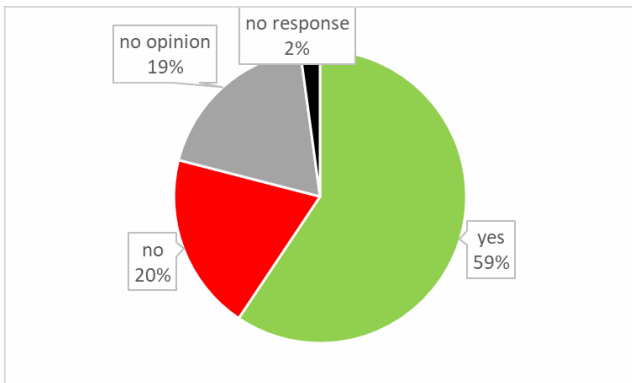
9. Are user fees a good way to cover the cost of additional services (i.e., Parks & Recreation trips, dump services, beach parking)?



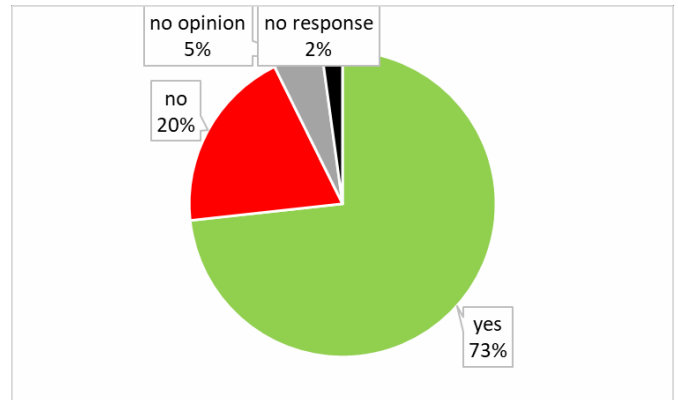
10. Should the Town expand the Historic Preservation Overlay District to include additional areas?



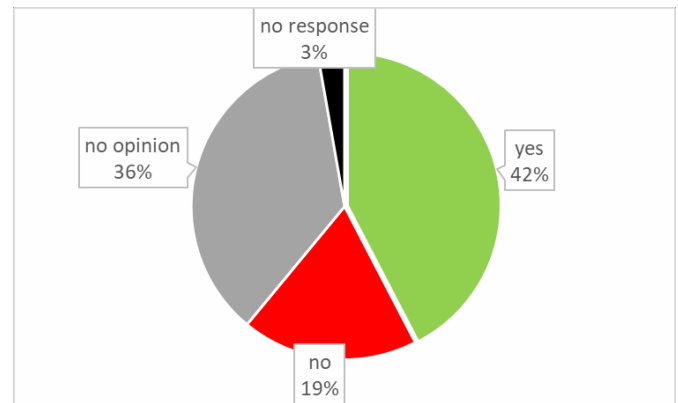
11. Is the Town doing a good job protecting the Town's rivers, marshes, and other areas of scenic beauty and environmental importance?



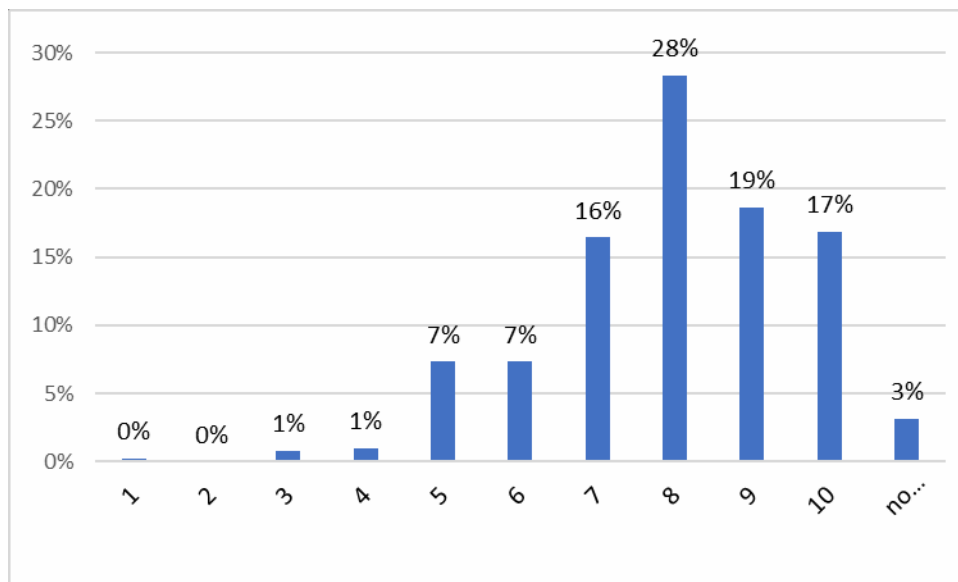
12. Would you support (through the use of a portion of your tax dollars) the purchase of land or conservation easements as a means of protecting natural areas?



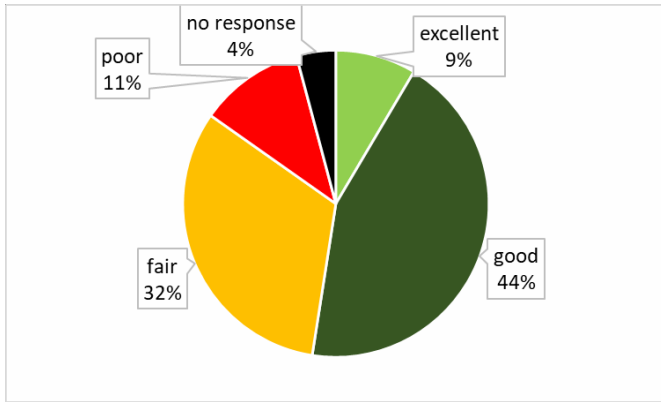
13. Do you feel that Kennebunk's local elected and appointed officials are responsive to citizen's concerns?



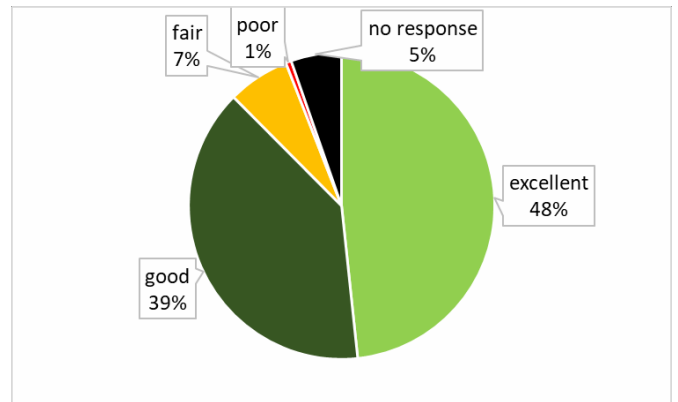
14. Please rate the quality of service that is provided by Town of Kennebunk employees:



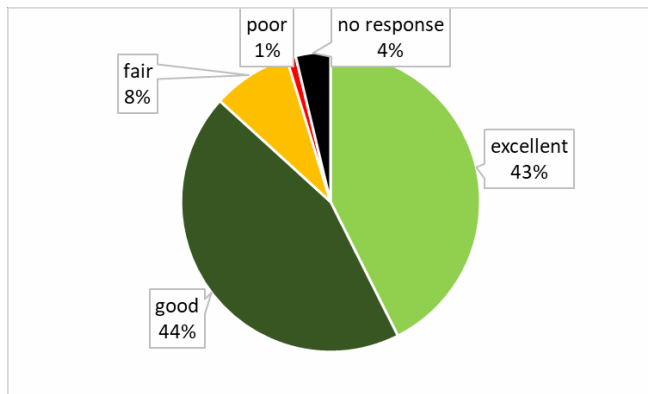
15. Please rate your overall satisfaction with public services [Street maintenance/repair]:



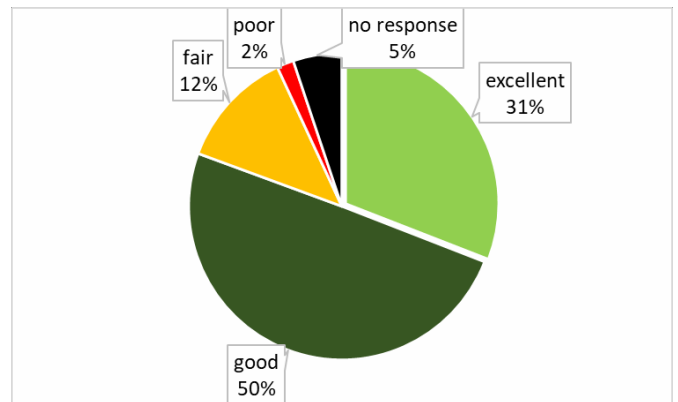
18. Please rate your overall satisfaction with Ambulance/Rescue services:



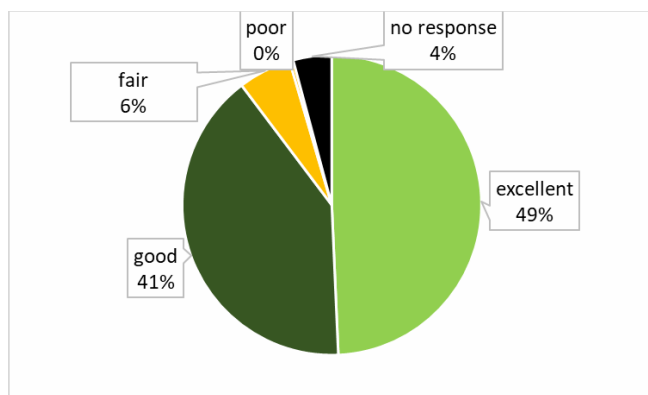
16. Please rate your overall satisfaction with Police protection:



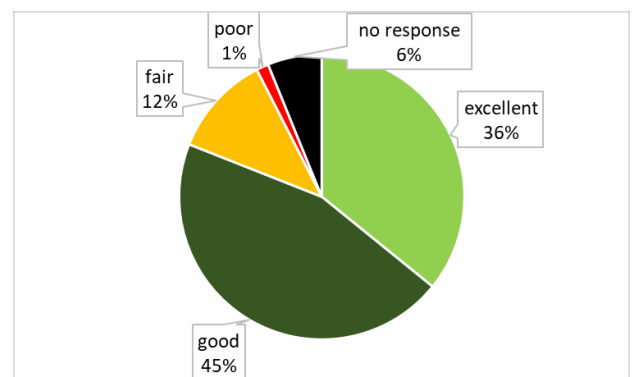
19. Please rate your overall satisfaction with recreation services/facilities:



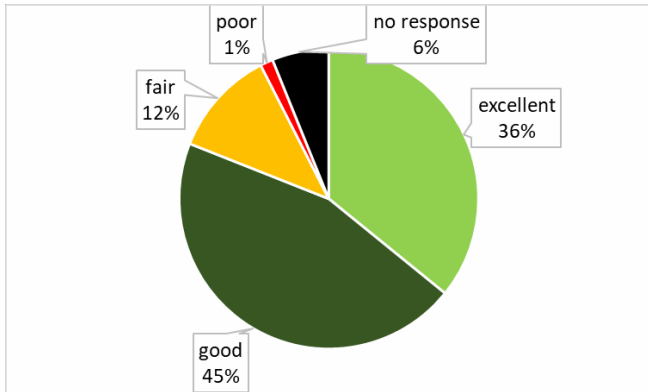
17. Please rate your overall satisfaction with fire protection:



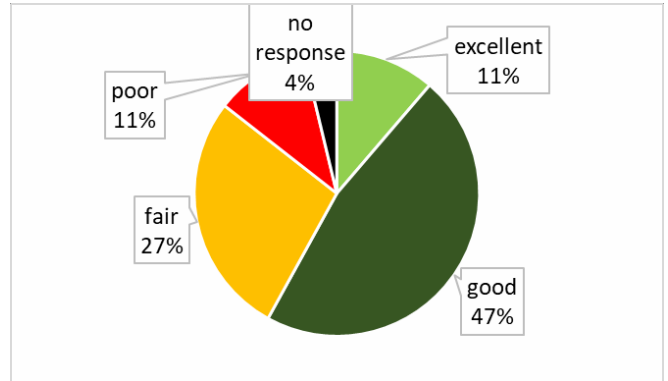
20. Please rate your overall satisfaction with trash and recycling collection:



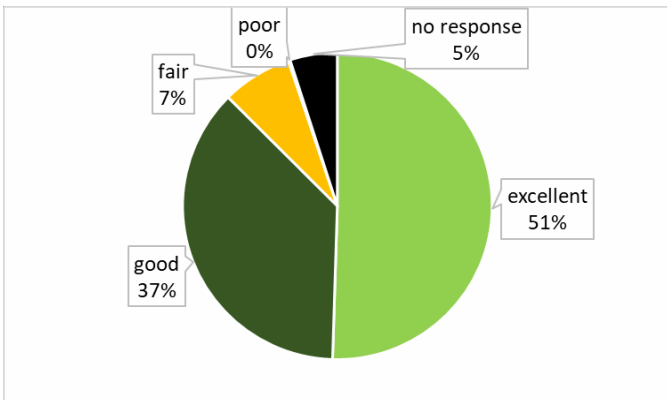
21. Please rate your overall satisfaction with Education:



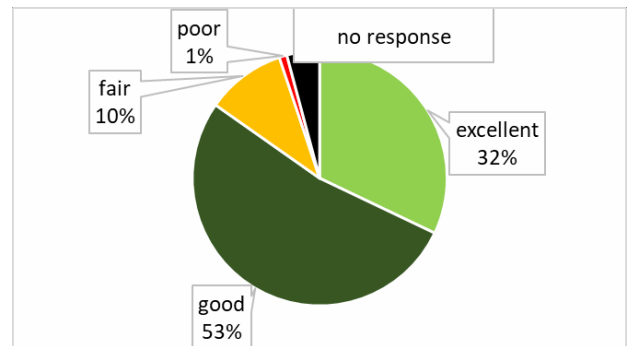
24. Please rate your overall satisfaction with Speed control:



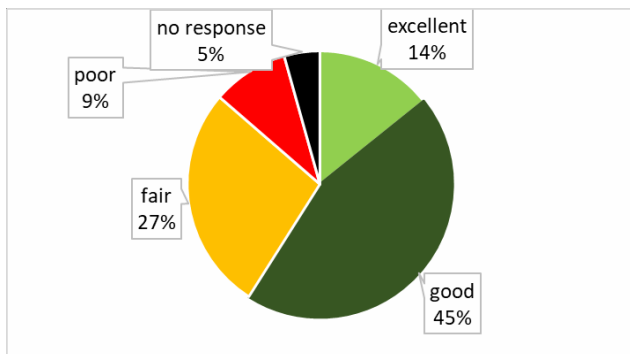
22. Please rate your overall satisfaction with public library services:



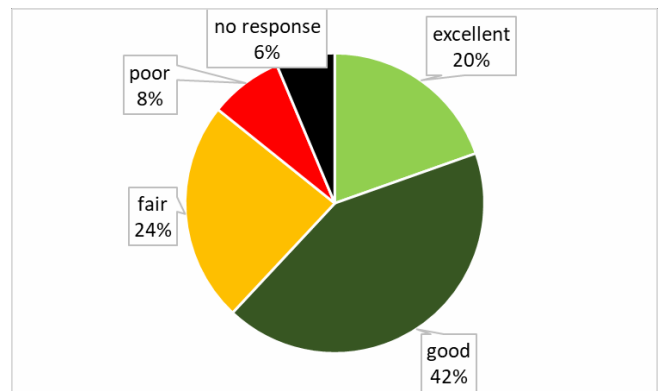
25. Please rate your overall satisfaction with Town Hall services:



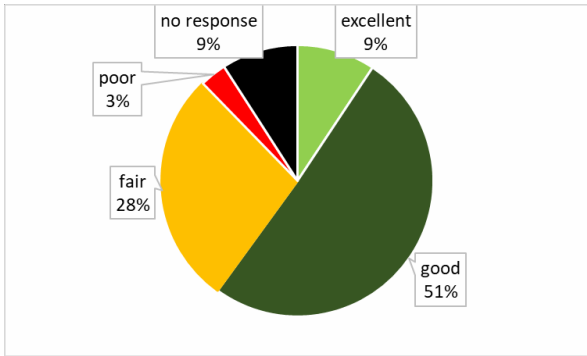
23. Please rate your overall satisfaction with traffic management.



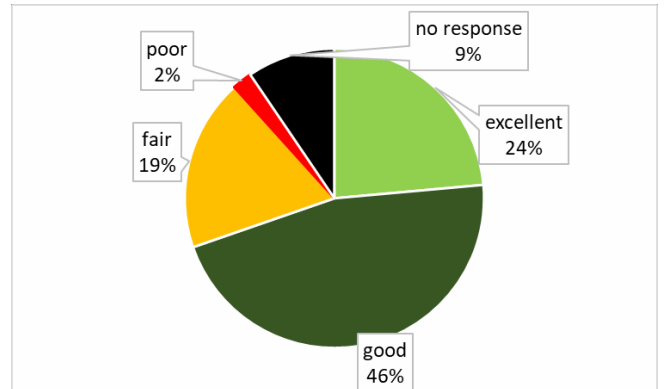
26. Please rate your overall satisfaction with voting areas (parking/accessibility):



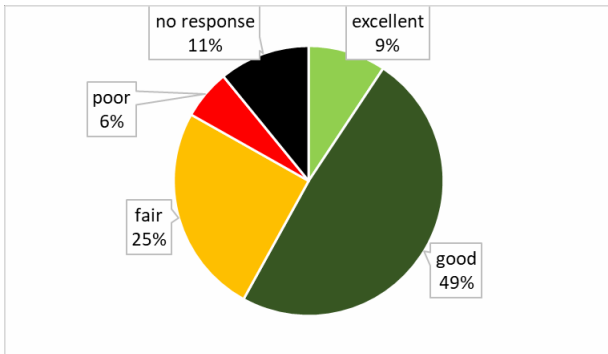
27. Please rate your overall satisfaction with land use planning:



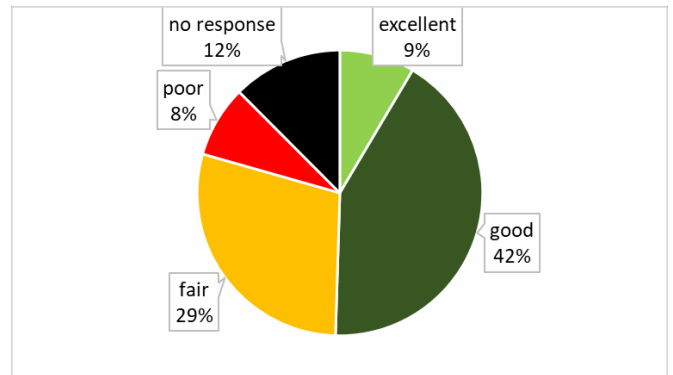
30. Please rate your overall satisfaction with public services/resources for children:



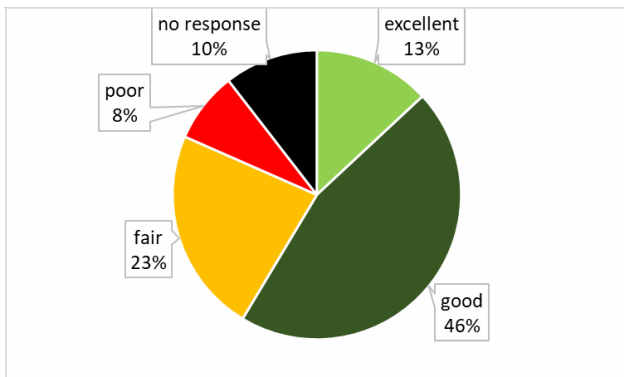
28. Please rate your overall satisfaction with Code enforcement/building inspection:



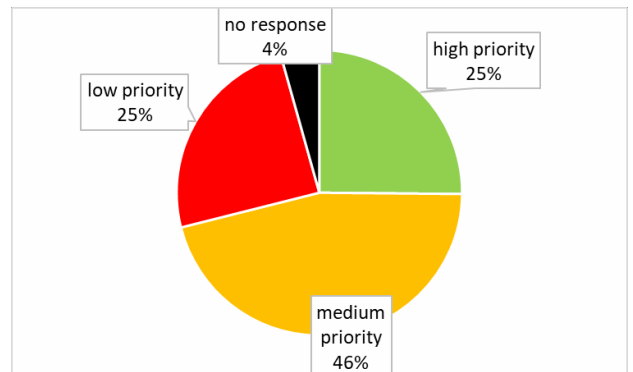
31. Please rate your overall satisfaction with services/resources for those with disabilities:



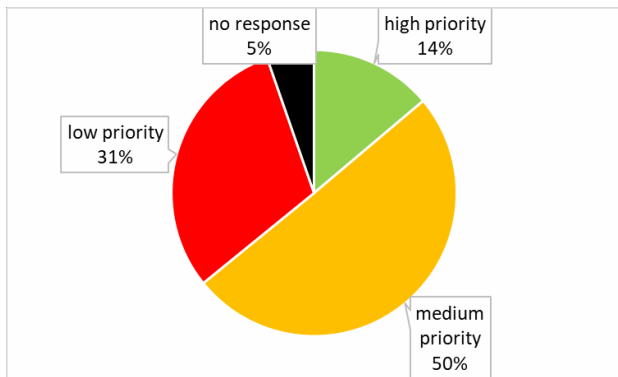
29. Please rate your overall satisfaction with Services/Resources for seniors:



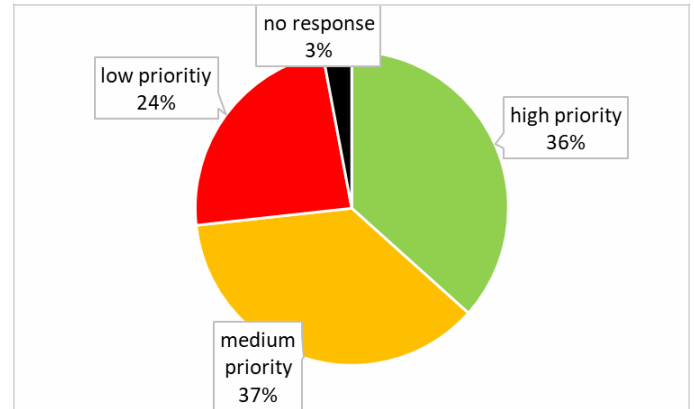
32. Please rank the following areas requiring improvements - Route 1 North traffic management improvements:



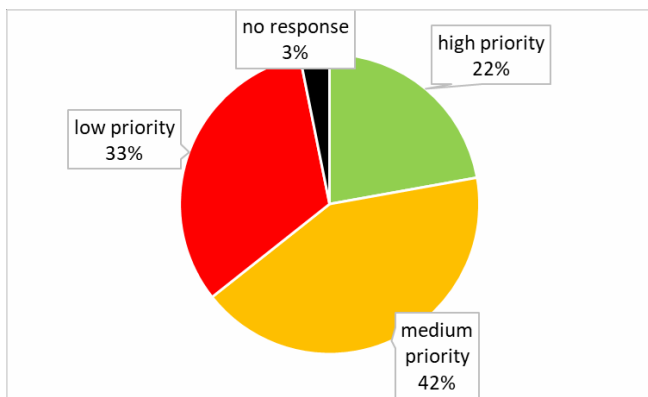
33. Please rank the following areas requiring improvements - utility improvements for commercial and industrial development (i.e., sewer to Route 1 South Business Park District):



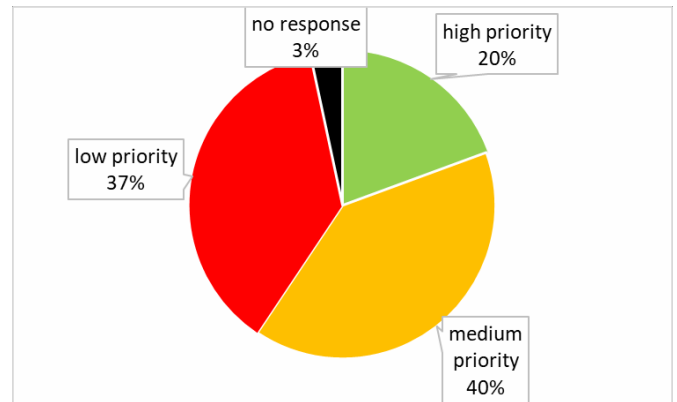
36. Please rank the following areas requiring improvements - purchase of open space lands for preservation, recreation and other future town needs:



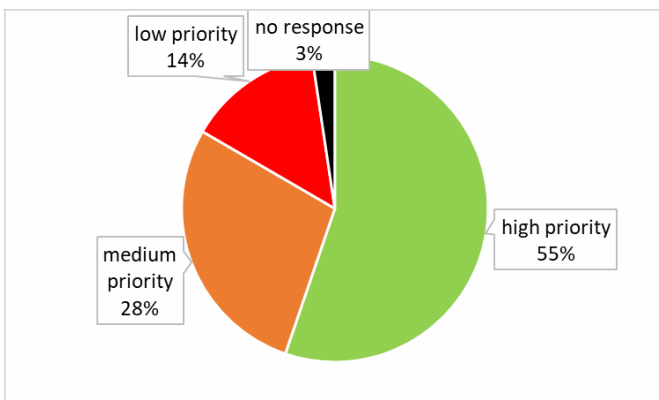
34. Please rank the following areas requiring improvements - creation of new recreation areas such as ball fields, playgrounds and parks:



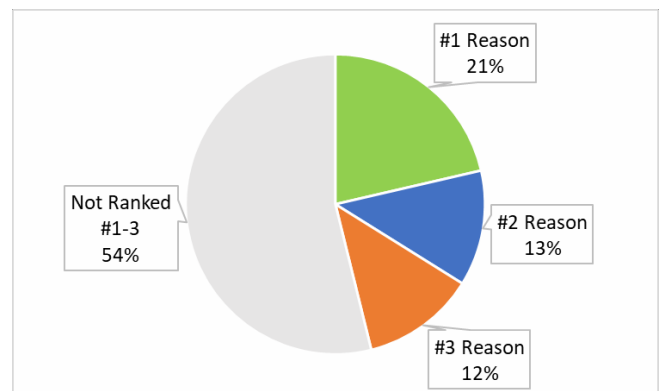
37. Please rank the following areas requiring improvements - provision for public coastal access for small boats:



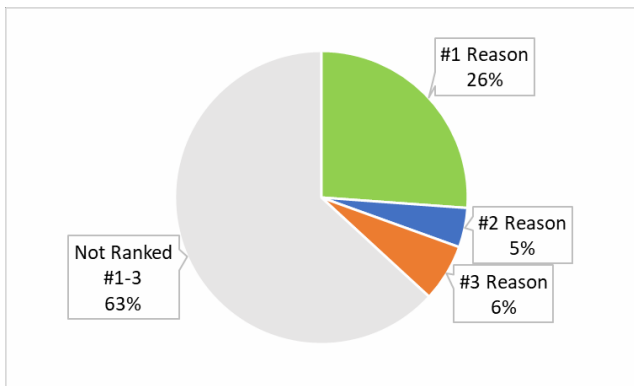
35. Please rank the following areas requiring improvements - construction of more sidewalks and bicycle lanes along public streets:



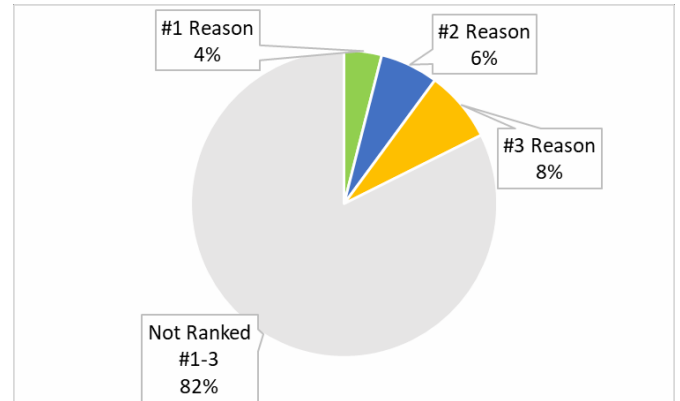
38. Three most important reasons for moving to or living in Kennebunk – SCHOOL SYSTEM



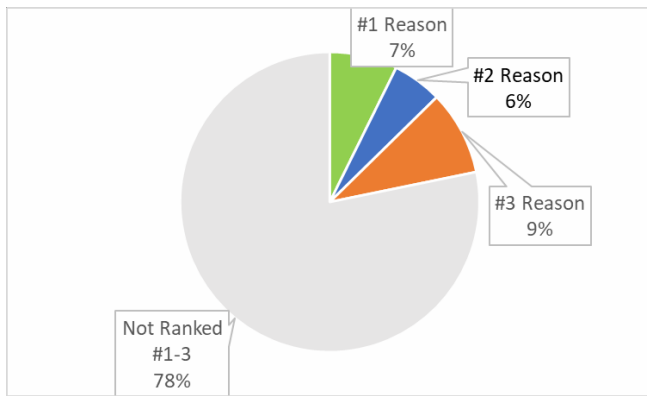
39. Three most important reasons for moving to or living in Kennebunk - FAMILY



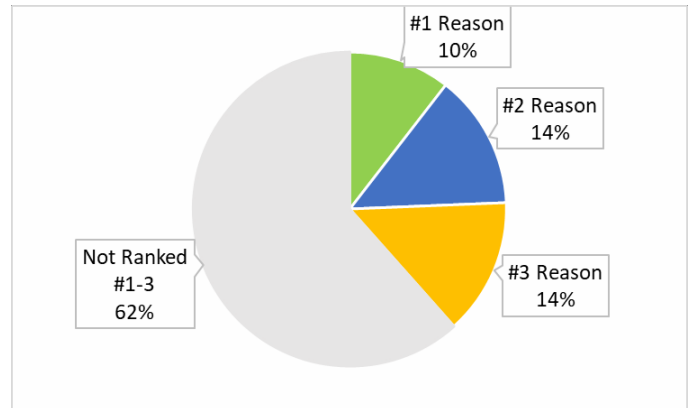
42. Three most important reasons for moving to or living in Kennebunk - QUALITY OF TOWN SERVICES



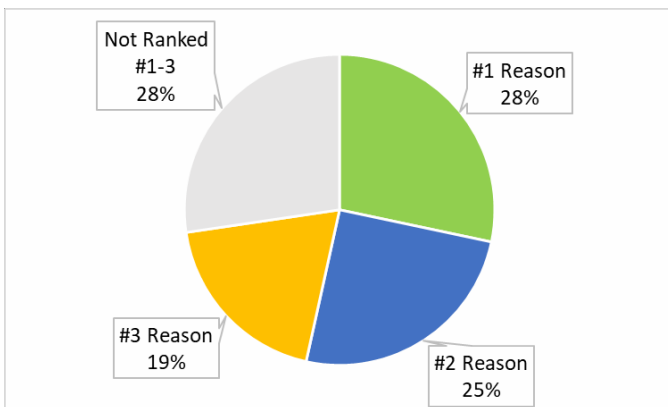
40. Three most important reasons for moving to or living in Kennebunk - PROXIMITY TO JOBS



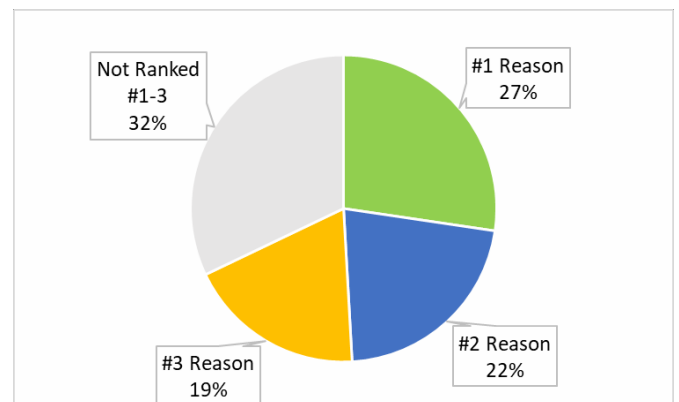
43. Three most important reasons for moving to or living in Kennebunk - CHARACTER OF HOUSING AND NEIGHBORHOODS



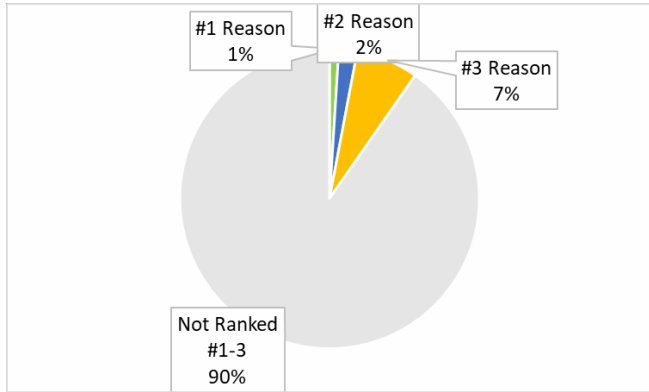
41. Three most important reasons for moving to or living in Kennebunk - SMALL TOWN ATMOSPHERE



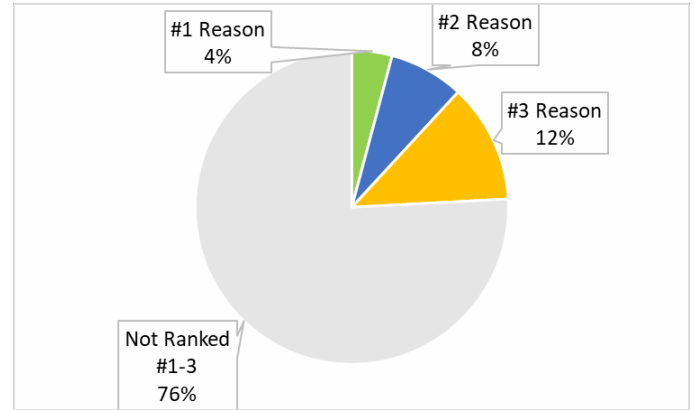
44. Three most important reasons for moving to or living in Kennebunk - ACCESS TO BEACHES AND COAST



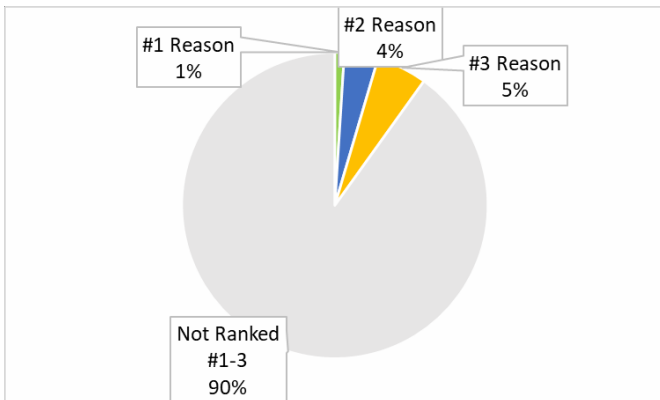
45. Top three most important reasons for moving to or living in Kennebunk - ECONOMIC DIVERSITY OF RESIDENTS



47. Three most important reasons for moving to or living in Kennebunk - PROXIMITY OF RURAL LAND/OPEN SPACE



46. Three most important reasons for moving to or living in Kennebunk - PROPERTY TAX RATE



Section1: Public Input

B. Open House Results

Kennebunk Comprehensive Plan Summary from two Open Houses held: January 19, 2019 & February 6, 2019

Note: The number of dots on each recommendation is represented by (Green Dot/Red Dot), or (5/1). Meeting Exhibits included in Appendix

Chapter A & B - Population and Housing: Proposals/Recommendations

- (8) (16/1) The Town should establish a Housing Committee with appropriate town staff support, to address the described data and political issues and to formulate a Housing Plan consistent with economic and demographic projections
- (11) (8/2) In order to increase the population diversity to a better balance of ages and incomes, more lower-cost housing is needed
- (8) (11/3) The increasing proportion of single-person households should guide zoning to accommodate smaller units at higher density closer to services

Comments

- (1) Too many 2nd homes. Townies can't afford taxes and utilities. Too many developments with huge houses

Chapter C - Local Economy: Proposals/Recommendations

- (9) (13) The Town should support the creative economy (professionals in the technology, arts, engineering and other creative economy sectors)
- (8/3) (14/1) The Town should continue to grow and expand the tourism industry by incorporating trails, parks and the beach into an eco-tourism program.
- (6/2) (3/1) The Town should support the expansion of the health care industry
- (3) (2/1) The Town should improve our "gateway" locations and continue implementing wayfinding systems.
- (5/2) (0/1) The Town should create business-to-business Town marketing materials.
- (2/2) (1/1) The Town should continue to develop itself as a regional financial center.
- (3/2) (2/3) The Town should expand its presence at the Turnpike rest area.

Comments

- (1) The expansion of tourism, or the question of it, is where, specifically, that targets. (*Where it should be targeted or located.*) With Lower Village becoming more and more developed, it's important to stretch those improvements into downtown Kennebunk.
- (1) An eco-tourism program should consider the impact on natural resources and eco-systems
 - Too many tourists, not enough room for them on roads – too much traffic!
 - We get enough tourists!
 - Tourism provides significant income, employment and support to our region. While we may not need to exponentially increase tourism we should be careful that we don't harm our residents that rely on service jobs by discouraging tourism.

Chapter D - Natural Resources: Proposals/Recommendations

- (10) (17/1) The Town should encourage marinas to provide public education and easily available pump-out equipment for resident and visiting watercraft. The River Committee (a joint Kennebunk- Kennebunkport-Arundel committee) should be tasked with deciding whether the public pump-out station removed in 2016 should be phased back into service. The Town should give the River Committee the ability to levy fines or take other actions to ensure the ability to enforce mandatory pump-outs.
- (10/1) (14) The Town should adopt best practices for storm water management and reduce impervious surfaces around water bodies in order to limit the impact of polluted run-off into rivers and streams
- (9) (13) The Town should continue to fund water testing of beaches and rivers, as well as the profiling of beach erosion and creation
- (9/1) (12) The Town should develop and implement a community-wide wetland mitigation policy to protect our rapidly diminishing wetlands
- (10/3)(10/5) The Town should create a database of private septic systems. It should also consider an ordinance requiring proof that they have been inspected/pumped out at regular intervals
- (6) (9/4) The Town should consider adopting a policy or ordinance to pay for manual clearing of CMP transmission lines on town-owned land, thereby limiting CMP's use of pesticides

Comments

- Amen to the 6th bullet (Now the 1st bullet)
- CMP should be liable for adhering to a town ban on pesticides – the town should not acquire expense due to their resilience
- *Regarding first bullet:* After the Pump-out barge sank in February 2016, The River

Committee reviewed the use of the Pump-Out barge for the 6 year span on the river and found it was not being used. After discussions with both towns, it was decided not to do the costly repairs on the barge and remove it from service. Currently, The Yachtsman Marina in Kennebunkport is planning to install a Pump-out station on their face dock in 2019. The Yachtsman has been in contact with MaineDEP, Harbormaster Black and Kennebunk River Committee. The Kennebunk River is designated a “No Discharge Zone” area. Under the Clean Waters Act Section 312, Vessels must close any seacocks and remove the handle or padlock any valves leading to overboard discharge while docked, moored or anchored in a “No Discharge Zone.” This code is strictly enforced by the United States Coast Guard. All Marinas and Boat Clubs must display “No Discharge Zone” signage along docks.

- Don't expand sewer to rural areas. My septic works and I don't want to pay for sewer.

Chapter E - Public Utilities: Proposals/Recommendations

- (8) (12) Kennebunk should create guidelines for planting of vegetation under power transmission lines. The guidelines should also address the issue of manual versus chemical clearing
- (8) (11) Since high-quality cable, phone, and internet service have become a critical component for both quality of life and economic prosperity, the Town should look for possible opportunities and locations to support future infrastructure needs
- (5/1) (9/1) The Town should continue to refine the mapping of growth areas so the Sewer District can better understand where service might be needed
- (5/1) (4) The Town should consider the creation of a Technology Resource Advisory group to stay up to date on new developments and make recommendations as needed
- (3/2) (7/1) The Town Selectmen should work together with the Board of Trustees of the Sewer District to develop a creative and equitable solution in order to fund increased sewer capacity to support planned growth
- (3/3) (7/2) The Town should cost-share with the Sewer District to create a conceptual sewer plan for West Kennebunk so as to be able to provide an approximation of costs should expansion into this area ever become a desirable option

Chapter F - Transportation: Proposals/Recommendations

- (9) (15) The Town should explore the need for creating transportation resources for older residents and others with reduced mobility
- (6) (10) The Town should create, prioritize, and agree upon a list of Town locations where public parking space is presently needed so if purchase opportunities develop, action can be taken expeditiously

- (5/1) (11/2) The Town should consider options for public transportation to reduce the number of cars on the road. Such transportation could perhaps be coordinated with neighboring Towns to provide interTown commuting potential
- (7) (10/1) The Town should appoint a Bicycle and Pedestrian Committee to create a Bicycle and Pedestrian Plan for Kennebunk with public input
- (4/3) (11/4) The Town should formalize the seasonal train stop in Kennebunk with the Downeaster
- (3) (5/2) Parking ordinances should be reviewed to ensure maximum utilization by business property owners

Comments

- (3) Would love sidewalks and bike paths on Ross Road and within the streets, i.e., Merrifield, so its safe walking
- It is estimated that 60% of adults would ride bikes more often if they felt safe navigating roads
- Make connecting the ET to economic center a priority
- Bicycle lanes for public safety of young and old (curb and narrowness of ? at High Street is dangerous for bicyclists)
- Increase and improve sidewalks (example: Cat Mousam Road)
- (1) More sidewalks
- (1) Crossing guard at Middle School flashing intersection

Chapter G: Municipal Facilities: Proposals/Recommendations

- (8/1) (19/4) The Town should encourage a discussion as to whether the community's future should include a strong mix of younger families or continue the trend towards second-home ownership and a growing retired and non-school age population, and then create a plan that will cost-effectively support either outcome of the discussion ^[L]_[SEP]
- (14/3) (9/2) The Town should continue to explore possibilities for cost efficiencies through regionalization and cooperation with neighboring towns (Fire Rescue, Animal Control and Harbormaster being a good start) ^[L]_[SEP]

Comments

- Red dot – Perhaps discriminatory? *I agree*
- (1) To date, beautification is excellent but our future should encourage middle class families, a community rich in experience for all ages, a community where it is much easier to age in place through access to affordable housing, transportation, access to services, and we should be concerned about gentrification that will dismiss indigenous families, young families and older residents of modest means
- Discourage more second home ownership, more 24-35 families. *Agree*

- Recommend changing bullet #2: 23 town employees then goes on to list 600 employees between fire, police, etc. Perhaps 23 administration or management?
- Why is this not a violation of age, race, familial status, etc. How would any control be enforced?

Chapter H - Historical, Archeological, Cultural Resources: Proposals/Recommendations

- (9) (15) The Town should collaborate with the Brick Store Museum to identify & protect additional archaeological sites
- (9) (11) The Town should develop strategies to help preserve the cultural and historic heritage of the Town
- (7) (5/1) The Town should review existing ordinances to strengthen existing local regulations regarding historic preservation. [L] [SEP]
- (4/2) (7) The Town should appropriate an annual budget for the care and work done on behalf of Kennebunk cemeteries. [L] [SEP]
- (2/4) (10) The Town should remain flexible in reaching accommodations with new purchasers of homes and current residents within the Historic Overlay District on a case-by-case basis
- (2/1) (7) The Town should reestablish the Cemetery Committee to continue research of and promote the heritage of the Kennebunk ancestral history. [L] [SEP]
- (4/1) (3/2) The Town should assess the benefits and potential costs/concerns for expanding the Historic Overlay District to include the Kennebunk downtown area as recommended by the Maine Development Foundation's Downtown Center team [L] [SEP]

Comments

- (2) Inventory a mapping of sites inclusive of veterans' graves researched by the 1st Cemetery Committee
- Create a level of management and care on non-subdivision sites as well as those subject to subdivisions (*requirements*)
- Review of other towns' archeological chapters such as York Maine for direction
- Appreciation of the importance of art/culture/music in our community
- The Brick Store is not the only source. Historic Preservation Commission Augusta should be consulted

Chapter K - Climate Change and Sea Level Rise: Proposals/Recommendations Ranking

- (12) (18) Future zoning and setback requirements need to be adapted to discourage growth and new development in threatened areas
- (12) (16) The Town should form a working group of staff and volunteers to monitor information and recommend best practices for adaptation and mitigation
- (12) (14) The town should support public education on climate change and sea level rise and adaptation to residents
- (11) (13) The town should increase its use of renewable resources, wherever feasible
- (10) (13) The town should review floodplain management and land use ordinances to strengthen standards in vulnerable areas
- (9) (14/2) Moody's Investor Services announced in February 2018 that municipalities' preparedness and planning for climate change would be taken into consideration when assessing credit risk. Recognizing this, the Town should make adopting these climate change recommendations a priority

Comments

- Fund a staff position for a Sustainability and Climate Change Manager
- "RETREAT" is going to be a word we use more often
- Climate Change/Sea Level Rise MUST be addressed
- Consider working with 350Maine and Maine Sierra Club to receive support for these actions
- Nearby (Wells) residents with sea level rise expertise would volunteer for working group (Linda Stathoplos, John Lillibridge – isbell@verizon.net, mrmole@twc.com)
- Infrastructure is the #1 problem in a climate event. Focus on Infrastructure backup systems to be proposed

Chapter L – Land Use & Open Space: Proposals/Recommendations

- (11) (13) The Town should do further evaluation of wetlands constraints in the Route 1 South district in order to provide adequate environmental protections while allowing appropriate business expansion
- (7) (11) The Town should continue investment in downTown and Lower Village maintenance and infrastructure improvements to encourage additional private investment in these districts
- (7) (9/5) The Town should continue to limit the number of homes that may be built in the rural areas while providing adequate space for new homes in the village growth areas
- (3/2) (9/1) The Town should investigate solutions for additional parking in Lower Village
- (3/3) (3/5) The Town should incorporate more multi-use development into its zoning

Comments

- (2) Include Hope Woods in OPEN SPACE
 - Doesn't seem like Open Space and Conservation are priorities in the Open Space part of this plan. Rural spaces should be conserved without threatening the open space in village areas.
 - Add mention of 72 acres of open space conservation easement Hope Woods in downtown Kennebunk. Trails open to all, (x), skis, snowshoe, bikes
 - Village Growth = Coordinated housing with open space
 - (1) Hope Woods is a gem that should be emphasized in this town's plans
 - (1) Please consider including plans for conservation of open space in this chapter
-
- Paid parking should be cheap (\$3 a car, unlimited time). We need more parking at the beach for Prelude
 - Focus on preservation of open areas between village centers to prevent blending together of each unique village center

Chapter M - Fiscal Resources: Proposals/Recommendations

- (11) (13) Moody's Investor Services announced in February 2018 that municipalities' preparedness and planning for climate change would be taken into consideration when assessing credit risk. While this is one of many rating factors, the Town should proceed with recommendations in the Comprehensive Plan for addressing climate change
- (7) (3) The Town should match its debt with the life-cycle, or term, of assets being financed. The use of long-term debt to finance current expenses or short-lived assets results in shifting current shortfalls to future taxpayers

Chapter I - Marine Resources: Proposals/Recommendations

- (12) (11) (Ensure working fishermen have continued access to the river; review balance of commercial and recreational use of the rivers. ^[L]_[SEP])
- (7) (15/2) The Monastery property is a very significant and valuable open space along the Kennebunk River and the town should undertake to preserve or expand public access to this riverfront property and the surrounding ecosystem
- (12) (9/2) The Town should take steps to allow additional public access to the Kennebunk River
- *(This proposal was not included on the 2.6 Open House Poster)* (13/5) The Town should consider an option to purchase all or part of the Monastery property to ensure access to the Kennebunk River^[L]_[SEP]

Comments

- As the Monastery property was the site of the Mitchell garrison, it too should fall under the Historical and Archeological subchapter of the Comp Plan.
- Definitely support Monastery conversation!
- The Kennebunk River Committee wanted to ensure the continued success and tradition of the Commercial Fishing industry in the river and addressed this concern in 2015. Under Kennebunk River Ordinance – 10.5 Rules of River, Section 5-D – Commercial Moorings shall comprise of at least 50% of the total number of Mooring Sites within the Kennebunk River. If an existing Commercial Mooring becomes available within the Kennebunk River, it may not be assigned as use for a Recreational or Transient Mooring if such assignment would cause the number of Commercial Moorings to constitute less than 50% of the total number of available mooring sites within the Kennebunk River. Commercial applications on the Mooring Waiting List take priority over Recreational applications on the Waiting List. The Kennebunk River Committee also added to the ordinance in 2014 – 10.5 Rules of River Use, adjacent to Government Wharf running northerly shall be kept specifically for commercial fishing vessels only. (Exhibit A) (06-10-2014)

Section 2: Inventory/Analysis/ Mapping

In order to develop a meaningful plan, it is necessary to understand past trends and the impacts of growth and development on the town over the past 10 years. It is also important to look at projected growth to determine how it will affect the Town's infrastructure, services and resources.

Section 2 of the plan update provides updates to the 1991 Comprehensive Plan, inventories of the town's natural and man-made systems and identifies existing and projected needs regarding:

- A. Population
- B. Housing
- C. Local Economy
- D. Natural Resources
- E. Public Utilities
- F. Transportation
- G. Municipal Facilities
- H. Historic, Archaeological and Cultural Resources
- I. Marine Resources
- K. Climate Change & Sea Level Rise
- L. Land Use
- M. Fiscal Resources
- O. Open Space

Chapter A: Population

Summary

Kennebunk's major demographic characteristics include that the Town:

1. is somewhat older than the State and the County (the median age in 2016 was 49.5) and has a significant population deficit in the 20-40 age range versus the County and the State. This 20-40 segment of the population has declined over time.
2. has a higher proportion of citizens with a bachelor's degree than the State and the County.
3. is employed in a higher proportion of white collar (versus blue collar) jobs than the State and the County. The 2016 unemployment rate was 5.2% versus 6% for the State. 9.7% of the workforce worked from home (5.5% for the State) and 6% of the workforce were self-employed (8.5% for the State).
4. has a significantly higher median income than the State and the County for the 20-64 age range. But for the 65 and older population, median income falls sharply to a level more in line with the State and the County.
5. has a significantly lower poverty rate than the State and the County. In 2015, 2.1% of families lived below the poverty level versus 9.3% for the State and 6.3% for the County.
6. has disability statistics in line with the State – 14% of the population versus 16% for the State. But among Kennebunk's disabled population, 60% are 65 or older versus 39% for the State.

7. is predominantly “white” (98.9%) and the vast majority (85%) of its population were born in Maine or the U.S. Northeast.
8. has an increasing share of single occupant households – 31% of all households in 2010 versus 24% in 1990. The average household size has decreased from 3.07 persons in 1970 to 2.22 in 2016.
9. is significantly affected by seasonal population shifts. The summer population is estimated by Southern Maine Planning and Development Commission (SMPDC) to increase by 50% over the year-round population. Based on U.S. Census data, the percent of seasonal housing to the total housing stock has increased significantly over the past twenty-five years from 12% to 20%.

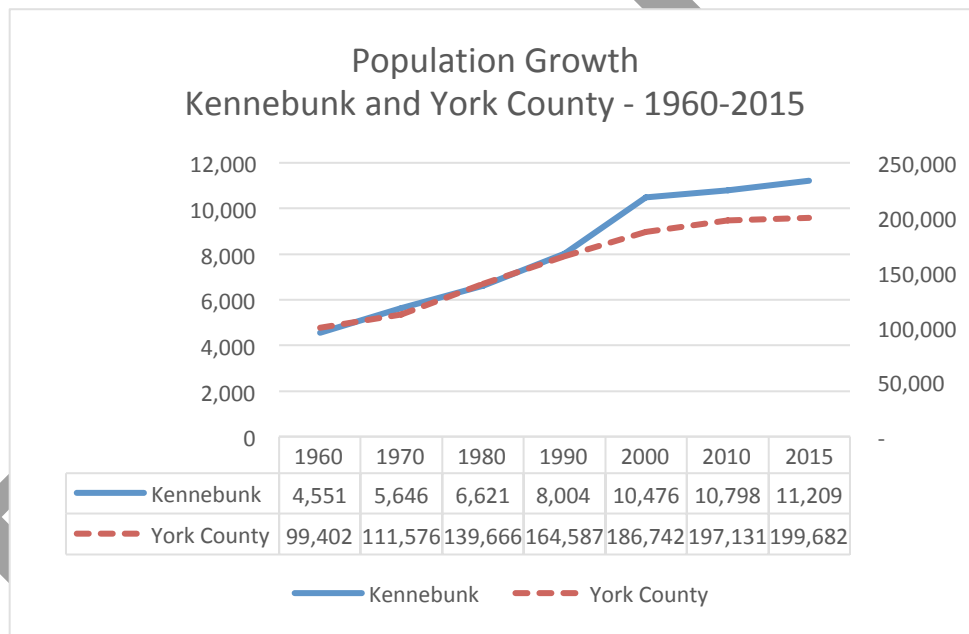
DRAFT

Population Growth 1970 - 2015

The population growth rates of Kennebunk and York County slowed considerably in the fifteen years following the turn of the century. The primary source of population growth between 2010 and 2015 was in-migration rather than the net of births and deaths.

Population Change 1970-2015, Kennebunk and York County

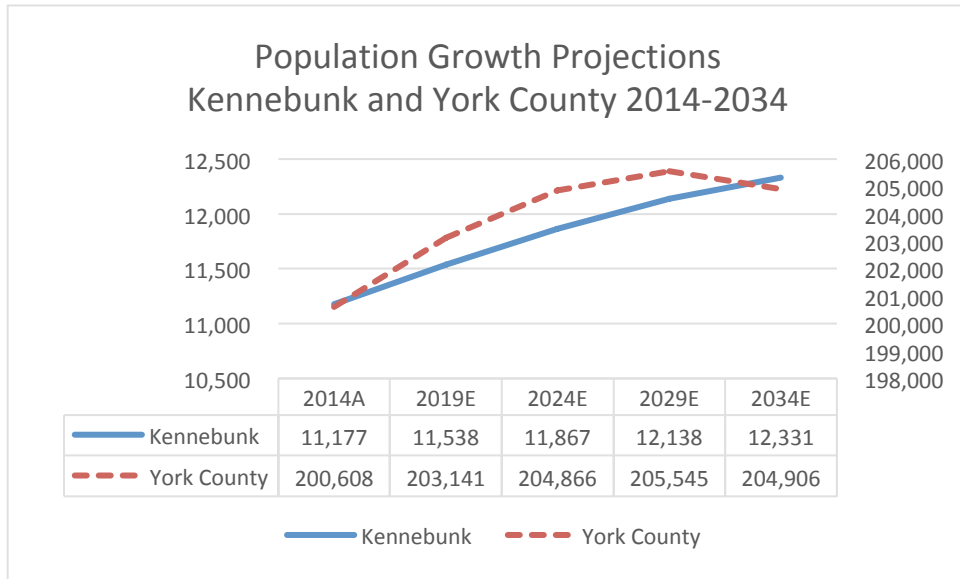
| Year | Town Population | Avg. Annual % Change | York County Population | Avg. Annual % Change | Town as % of County |
|------|-----------------|----------------------|------------------------|----------------------|---------------------|
| 1970 | 5,646 | | 111,576 | | |
| 1980 | 6,621 | 1.61 | 139,666 | 2.27 | 4.7% |
| 1990 | 8,004 | 2.09 | 164,587 | 1.78 | 4.9% |
| 2000 | 10,476 | 3.09 | 186,742 | 1.35 | 5.6% |
| 2010 | 10,798 | .30 | 197,131 | .54 | 5.4% |
| 2015 | 11,209 | .75 | 199,682 | .41 | 5.6% |



Source: US Census Bureau, American Fact Finder Table B1003

Population Growth Projections

The State of Maine forecasts population growth using cohort methodology, which examines patterns of in-migration, out-migration and birth and death rates. Based on this methodology, Kennebunk's population is projected to grow at a 0.5% annual rate from 2014 to 2034 versus a 0.2% annual rate for York County and a slightly negative annual rate (-.1%) for the State of Maine.



Source: State of Maine DECD

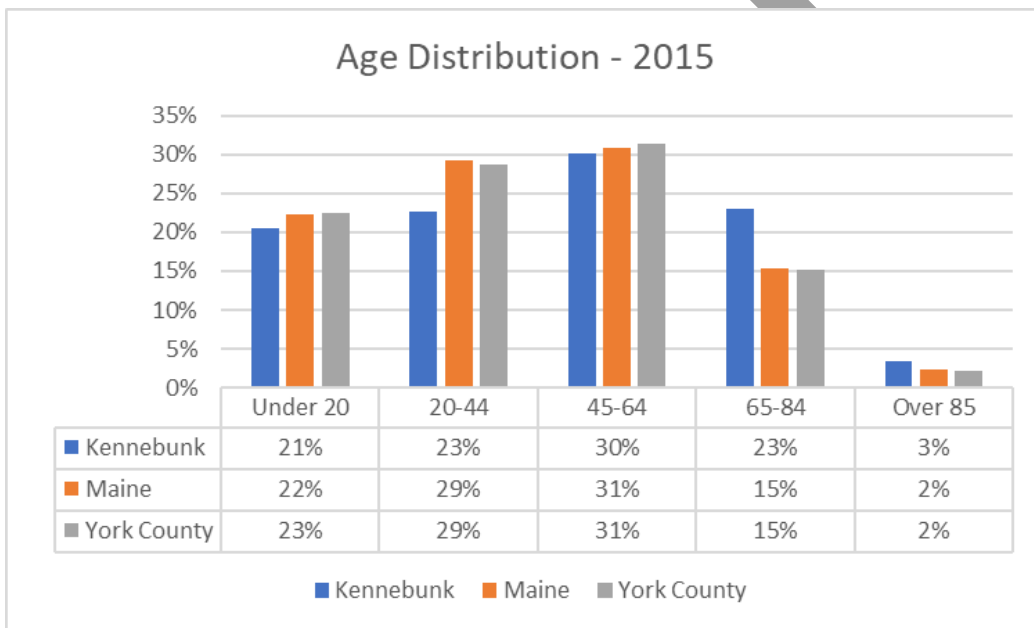
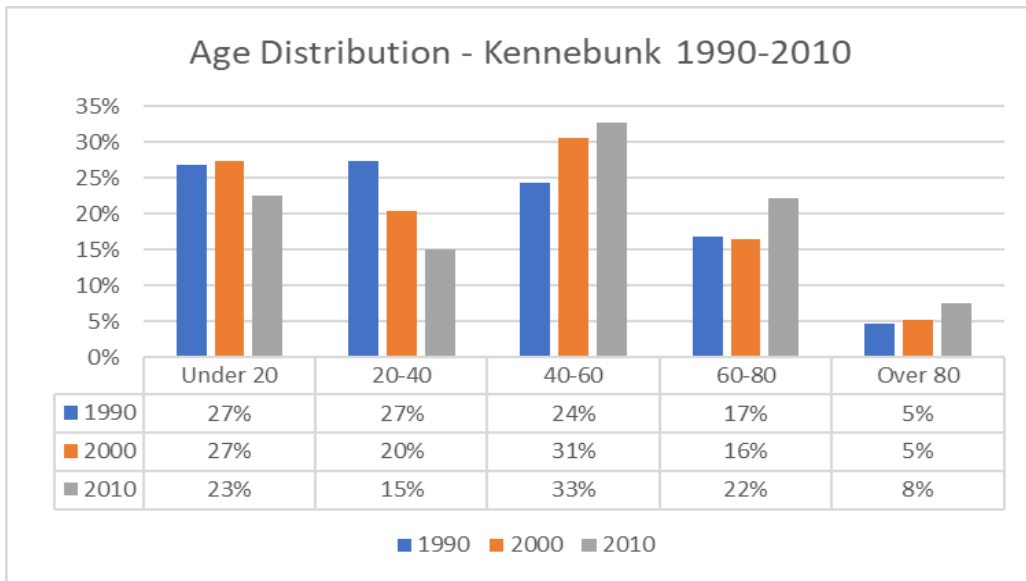
It should be noted that the 2003 Comprehensive Plan update included growth projections that extrapolated the high growth rates of the seventies, eighties and nineties (annual averages of 1.6%, 2.1% and 3.1% respectively). The 2015 population projection made at that time was 15,000 +/- versus the actual 2015 population of 11,209. It may be that the current projections are too conservative – extrapolating the low growth rates that followed the severe economic contraction of the 2008-2010 period. Many factors will determine the accuracy of the projections. Among these are:

- the housing industry is very cyclical and fluctuates with economic conditions and interest rates
- land use controls adopted by the Town will determine the extent of new construction
- the type of development (single family homes versus multi-family) will have an impact on population density
- fiscal policies adopted by the State and Town (tax rates) may encourage or discourage in-migration
- the levels and types of jobs that are created in Kennebunk and surrounding communities.

Age Characteristics of the Kennebunk Population

The two charts below show the age distribution of Kennebunk’s population compared to the County and the State and the changing age distribution of Kennebunk’s population over time. Kennebunk has a significantly lower share of its population in the 20-40-year-old range and a higher percentage in the over 60 ranges. This tendency increased from 1990 to 2010, when the percent of population in the 20-40-range almost halved. The same trend is underscored by the rising median age of the Kennebunk population: 37.5 in 1990, 41.3 in 2000, 48.2 in 2010 and 49.5 in 2016. There are two primary reasons for this demographic trend. 1) Over the past thirty

years, Kennebunk has seen the construction of several residential developments restricted to occupancy by seniors and 2) high real estate values limit the amount of affordable housing for young adults.



Source: US Census Bureau, American Fact Finder Table S0101

Household Size

The average number of people per household in Kennebunk has decreased from 3.07 in 1970 to 2.22 in 2016.

Kennebunk Household Characteristics

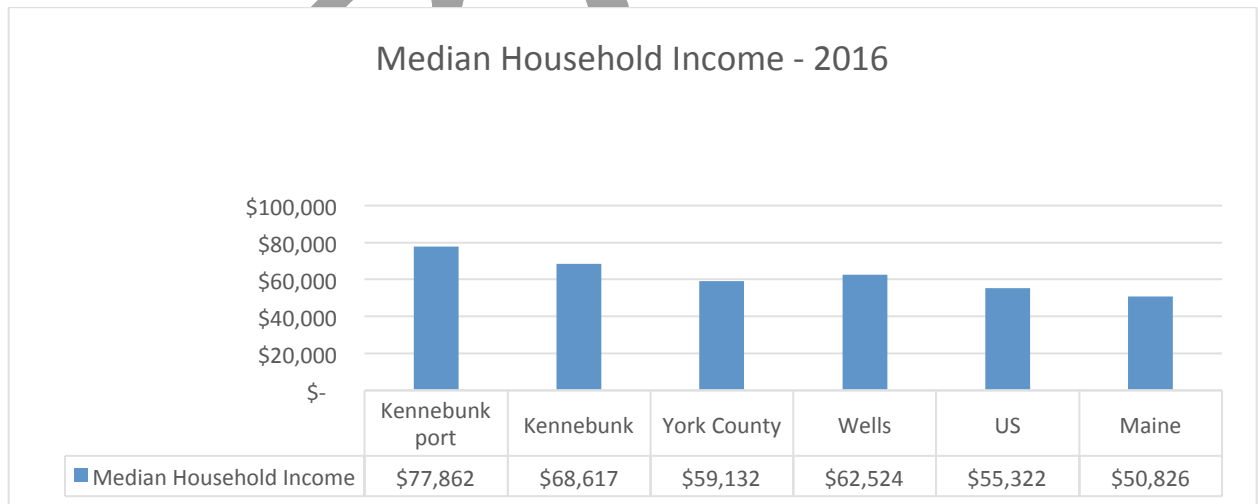
| Year | Households | Av. Annual % Change | Avg. HH Size |
|------|------------|------------------------|--------------|
| 1980 | 2,506 | 3.2% | 2.60 |
| 1990 | 3,118 | 2.2% | 2.61 |
| 2000 | 4,229 | 3.1% | 2.44 |
| 2010 | 4,589 | 0.8% | 2.34 |
| 2016 | 4,954 | 4.1% | 2.22 |

Source: US Census Bureau, Table DP02 American Community Survey

Besides smaller family units, much of this change is explained by the increase in individuals living alone. As of 2010, 31% of all households in Kennebunk were individuals living alone versus 27% in 2000 and 24% in 1990. Of those living alone, the percentage of 65 or older was 52% and 53% respectively in 2000 and 2010. The trend to more single occupant households reflects changing marriage and divorce norms, increased longevity, the availability of more small housing units and specifically, congregate housing for the elderly.

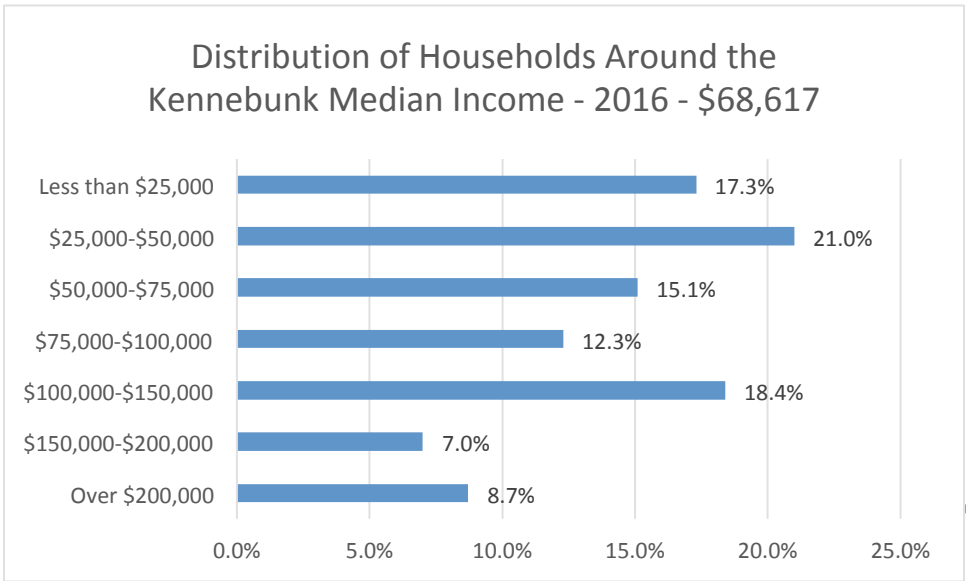
Income Characteristics

Median household income for Kennebunk is above that of the State, the County and surrounding communities.



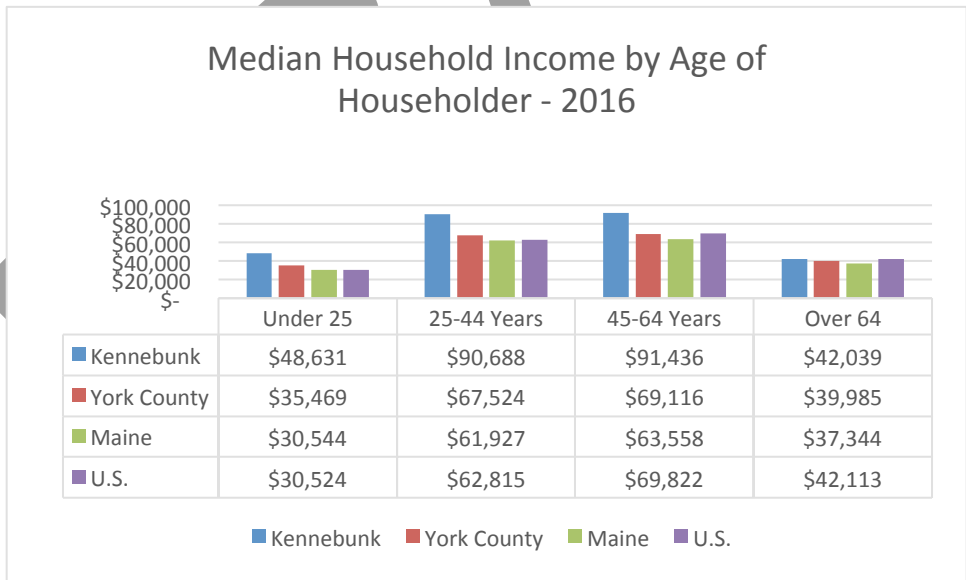
Source: US Census Bureau, American Community Survey Table DP03

The chart below shows the distribution of incomes by percent of the population. It illustrates that the distribution is not “normal”, i.e. that there is a skew such that a large number of households falls to the low end of the range. Mean income (weighted by very high incomes for 15-20% of the population) was \$97,161, 42% above the median.



Source: US Census Bureau, American Community Survey Table DP03

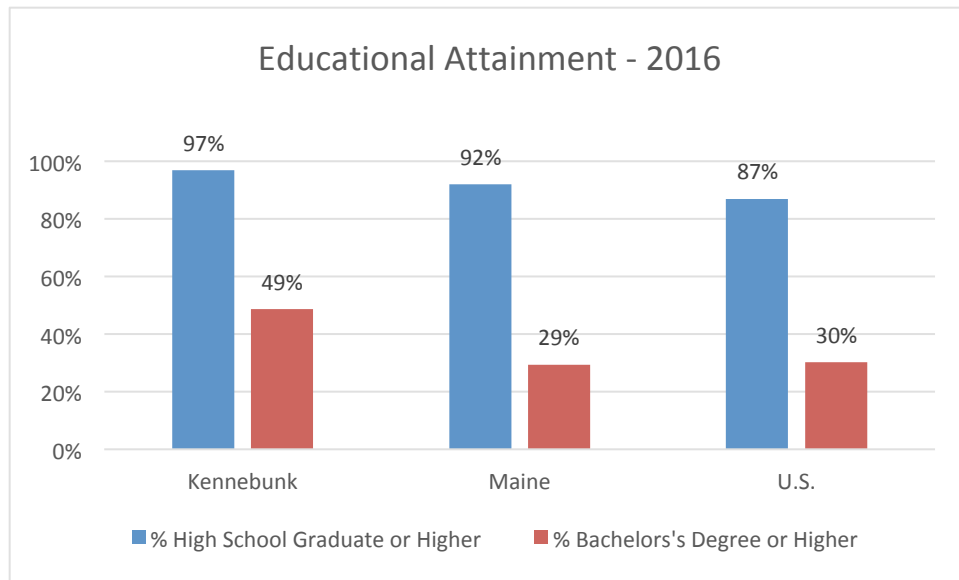
The chart below shows median income distribution of household income according to age groups. Kennebunk has significantly higher household income than National and State medians during the “earning years,” but for the population aged 65 and over, Kennebunk’s median falls sharply to a level more or less in line with the National median.



Source: US Census Bureau, American Community Survey Table B19049

Educational Attainment

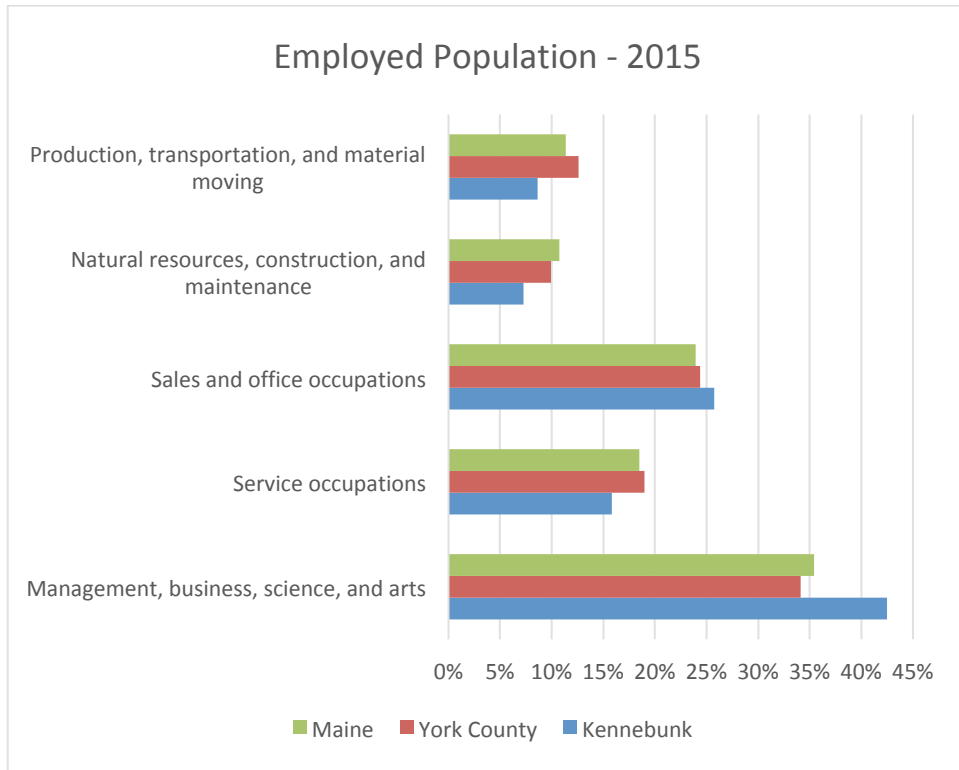
The educational attainment of Kennebunk’s population is higher than that of Maine, York County and the US as a whole.



Source: US Census Bureau, American Community Survey Table DP02

Employment Characteristics

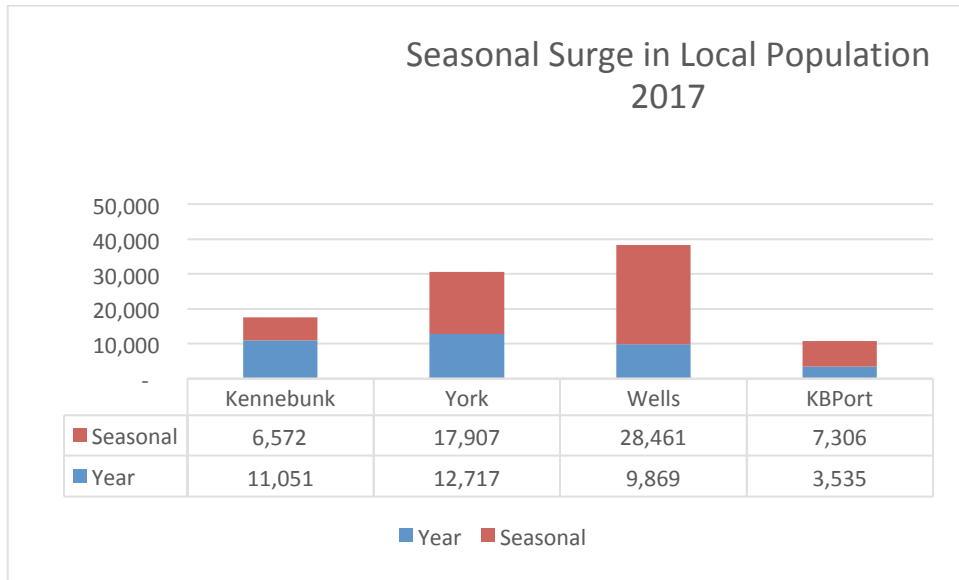
Employment statistics indicate that Kennebunk has a higher percent of its employed population in “white collar” fields than do York County and the State of Maine. White-collar work is work performed in an office or other administrative setting.



Source: US Census Bureau, American Community Survey Table S2406

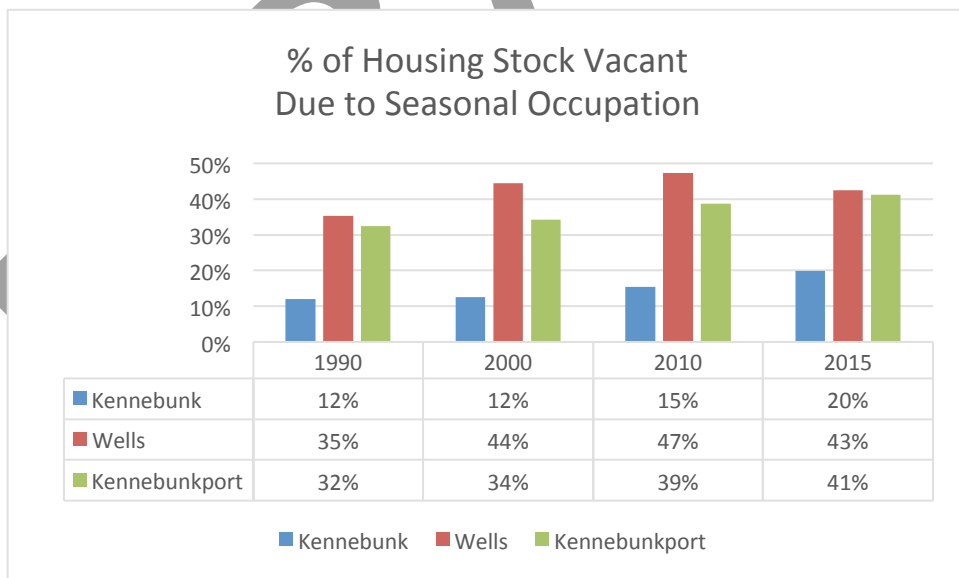
Population Seasonality

Kennebunk has a high seasonal population. This is due to the summer attraction of its coastal area and rivers as well as its generally harsh winters and a state tax rate that may favor out-of-state residence. This creates a challenging business environment in terms of demand for goods and services. The chart below compares an estimate of Kennebunk’s seasonal population increase to that of its neighbors. Although not as extreme as its neighbors, Kennebunk’s summer population is estimated to increase by 50% when seasonal homes, hotels, motels, B&Bs and camps are taken into consideration. By comparison, Kennebunkport’s population triples in the summer and Wells’ population almost quadruples.



Source: Southern Maine Planning and Development Commission

The chart below depicts the trend over time in Kennebunk’s seasonal housing as a percent of its housing stock relative to its neighbors. Although Kennebunk’s seasonal share of the housing stock is considerably lower than its neighbors, the percentage nearly doubled from 1990 to 2015 from 12% to 20%.



Source: US Census Bureau, American Community Survey Table B25004

Note: There are two very useful websites for any Mainer researching demographic statistics. The first is at the State level - State of Maine Office of Policy & Management, State Economist, Build Your Own Data Sheet: <http://econ.maine.gov/index/comprehensive>
The second is at the national level - American Fact Finder, Community Facts: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml

Issues & Implications

1. At the time of this report, the RSU 21 school system population was in flux. The High School may be poised for growth due to the programming in place and improvement in the physical infrastructure. It could entice younger families to move into the town or region. This change may counter declining younger student population trends presently being experienced. This also underlines the need to increase the supply of housing that is affordable to younger families who want to live in a town with a quality school system.
2. Recent growth in Kennebunk has resulted in a higher proportion of elderly and fewer younger adults than the County and State. Coupled with the general aging of the “baby boomer generation,” there are implications for increased demand for municipal and social services.
3. Kennebunk is seeing increasing percentages of one and two-person households, with a related increase in housing growth that exceeds the population growth.
4. The importance of tourism to the area’s economy means the town is likely to continue to see a substantial seasonal fluctuation in the population with the associated seasonal spikes in demands on public services.
5. Historical population growth projections have not aligned with actual growth—making long-term planning very challenging.
6. The seasonal population fuels businesses, does not add students to our schools and puts less demand on public safety and public services since seasonal residents, by definition, do not require services twelve months of the year. It also has downsides in that it pushes housing costs up, causes seasonal traffic congestion, and results in a sparse winter community that contributes to lower community volunteerism and fewer amenities.

Recommendations

Recommended actions about population trends are addressed by the Recommendations in Housing and Land Use Chapters.

Chapter B: Housing

Kennebunk's 2001 Comprehensive Plan contained a detailed analysis of the housing stock in the town, including supply, condition, cost and affordability. This update presents information on changes since that time. Most of this data can be found in the 2010 U.S. Census with updates from Southern Maine Planning and Development Commission.

Since the adoption of the last Comprehensive Plan, the number of housing units has grown at a faster rate than the population, but both housing and population growth slowed significantly after 2010 and population growth projections remain low.

In 2014, there were 6,039 housing units in Kennebunk, with 80% occupied. Of the 4,795 occupied units, 77% were owner-occupied and 23% rented on a seasonal/recreational/occasional basis.

There has been a small increase in the percentage of multi-family units, from 19% to 22% of the total stock, primarily due to the construction of 300 market-rate multi-family housing units, some age restricted and mostly for purchase. In 2015, 25% of all Kennebunk households were inhabited by a single person. There is a need to develop trend data for these measures to better understand the impact of the aging population in the Town.

The median income of Kennebunk residents has risen relatively more quickly than housing prices, with the so-called affordability index rising from .64 to .72 from 1990 to 2017. That means in 2017 a household earning the median income could afford 72% of the price of a median priced household unit.

In the 1991 Comprehensive Plan, the Town adopted a goal of 10% of new housing being "affordable," referring to housing for those with low incomes. That goal appears to have been met, through a combination of the density bonus system, additional accessory apartments and multifamily housing. Additional discussion is needed to decide if that goal is adequate going forward.

Housing Stock

Table 2B-1 presents information on housing supply for Kennebunk from 1990-2014. Table 2B-2 shows changes in single family vs. multi-family units for 1990-2014.

Table 2B-1. Housing Supply, 1990 – 2014

| Year | Total | Occupied | Owner Occupied | Renter Occupied | Total Vacant | Seasonal Use |
|-------------|--------------|-----------------|-----------------------|------------------------|---------------------|---------------------|
| 1990 | 3,985 | 3,118 | 2,402 | 716 | 867 | 478 |
| 2000 | 4,985 | 4,229 | 3,362 | 867 | 756 | 623 |
| 2010 | 5,906 | 4,689 | 3,623 | 1,066 | 1,217 | 913 |
| 2014 | 6,039 | 4,795 | 3,705 | 1,090 | 1,244 | 934 |

Source: US Census Bureau 2010

Table 2B-2 Housing Unit Type, 1990 – 2014

| Year | Total | % Change | Single Family | % Change | Multi Family * | % Change |
|-------------|--------------|-----------------|----------------------|-----------------|-----------------------|-----------------|
| 1980 | 2,985 | n/a | 2,477 | n/a | 507 | n/a |
| 1990 | 3,985 | 33.5% | 3,248 | 31.1% | 737 | 45.4% |
| 2000 | 4,985 | 25.1% | 4,057 ** | 24.9% | 928 ** | 25.9% |
| 2010 | 5,906 | 18.5% | 4,585 ** | 13.0% | 1,321 ** | 42.3% |
| 2014 | 6,039 | 2.3% | 4,688 ** | 2.2% | 1,351 ** | 2.3% |

**Source: U.S. Census Bureau, 2010

There were 2,054 units added to Kennebunk’s housing stock between 1990 and 2014, an increase of 52%. In the same period the population grew by 3,107, from 8,004 to 11,111, an increase of 38%. Both these rates slowed significantly after 2010, probably due to the lagged impact of the 2008-2009 recession, and population growth projections remain low. In 2014, 934, or 15.5% of the housing units, were classified as seasonal/recreational or occasional, vs. 623 or 12.5% in 2000. The vacancy rate from 1990-2014 has been stable in the low 20’s.

According to Census Bureau data released in December of 2017, Kennebunk has a 2.22 average household size, compared to a 1990 household size of 2.6. This is likely due to the rising portion of older people living independently in single households, as well as increased longevity, lower birth rates and higher divorce rates. Compared to York County, the proportion of Kennebunk’s population in the 20-34-year-old range is below average and the 65+ range is well above average and growing, showing the profile of an aging community.

In the 2013-2014 period, 11% of Kennebunk residents 75 years or older moved to Kennebunk from elsewhere. The ability of out-of-town retirees to pay premium prices has put younger families who want to live in Kennebunk at a competitive disadvantage in terms of housing price.

Housing Affordability

Seasonal housing is playing an increasing role in Kennebunk's housing prices. The overall percentage of seasonal homes has risen slowly over the past several decades. There is evidence that in the beach neighborhoods, as year-round owners concerned about the risk from rising sea levels (and flood insurance premiums) sell their houses, buyers re-purpose them as second homes, sometimes tearing houses down and replacing them with new homes that meet or exceed FEMA elevation levels. Homes in the beach area are often offered as summer rentals, and occasionally are available for longer-term winter rental. Additionally, there is anecdotal evidence that the high cost of housing in Kennebunk makes the price of a high proportion of homes out of financial reach for many Mainers, making these homes vulnerable to purchase by non-residents as seasonal homes. This is happening to homes regardless of their proximity to waterfront.

In the town-wide Resident Survey that preceded this update of Kennebunk's Comprehensive Plan, the question was asked, "Does the Town adequately provide for the housing needs of Kennebunk's low and moderate income families?" To this, 51% of respondents said no, 20% said yes, 27% had no opinion, and 2% did not respond. Compared to many of the other responses, this indicated that a relatively large percentage of residents believe that Kennebunk does not have sufficient housing for low and moderate-income families.

This is not surprising in view of the fact that Kennebunk has a higher median income and a higher median home value than many other Maine communities. While the Town appears to have met the 1991 goal of ensuring that 10% of all new housing is affordable, this goal does not help the young teachers, police force members and businesspeople who might want to live and work here. That's because that "affordability" number was based on Kennebunk's (high) median income and (high) housing prices, which are more than many young families earn and can afford. If Kennebunk residents want to continue to live in a well-rounded community with a range of ages and incomes, more needs to be done.

Because Kennebunk has a large stock of homes built prior to 1960, a small and scattered inventory of **lower quality** housing exists in town; homes with such health and safety problems as mold, rot, outdated electrical systems and plumbing, inadequate insulation, or leaking roofs. These homes serve as a category of affordable housing for those willing to repair them for personal use. Financial assistance to do so may be available to low-income homeowners through the State (see <http://www.mainehousing.org/programs-services/HomeImprovement/homeimprovementdetail/home-repair>). Weatherization assistance is also available through Habitat for Humanity.

There is generally confusion around housing affordability terms. Subsidized housing, which qualifies for state subsidies, is defined based on a percentage of median income. Affordable, or workforce housing, is a more general term and is typically not subsidized. Workforce housing is created to be affordable by virtue of having smaller square footage, a smaller lot size, and/or designed as a multi-family structure. Those who want to learn more about housing definitions and how Kennebunk fits in should read the boxed information starting below.

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At present, the Town has 224 restricted income housing units. Income restricted housing can be defined as private rental housing subsidized by the Maine State Housing Authority. A portion of the tenant's monthly rent and utilities are paid directly to their landlords. The amount of rental assistance is determined through a schedule provide by the Maine State Housing Authority and is generally 30-40% of the household's adjusted gross income.

The Kennebunk Zoning Ordinance defines “affordable housing” as decent, safe and sanitary dwelling units that can be afforded by households with **annual incomes no greater than 120% of the median household income in non-metropolitan York County**, as established by the U.S. Department of Housing and Urban Development. A renter-occupied unit is affordable to such households if the unit's monthly housing costs, including rent and basic utility costs (the costs of heating and of supplying electricity to the unit plus the cost, if any, of supplying public water and public wastewater disposal service to the unit), do not exceed 30% of gross monthly income. An owner-occupied unit is affordable to such households if its price results in monthly housing costs that do not exceed 28% of gross monthly income for principal, interest, insurance, and real estate taxes. Estimates of mortgage payments for a unit are to be based on down payment amounts, and on rates of interest that are generally available in the area to low and moderate income households.

The U.S. Department of Housing and Urban Development (HUD) defines Very Low, Low, and Moderate income levels and Maine Housing (MH) uses this framework to provide data for all of Maine, broken down by town and county.

HUD's affordability definitions are tied to regional median household income levels:

- Very Low income is defined as less than 50% of the regional median;
- Low income is defined as 50-80% of the regional median; and
- Moderate income is defined as 80-120% of the regional median.

As of 2017, the median household income level for York County was \$60,328 and for Kennebunk, \$71,749. To measure housing affordability, MH calculates for each municipality in Maine each year all the costs of housing—mortgage amount, interest rates, property taxes, utilities, etc. For 2017, the income-to-price ratio for York County was 28%, meaning that a household earning the county median income was able to afford a home priced at \$212,364. For Kennebunk, the comparable income price ratio showed that a household earning the median income was able to afford a house priced at \$250,880. In 2017, the actual median price of a Kennebunk housing unit was \$347,000.

Based on household income and housing price data, MH calculates an Affordability Index. At the end of 2003, the Affordability Index for York County was 0.78, meaning that a household earning the County's median household income level (\$48,522) could only afford 78% of the purchase price of a home selling for the County's median home sale price (\$184,000). By the end of 2017, the Affordability Index for all of York County had risen to 0.83 meaning that a household earning the County's median household

income level (\$60,328) could afford 83% of the purchase price of a home selling for the County's median sale price (\$255,000).

The Kennebunk index also improved from 2003 and 2017, from .64 to .72. This means that a family earning the Kennebunk median household income of \$71,749 in 2017 could afford 72% of the purchase price of a home selling for the Kennebunk median home sale price of \$347,000. This is a much broader indicator of affordability than that used for restricted income housing units, such as those built by Avesta Housing, but has limited use as a planning tool.

Another measure for characterizing the adequacy of existing housing stock is the availability of middle market housing, also known as workforce housing - defined locally as Affordable Housing. This generally refers to housing that is available for households at 80% to 120% of the area median income. In Kennebunk, with a \$71,749 median income, the median income range would be \$57,399 to \$86,090. Taking the .28 MH multiplier, the middle market housing price would be in the range of \$212,468 to \$318,704. Data is needed to compare the number of household units within the 80-120% median income range with available housing stock in Kennebunk and surrounding communities to assess the adequacy of middle income housing available for Kennebunk residents.

Rental vs. Owned Housing

In 2014, there were approximately 1,090 occupied rental units in Kennebunk, with a 10% vacancy rate. According to data supplied by MH, 58% of the renter households in Kennebunk have incomes that qualify as Low or Very Low income and an additional 41% qualify as Moderate income. MH reports that there are 169 income-restricted rental units in Kennebunk. Of these, 74 are reserved for elderly residents. Except for a handful of accessory apartments, there has been limited construction of new rental housing in the Town in the past ten years.

Housing Data Summary

- Median Price of a Kennebunk housing unit in 2017 was about \$347,000
- The Affordability index was .72.
- Kennebunk housing stock grew by 921 units between 2000 and 2010, relatively faster than in neighboring towns, but has significantly slowed since then.
- In 2014, the Census identified 6,039 housing units; Of the 4,795 units identified as occupied, 77% were owner-occupied and 23% renter-occupied.
- In 2014, 21% of all housing units in Kennebunk were vacant, 19% were for seasonal use, and 60% were occupied year-round.
- In 2014, 78% of the units in Kennebunk were single family units and 22% were multiple family units.
- 25% of the households are single person.
- There are 156 assisted living units in Kennebunk, plus 140 units for those requiring special nursing care.

Issues and Implications

- The 1991 Comprehensive Plan identified a goal of ensuring that at least 10% of all housing built during the next decade was affordable for low income residents whose annual income does not exceed \$48,262 (80% of York County average median income *2017 MH). Kennebunk has a median income almost \$20,000 more (\$71,749) than what is considered affordable by Maine Housing for low income residents, leading to a much higher median home price of \$285,576. To achieve the goal, it recommended several zoning changes and other policies, such as the density bonus system and encouraging accessory apartments. Further analysis of existing housing stock in relation to demographic and economic trends is necessary to determine if this goal has been met and if it is adequate.
- Accessory apartments offer an opportunity for young families to move to Kennebunk and provide the retirement-aged population the opportunity to age in place near their families. Continued support for these types of units is warranted and should be reviewed in terms of what other towns are doing to determine what would be most appropriate for Kennebunk.
- The lack of sewer extension west of the Turnpike, where land for new housing is relatively more available and less expensive, is a constraint on further development of smaller lots and multi-family units.
- Housing both reflects and contributes to the demographic and economic profile and prosperity of the Town. A comprehensive housing plan would match housing stock and household income data, present and future, with local and regional demographic and economic profiles. It also would include a range of housing options including single and multi-family units, owner-occupied and rental, low income, and middle income and full market. It also could include examining the demand for, and availability of assisted living facilities in the town. This data would then enable the Town to develop a plan aimed at providing appropriate housing for the people living in the Town and those whom the Town might want to attract.

Recommendations:

1. The Town should establish a Housing Committee with appropriate town staff support, to address the described data and political issues and to formulate a Housing Plan consistent with economic and demographic projections as described above. As part of this, the Town should facilitate a town-wide discussion of what blend of housing is desirable. Data describing the characteristics of vacant, rented and seasonal housing and their impact on the Town, should be part of the housing plan. Issues to be considered under a Housing Plan include:
 - a. The Town should create a plan for the development of middle market affordable housing available for households at 80% to 120% of the area median income. The plan would include creative strategies to leverage private and governmental funds, facilitation of the plan by zoning ordinances, and a commitment to providing appropriate housing (“income restricted” “affordable” and “market”) to meet the needs of the entire population of the town as well as those the town would like to

attract. Solutions to affordable housing issues may well depend on regional cooperation.

- b. The Town should consider the Sustain Southern Maine Center of Opportunity Village model, with a mix of housing that provides easy (walkable) accessibility to downtown areas, and is multi-generational and neighborhood oriented. Such housing is especially important for retired families with limitations on transportation and heightened concerns for safety, but is also suited for working-age families.
 - c. The Town should identify zoning incentives to promote affordable housing, including mixed-age housing developments. Incentives to consider are density bonuses, and zoning overlay districts to permit higher density where public services are available or may be extended.
 - d. Kennebunk has been encouraging development of accessory housing units and it is recommended that the Town should continue to do so in order to encourage creation of smaller, more affordable housing units.
2. The Town should amend zoning to accommodate smaller units at higher density closer to services in order to address the increasing proportion of one-person households.
 3. The Town should identify zoning restrictions/disincentives that have limited the potential for higher-density affordable housing/workforce housing in areas serviced by public utilities.
 4. The Town should identify patterns of development that occurred prior to zoning and reevaluate current lot size zoning requirements to identify opportunities to facilitate infill housing or expand existing housing stock without adversely impacting abutting landowners.

Chapter C: Local Economy

Kennebunk Residents' Places of Employment, Kennebunk Workers' Places of Residence

The 1990 Comprehensive Plan expressed concern that with the loss of manufacturing jobs in Kennebunk, the Town would become a “bedroom community”. The statistics below show that there has been healthy long-term growth (2.4% annual growth over 35 years) in the number of jobs in town. But the “mix” of people, as defined by residence, who fill those jobs has changed radically. Of those residents of Kennebunk who work, 76% work outside of Kennebunk versus 60% 35 years ago and of those who work in Kennebunk, 77% live outside of Kennebunk versus 56% 35 years ago. This shift is probably attributable to many factors – among them increased mobility (automobile ownership, willingness to travel to work) and the tendency for higher educated, higher income residents of Kennebunk to seek opportunities outside of one “small” town’s economy.

Portland/South Portland Regional Employment and Wages

The two tables below provide data from the Maine.gov Center for Workforce Research (Employment and Wages by Industry Sector). They describe the job market in the Portland-South Portland region, of which Kennebunk is a component. They indicate that the total number of jobs grew by only 7% from 2000 to 2015 and that the largest, most important sectors are retail trade, professional and business services, education and health services and accommodation and food services. Over fifteen years, the goods-producing sector lost jobs while the service-providing sector grew by 15%. Within the service providers, there was strong growth in professional and business services, education and health services and leisure and hospitality.

Average Employment

| | 2000 | 2005 | 2010 | 2015 | 2015 % Total | % Increase 2015/2000 |
|--|---------|---------|---------|---------|-----------------|-------------------------|
| Employment - Portland/South Portland Economic Region | | | | | | |
| Total - All Ownerships | 182,038 | 188,948 | 185,677 | 195,055 | | 7% |
| Total - Private | 159,636 | 165,732 | 162,422 | 172,620 | 88% | 8% |
| Goods-Producing | 28,288 | 25,435 | 21,294 | 21,942 | 11% | -22% |
| Natural Resources and Mining | 303 | 379 | 439 | 539 | 0% | 78% |
| Agriculture, Forestry, Fishing and Hunting | 298 | 354 | 381 | 491 | 0% | 65% |
| Mining, Quarrying, and Oil and Gas Extraction | 5 | 25 | 58 | 49 | 0% | 880% |
| Construction | 8,906 | 10,065 | 8,095 | 8,810 | 5% | -1% |
| Manufacturing | 19,079 | 14,991 | 12,760 | 12,593 | 6% | -34% |
| Manufacturing | 19,079 | 14,991 | 12,760 | 12,593 | 6% | -34% |
| Durable Goods Manufacturing | 10,071 | 7,496 | 6,240 | 6,399 | 3% | -36% |
| Nondurable Goods Manufacturing | 9,009 | 7,495 | 6,520 | 6,193 | 3% | -31% |
| Service-Providing | 131,348 | 140,297 | 141,128 | 150,678 | 77% | 15% |
| Trade, Transportation, and Utilities | 40,813 | 41,773 | 37,993 | 39,387 | 20% | -3% |
| Wholesale Trade | 8,246 | 8,583 | 7,352 | 8,174 | 4% | -1% |
| Retail Trade | 26,781 | 27,830 | 24,363 | 24,782 | 13% | -7% |
| Transportation and Warehousing | 5,150 | 4,697 | 5,628 | 6,004 | 3% | 17% |
| Utilities | 636 | 662 | 651 | 428 | 0% | -33% |
| Information | 4,878 | 4,701 | 4,061 | 3,035 | 2% | -38% |
| Financial Activities | 15,030 | 15,570 | 14,718 | 14,846 | 8% | -1% |
| Finance and Insurance | 12,118 | 12,457 | 11,850 | 11,887 | 6% | -2% |
| Real Estate and Rental and Leasing | 2,912 | 3,113 | 2,868 | 2,960 | 2% | 2% |
| Professional and Business Services | 20,890 | 21,524 | 23,682 | 26,711 | 14% | 28% |
| Professional and Technical Services | 8,705 | 9,605 | 10,227 | 11,253 | 6% | 29% |
| Management of Companies and Enterprises | 2,907 | 2,833 | 3,862 | 4,744 | 2% | 63% |
| Administrative and Waste Services | 9,278 | 9,086 | 9,594 | 10,714 | 5% | 15% |
| Education and Health Services | 27,163 | 31,988 | 34,827 | 38,008 | 19% | 40% |
| Educational Services | 2,444 | 2,777 | 3,506 | 4,248 | 2% | 74% |
| Health Care and Social Assistance | 24,719 | 29,210 | 31,322 | 33,760 | 17% | 37% |
| Leisure and Hospitality | 17,621 | 19,367 | 20,591 | 22,525 | 12% | 28% |
| Arts, Entertainment, and Recreation | 2,398 | 2,719 | 2,743 | 2,840 | 1% | 18% |
| Accommodation and Food Services | 15,223 | 16,648 | 17,847 | 19,684 | 10% | 29% |
| Other Services | 4,952 | 5,374 | 5,255 | 6,164 | 3% | 24% |

Source: Maine.gov Center for Workforce Research and Information

Average wages grew at a 2.9% annual rate over the 15 years (0.6% in constant dollars after adjustment for CPI inflation of 2.3%). Most sectors clustered around the all-industry average, gaining between 50-70% over the period. In 2015, the highest paying sectors were utilities (~\$85,000), management of companies and enterprises (~\$85,000) and finance and insurance

(~\$78,000). Among the lowest paid sectors were agriculture, retail and leisure and hospitality. The education and health sectors were in line with the all-sector average.

Average Wages

| Average Wages - Portland/South Portland Economic Region | 2000 | 2005 | 2010 | 2015 | % of 2015 Av for All Industries | 15 Year Gain |
|---|----------|----------|----------|----------|------------------------------------|-----------------|
| Total - All Ownerships | \$30,415 | \$36,342 | \$41,319 | \$46,465 | 100% | 53% |
| Total - Private | \$30,438 | \$36,383 | \$41,357 | \$46,667 | 100% | 53% |
| Goods-Producing | \$36,582 | \$43,812 | \$50,258 | \$54,399 | 117% | 49% |
| Natural Resources and Mining | \$24,597 | \$25,894 | \$30,503 | \$30,792 | 66% | 25% |
| Agriculture, Forestry, Fishing and Hunting | \$24,618 | \$25,046 | \$25,091 | \$26,629 | 57% | 8% |
| Mining, Quarrying, and Oil and Gas Extraction | \$23,418 | \$37,730 | \$66,193 | \$72,909 | 157% | 211% |
| Construction | \$33,333 | \$39,460 | \$43,301 | \$48,710 | 105% | 46% |
| Manufacturing | \$38,289 | \$47,187 | \$55,351 | \$59,390 | 128% | 55% |
| Manufacturing | \$38,289 | \$47,187 | \$55,351 | \$59,390 | 128% | 55% |
| Durable Goods Manufacturing | \$41,266 | \$51,394 | \$53,349 | \$55,885 | 120% | 35% |
| Nondurable Goods Manufacturing | \$34,962 | \$42,979 | \$57,267 | \$63,012 | 136% | 80% |
| Service-Providing | \$29,114 | \$35,036 | \$40,014 | \$45,541 | 98% | 56% |
| Trade, Transportation, and Utilities | \$25,645 | \$30,213 | \$33,313 | \$37,835 | 81% | 48% |
| Wholesale Trade | \$39,747 | \$48,147 | \$53,683 | \$63,621 | 137% | 60% |
| Retail Trade | \$19,898 | \$23,265 | \$25,057 | \$27,658 | 60% | 39% |
| Transportation and Warehousing | \$30,394 | \$34,381 | \$37,954 | \$40,754 | 88% | 34% |
| Utilities | \$46,351 | \$60,193 | \$72,137 | \$93,784 | 202% | 102% |
| Information | \$42,121 | \$48,073 | \$52,593 | \$54,011 | 116% | 28% |
| Financial Activities | \$42,984 | \$52,944 | \$61,844 | \$71,704 | 154% | 67% |
| Finance and Insurance | \$46,812 | \$57,692 | \$67,738 | \$78,261 | 168% | 67% |
| Real Estate and Rental and Leasing | \$27,059 | \$33,943 | \$37,491 | \$45,369 | 98% | 68% |
| Professional and Business Services | \$36,123 | \$45,834 | \$54,136 | \$63,039 | 136% | 75% |
| Professional and Technical Services | \$45,266 | \$55,027 | \$62,304 | \$77,604 | 167% | 71% |
| Management of Companies and Enterprises | \$49,101 | \$69,326 | \$75,844 | \$85,380 | 184% | 74% |
| Administrative and Waste Services | \$23,478 | \$28,790 | \$36,691 | \$37,847 | 81% | 61% |
| Education and Health Services | \$30,859 | \$36,894 | \$42,199 | \$47,371 | 102% | 54% |
| Educational Services | \$24,589 | \$30,931 | \$36,605 | \$41,134 | 89% | 67% |
| Health Care and Social Assistance | \$31,479 | \$37,461 | \$42,825 | \$48,155 | 104% | 53% |
| Leisure and Hospitality | \$13,253 | \$15,693 | \$17,434 | \$20,611 | 44% | 56% |
| Arts, Entertainment, and Recreation | \$14,743 | \$18,755 | \$21,773 | \$24,639 | 53% | 67% |
| Accommodation and Food Services | \$13,018 | \$15,193 | \$16,767 | \$20,030 | 43% | 54% |
| Other Services | \$20,095 | \$24,638 | \$27,959 | \$31,579 | 68% | 57% |

Source: Maine.gov Center for Workforce Research and Information

Unemployment Rates

The following table shows the annual unemployment rates for Maine, York County, the Portland-South Portland Metropolitan Area and the Town of Kennebunk. The data shows the impact (high unemployment) of the 2008-2009 global recession and then the steady recovery of the economy through 2017. The State unemployment rate tends to run higher than the Southern Maine subsets and Kennebunk tends to run marginally higher than the Portland Metropolitan Area.

| | Maine | York County | P-SP MA | Kennebunk |
|------|-------|----------------|------------|-----------|
| 2017 | 3.3% | 2.9% | 2.6% | 3.1% |
| 2016 | 3.8% | 3.4% | 3.0% | 3.5% |
| 2015 | 4.4% | 3.9% | 3.5% | 4.2% |
| 2014 | 5.6% | 5.2% | 4.6% | 5.0% |

| | | | | |
|------|------|------|------|------|
| 2013 | 6.6% | 6.3% | 5.5% | 6.4% |
| 2012 | 7.5% | 6.9% | 6.2% | 6.7% |
| 2011 | 7.9% | 7.3% | 6.5% | 7.0% |
| 2010 | 8.1% | 8.0% | 6.8% | 7.3% |
| 2009 | 8.1% | 7.7% | NA | 7.0% |
| 2008 | 5.5% | 4.9% | NA | 4.5% |

Source: Maine.gov Center for Workforce Research and Information

Centers of Commerce

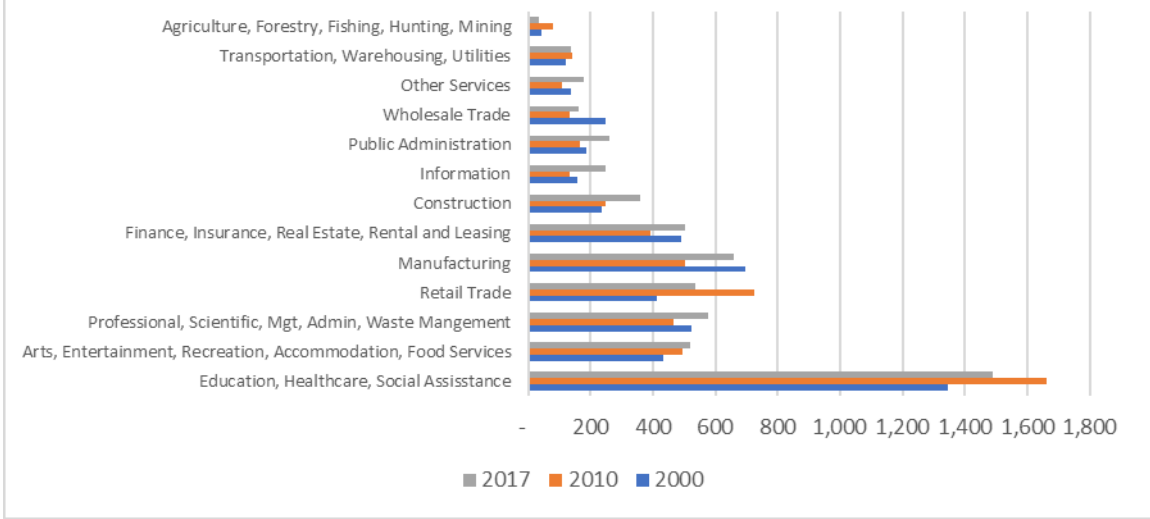
Kennebunk has three villages, of which two are primary focal points of economic activity. The first is the Downtown, of which the most “walkable” part stretches along Route One from the Mousam River to Summer Street. It has been the target of a major infrastructure revitalization program in recent years. The Downtown Business District extends south along York Street for several miles to include a very diverse range of businesses, some of which are part of Kennebunk’s strategy of developing a “Home Improvement Mile.” The Downtown also extends north along Portland Road, which is home to a number of small shopping centers, drug stores, banks, offices, eateries and a large grocery store.

Kennebunk’s second largest focal point for businesses is Lower Village, which has close ties to the river and beaches. It is situated across the river from Kennebunkport and caters primarily to tourists with a number of bars, restaurants and shops selling local Maine goods. The third village, West Kennebunk, is quite small and is the hub (Post Office, restaurant, gasoline and sundries) of a small, older residential district.

Kennebunk Employment by Occupation

The graph below shows Kennebunk’s estimated employment by occupation for the years 2010 and 2017. Overall civilian jobs (ages over 16) grew by 10%, not surprising since 2010 was the tail end of a severe global recession. Over the seven years, the mix of occupations shifted somewhat. There were significant gains in accommodation and food services, professional services, and information services. There were significant losses in retail and in education healthcare Services. However, education & healthcare remained by far the largest employment category.

Kennebunk Civilian Employment - 2000,2010 & 2017
Totals 5,029 in 2000, 5,252 in 2010, 5,648 in 2017



Source: US Census – American Factfinder

According to the 2013-2017 American Community Survey 5-Year Estimates, 10.4% of Kennebunk’s employed population worked at home, up from 6.5% in the 2000 Census. This segment has been identified in previous Comprehensive Plans as a target for economic growth, and land use changes have been recommended to encourage this sector of the local economy.

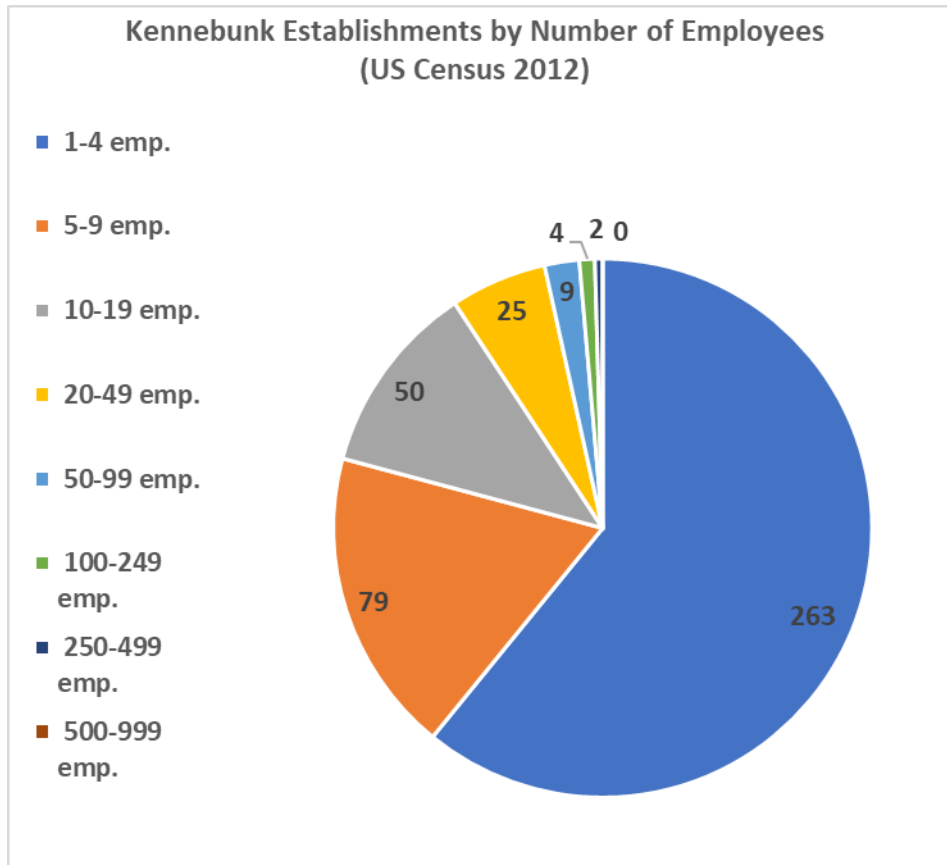
A list of Kennebunk’s largest employers in 2017 shows a similar pattern to the larger economic region. It is dominated by service industries, most significant among them health and education. No employer is anywhere near dominant in the town or in the region.

Town of Kennebunk – Largest Employers - year ended 6/30/2017

| Employer | Type of Business | Approximate Number of Employees |
|----------------------------------|--|---------------------------------|
| Regional School Unit 21 | Education | 475 |
| Corning | Medical Lab Equip. | 360 |
| Kennebunk Savings Bank | Bank | 289 |
| Home Instead Care Services | Home Care | 170 |
| Sunrise Senior Living | Assisted Living Facility | 150 |
| Southern Maine Healthcare | Health Care | 150 |
| Town of Kennebunk | Town Government | 130 |
| River Ridge Center | Brain Injury Rehabilitation | 122 |
| Kennebunk Ctr for Health & Rehab | Assisted Living & Rehabilitation | 110 |
| HMS Host | Turnpike Service | 100 |
| Northeast Coatings | Surface Coating | 97 |
| The Hissong Group | Construction & Property Mgt | 94 |
| Plixer | Software | 85 |
| Hannaford | Food & Pharmacy | 60 |
| Atria | Assisted Living Facility | 50 |
| Downeast Energy | Petroleum Distributor | 50 |
| Garrett Pillsbury | Plumbing, Heating, Petroleum Distributor | 45 |
| KKW Water District | Water Utility | 41 |
| Tom’s of Maine | Consumer Products | 40 |

Source: Town of Kennebunk 2017 Financial Report

As shown in the pie chart below, the majority of companies in Kennebunk are small (and these do not include home businesses, which are believed to be substantial in the community). In 2012, over half of businesses were in the 1-4 employee category.



A list of Kennebunk’s ten largest taxpayers for the year ended June 30, 2017 has considerable overlap with the list of largest employers. Only one of these, Central Maine Power, pays over 1% of the Town’s total tax levy. Based on this, Kennebunk has a well-diversified economy in terms of its revenue base in the sense that it does not appear to be vulnerable to the loss of one or two significant taxpayers. It should be noted, however, that as a vacation destination, Kennebunk is vulnerable to events that might impact the beach area. Real estate taxes from the neighborhoods closest to the beach equal 10% of the Town’s total, and hospitality-related businesses (hotels, motels, restaurants and retail stores) are, in the aggregate, also very significant employers and taxpayers.

| Taxpayer | Business | Assessed Total (in millions) | Property Tax (in thousands) | % of Levy |
|---------------------|------------------|------------------------------|-----------------------------|-----------|
| Central Maine Power | Electric Utility | \$49.7 | \$822 | 2.40 |

| | | | | |
|---------------------------------|----------------------|---------|---------|------|
| Corning | Lab Equipment | \$20.1 | \$332 | .97 |
| Shape Drive Medical | Medical Facility | \$19.5 | \$322 | .94 |
| Sunrise Sr. Living (Huntington) | Assisted Living | \$17.9 | \$296 | .86 |
| Kennebunk Savings | Banking & Insurance | \$15.6 | \$258 | .75 |
| Maritimes & Northeast Pipeline | Natural Gas Pipeline | \$8.0 | \$132 | .39 |
| VTR Kennebunk (Atria) | Assisted Living | \$7.6 | \$126 | .37 |
| Farley, William F. | Private Residence | \$5.6 | \$92 | .27 |
| HMS Host | Turnpike Service | \$5.5 | \$91 | .27 |
| Hannaford | Property, Grocery | \$5.3 | \$87 | .25 |
| Top Ten | | \$154.6 | \$2,559 | 7.45 |

Source: Town of Kennebunk 2017 Financial Report

Building permits are another indicator of the health of a town's economy. Kennebunk's experience over the past ten years shows a healthy level of economic activity. New construction tends to be a cyclical business sensitive to national economic trends and interest rates. Kennebunk's residential construction was booming in the first decade of the century but fell off following the global recession of 2008-2009 and has since stabilized at pre-recession levels.

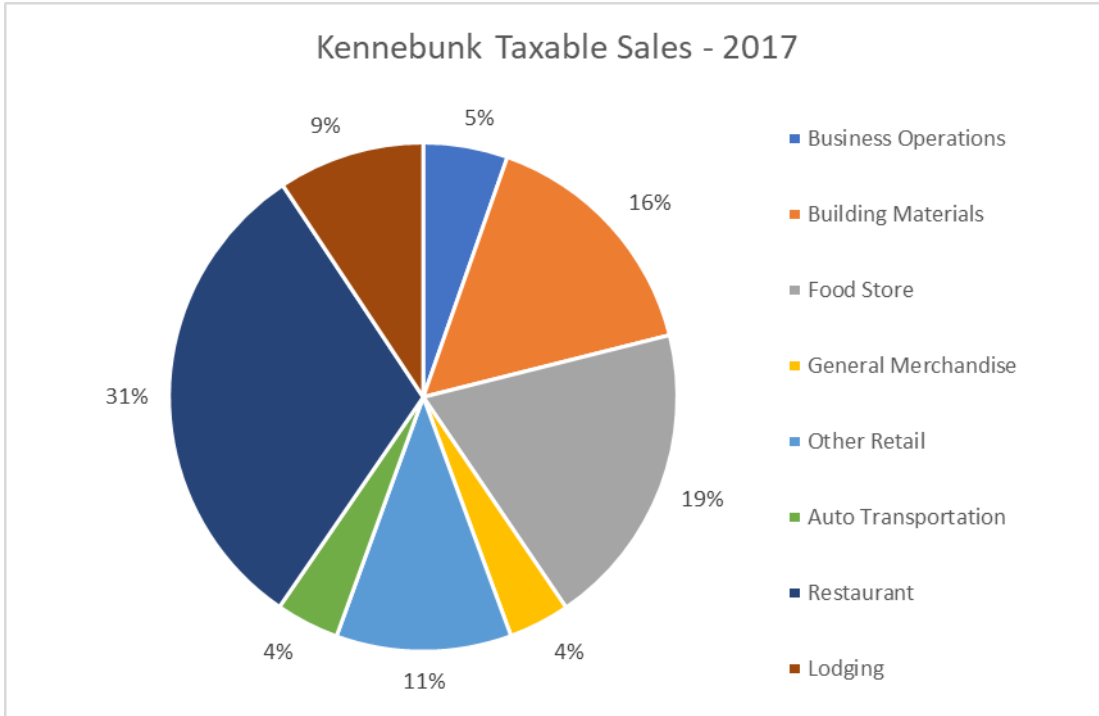
Kennebunk Building Permits – Years Ended June 30

| | Commercial | | Residential | |
|------|--------------|-------------------|--------------|-------------------|
| | # of Permits | Est. Cost \$ Mil. | # of Permits | Est. Cost \$ Mil. |
| 2017 | 167 | \$7.4 | 418 | \$20.9 |
| 2016 | 195 | \$44.4 | 370 | \$23.7 |
| 2015 | 119 | \$6.6 | 432 | \$21.7 |
| 2014 | 221 | \$2.6 | 391 | \$18.6 |
| 2013 | 193 | \$3.3 | 311 | \$22.8 |
| 2012 | 237 | \$46.1 | 402 | \$24.7 |
| 2011 | 152 | \$3.9 | 412 | \$17.6 |
| 2010 | 182 | \$4.1 | 419 | \$18.3 |
| 2009 | 180 | \$8.7 | 435 | \$23.6 |
| 2008 | 119 | \$6.8 | 483 | \$24.2 |
| 2007 | 135 | \$10.5 | 511 | \$22.9 |

Source: Town of Kennebunk 2017 Financial Report

Retail Sales

The retail sector (including restaurants and lodging) is a significant industry cluster for Kennebunk. According to State economic statistics, total retail sales in Kennebunk, Kennebunkport and Arundel grew at a 7.4% annual rate from 2011 to 2016 in contrast to 4.8% for the State of Maine and 4.7% for the City of Portland and its immediate suburbs. The highest growth rates for the Kennebunk area (including Arundel) were food at 10.8% and automotive at 9.7%. Kennebunk's 2017 retail sales by sector are shown in the following pie chart.



Source: <https://www.maine.gov/dafs/economist/taxable-retail-sales>

The table below represents the spending habits of those who live within a five-mile radius of the downtown. For example, with very few car dealerships, a great deal of money is spent on motor vehicles out of town. Those industry groups with positive factors suggest surplus funding that is above the ability of the population to support. For example, the food and beverage group is well

| Spending Outside Kennebunk="-" | |
|--------------------------------|--------|
| Industry Group | Factor |
| Motor Vehicle and Parts Dealer | -51 |
| Furniture/Home Furnishing | -18.4 |
| Electronic/Appliances | -57.5 |
| Bldg Materials/Garden/Supplie | -17.2 |
| Food and Beverage | 36.2 |
| Health and Personal Care | -9.7 |
| Gasoline | 13.5 |
| Clothing | 22.9 |
| Sporting Goods, Books, Music | -19.8 |
| General Merchandise | -66.7 |
| Florist/Office/Used Merch/Oth | 48.1 |
| Non-Store Retailers | 72.8 |
| Food Services/Drinking Places | 20.1 |
| Source: ESRI 2012 | |

supported by visiting tourists and not necessarily by the local population (hence some of the closures that occur during the winter when visitors drop off).

The major competitors, based on a recent consumer survey, appear to be the Biddeford shopping center, Kittery, and Portsmouth, among others. [REDACTED]

Seasonality

A key characteristic of Kennebunk’s economy is the seasonality of its population (see the discussion in the Population chapter). According to a recent study done by SMPDC, the Town’s population swells by 50% in the summer months. Incomers are seasonal residents, vacationers staying in hotels, motels and campgrounds and day trippers. As a result, many jobs are also seasonal and derived from the lower-paying hospitality sectors. (See gokennebunks.com for more detail.)

Housing and Income

A significant population issue (see Population chapter) is Kennebunk’s smaller than normal population in the 20 to 40-year-old range. This is due to the lack of well-paying jobs and affordable housing. In order to attract young adults and families, Kennebunk may need to develop higher paying industry clusters; but such a strategy would probably need to go hand-in-hand with a change in the housing stock (see Housing chapter). As a result, it may be difficult to attract workers (other than commuters) to Kennebunk.

| | 2015 | 2010 | 1980 |
|---|-------|-------|-------|
| People Who Live in Kennebunk and Work in | 4,920 | 4,593 | 2,688 |
| Kennebunk | 24% | 29% | 40% |
| Portland and South Portland | 15% | 13% | 11% |
| Biddeford | 8% | 10% | 11% |
| Kennebunkport | 4% | 5% | 5% |
| Other | 50% | 43% | 33% |
| | | | |
| People Who Work in Kennebunk and Live in | 5,185 | 5,074 | 2,257 |
| Kennebunk | 23% | 26% | 44% |
| Sanford | 9% | 11% | NA |
| Biddeford | 8% | 9% | 7% |
| Saco | 5% | 5% | 5% |
| Other | 56% | 49% | 43% |
| | | | |
| Source: https://onthemap.ces.census.gov | | | |
| 1990 Comprehensive Plan | | | |

Source: <https://onthemap.ces.census.gov> 1990 Comprehensive Plan

Town Policies and Future Economic Growth

Kennebunk’s Zoning Ordinance is designed to encourage various forms of development (residential, industrial, mixed use) in specific zones, designed to protect the character and natural resources of those zones while creating space for economic development where appropriate. In addition to the definition of specific districts in terms of use, setbacks, lot coverage, etc., the Ordinance contains Articles addressing (among others) Open Space Standards, Performance Standards, Site Plan Review, and Historic Preservation. In recent years, new standards

pertaining to signage and design review have been enacted in order to protect the character of Kennebunk in commercial and mixed-use zones.

Kennebunk has a number of “business friendly” zones – including two Industrial Park Districts; one Business Park District; the York Street, Lower Village and West Kennebunk Mixed Use Districts; a Suburban Commercial District and the Downtown and Upper Square Business Districts.

The Town has also enacted eight Contract Zones since 2004, several of which were intended to accommodate economic development that otherwise would have been prohibited under the existing ordinance.

Future economic development will be supported by a number of Town policies. The TIF funds (see below) are intended primarily for improvements to infrastructure necessary to support a healthy and growing economy. The Economic Development Committee (see below) is dedicated to supporting and attracting new businesses to Kennebunk. The Town has had in the past and is expected to retain in the near future a salaried Economic Development Director whose mission will also be to support, retain and attract businesses with a scale, mission and environmental footprint appropriate in terms of impact on the community.

Kennebunk is also one of 39-member communities of the Southern Maine Planning and Development Commission – Southern Maine’s primary regional entity for coordinated planning among its towns. SMPDC’s mission is to support its member communities in the areas of economic development and resource management.



Tax Increment Financing Districts

Under Maine law, in 2006 and again in 2010, the Town established Tax Increment Financing (TIF) Districts to build or improve public infrastructure, to repay principle and interest on any indebtedness incurred to fund such infrastructure, and for expenditures to promote economic development within each TIF as prescribed by the underlying state-approved TIF agreements. There are three TIFs, one along the Route 1 corridor, one in West Kennebunk, and one in Lower Village. In addition to the purposes listed above, the West Kennebunk TIF Utility Corridor amendment also allows for the acquisition of emergency and maintenance vehicles and equipment, and the repayment of a portion of the West Kennebunk Fire Station bond principal and interest.

There was activity in all of the TIFs in fiscal year 2018. The revenue for each TIF is determined based on the so-called “captured assessed value.” Revenues and expenditures for each district are accounted for as Special Revenue Funds. In 2012, the Route 1 TIF and West Kennebunk TIF were amended to allow for Credit Enhancement Agreements (CEAs). As of June 30, 2017, one CEA existed for the property identified as Lot 59 on Tax Map 51 of the Town, within the Route 1 corridor. This CEA was authorized at a Special Town Meeting held on January 31, 2012.

The status of the Tax Increment Financing Districts is summarized below.

| TIF District | Route 1 | West Kennebunk | Lower Village |
|------------------------------------|-----------|----------------|---------------|
| Expires | 3/29/2036 | 3/29/2036 | 3/30/2040 |
| Original Assessed Value – \$ Mil. | 27.6 | 15.6 | 4.6 |
| 6/30/2017 Assessed Value - \$ Mil. | 73.8 | 54.6 | 11.4 |
| Fund Balance 6/30/2017 - \$ Thou. | 938.1 | 301.0 | (55.9) |

Source: Town of Kennebunk 2017 Financial Report

One of the key features of a TIF is that it allows the municipality to shelter the new valuation within the TIF District from the calculations of State revenue sharing, State education subsidy and County tax assessment.

For fiscal 2017, these shelters benefitted the Town by the following amounts:

| School State Aid | State Revenue Sharing | Reduction in County Assessment |
|------------------|-----------------------|--------------------------------|
| \$475,896 | \$17,751 | \$35,362 |

Source: Town of Kennebunk Chief Financial Officer

Economic Development Committee Strategic Economic Development Action Plan (SEDAP)

The Economic Development Committee is appointed by the Select Board and meets monthly to discuss strategic economic development issues as well as to help individual business owners move specific business opportunities towards reality. The mission statement of the Economic Development Committee is to guide, assist and enhance economic development within the community that is synergistic with the goals and actions of the Strategic Economic Development Action Plan (see below).

In 2016, the Economic Development Committee (EDC) completed the three-year process of creating a Strategic Development Action Plan (SEDAP) with numerous goals and strategies to be addressed by Town committees and staff. That plan was formally presented to the Select Board, is considered a working blueprint for the EDC to follow, and is incorporated verbatim as an appendix to this Comprehensive Plan Update. The SEDAP was a major influence on the Local Economy chapter.

In the context of the SEDAP, economic development in Kennebunk is defined as a series of concerted actions to promote a standard of living and quality of life consistent with the desires of Kennebunk citizens. Such actions include the development of related zoning standards, economic incentives, business attraction and retention efforts, and marketing programs that are sustainable and consistent with town-wide goals. These activities occur within a broader, community development context.

In its role, the EDC provides oversight to ensure that the plan goal and strategies are implemented. The EDC provides advocacy, assistance, and communications about economic development-related matters to three constituencies within the town:

- Town Management – by providing a forum to help in the examination, formulation and implementation of the Town’s economic development policies and programs; participating in public awareness/education efforts to facilitate implementation of policies and programs; and providing help with special projects to assist Town Management
- Board of Selectmen – by providing objective, independent input and recommendations to the Board regarding economic development policies and programs being considered by Town management; and providing recommendations regarding the utilization of TIF funds
- Town Businesses and the Public – by providing advocacy to these groups about economic development-related issues and providing liaison to the Town as required; implementing educational programs for town businesses; and providing communications support for Town Economic Development related issues and programs

As part of the process, the Committee established an initial set of guiding principles:

- A primary focus is the creation of quality, skilled jobs focused on the skill sets of the community, in particular, our youth;
- Any economic program shall be consistent with maintaining the quality of life and experience one presently enjoys here in Kennebunk;
- Economic development actions will consider the community’s stewardship of its natural resources;
- Any program or action will make use of the community’s network of citizen talents and cultural links;
- The Committee will continue to operate a business-friendly delivery system, including the provision of important information about the community and its businesses that will further our mission;
- Every place is special, every place is part of the whole; and
- Kennebunk has a story to tell—let’s be organized and tell it.

Community Support for Economic Growth

In support of economic growth, the Town, the Chamber of Commerce and several volunteer Committees are very active in promoting the history of Kennebunk and its recreational opportunities. Examples are the Chamber’s development of a Spring weekend event “Launch” to celebrate Kennebunk, Kennebunkport and Arundel’s maritime history; the Kennebunk Bicentennial Committee’s plans for multiple events to take place to celebrate Kennebunk’s bicentennial in 2020; and many different forms of Town support including (to name only a few) shuttle transportation during the busy Prelude weekends, road closures and Fire Rescue support for a number of annual road races through the community and the installation of a “Museum in the Streets” network of 25 signs informing residents and visitors of important historic events and locations.

Issues & Implications

- Using ESRI data and mapping systems from SMPDC, it is possible to see where Kennebunk dollars are being spent in and out of town. Using this data makes it possible to identify gaps where goods and services are not locally available and whether localization would be beneficial.

Recommendations

1. The Town should diversify the tourism industry by incorporating trails, parks and the beach into an eco-tourism program.
2. The Town should support the creative economy (professionals in the technology, arts, engineering and other creative economy sectors) by:
 - a. Inventorying and understanding the level and types of creative talent in the community and developing a focused attraction strategy for specific technical and professional sectors.
 - b. Establishing a program that links youth, schools and new companies to the creative economy.
3. The Town should continue to support the health care industry in Kennebunk.
4. The Town should continue to develop itself as a regional financial center.
5. The Town should take advantage of Kennebunk's location and central access to the Turnpike by promoting its presence at the Turnpike rest area with business-oriented promotional materials.
6. The Town should place an emphasis on improving first impressions at our "gateway" locations and continue implementing wayfinding systems that are consistent with Kennebunk's branding programs to be developed.
7. The Town should support and provide resources to the Economic Development Committee's efforts to expand access to high-speed broadband, which is an incentive for businesses to locate in Kennebunk and also supports the rising number of at-home workers.
8. The Town should evaluate zoning classifications next to state and interstate transportation corridors to preserve adjacent land for potential non-residential reuse, e.g., train, I-95.

Chapter D: Natural Resources

The natural resources of the community - marshes, stream corridors, beaches, forested areas, rivers, barrens, shoreland, plants and animals - are all part of what makes Kennebunk special.

The definition and importance of each of the resource systems have not changed from those included in previous Comprehensive Plans, but this chapter reflects new information and changes to the Resources over time.

Mapping

The inventory and analysis of Kennebunk's natural resources was a major component of previous Plans. The current Plan provides a refinement and update of that inventory through mapping and data provided from Federal, State and regional agencies. In most cases the data is in GIS form which allows the Town to review the natural resource information in a variety of ways, and includes online availability to all.

GIS Maps for many resource systems have been printed in very large format and are available at Town Hall in the Town Planner's office. Reduced copies of many of these maps are attached and made a part of this plan. There are also very detailed interactive maps online at Beginning with Habitat, the U.S. Department of Agriculture (soils), U.S. Fish & Wildlife (wetlands and watersheds), the Maine Department of Marine Resources, the Maine Department of Environmental Protection and the Maine Geological Survey. (*Hyperlinks to come.*)

Watersheds

Understanding watersheds is critical to protecting groundwater quality and keeping rivers clean and healthy. A watershed is a geographic region defined by a ridge or ridges of high land draining into a river, river system, or other body of water. The Town of Kennebunk is divided into three watersheds: The Kennebunk River watershed (59 square miles), the Mousam River watershed (117 square miles), and the Little River watershed, which includes Branch Brook.

The Kennebunk River watershed drains about 44% of Kennebunk and is shared with the communities of Kennebunkport, Arundel and Lyman. The River's headwaters originate in

Kennebunk Pond in Lyman. From there, Lords Brook converges with Ward Brook to form the Kennebunk. In the upper reaches, the landscape is sparsely developed consisting of mixed forest and agricultural lands. As it flows through Arundel and Kennebunk, it is bordered by heavy agricultural use and then, before discharging into the Atlantic at Goochs Beach, the river enters an area of high-density development between Route 1 and the Atlantic Ocean.

An additional 44% of the Town's acreage falls within the Mousam River watershed. The Mousam River originates at Square Pond and flows into Mousam Lake in Shapleigh. From there, it flows through Sanford and Alfred to Estes Lake. From Estes Lake, it flows through Lyman and Kennebunk to discharge into the Atlantic Ocean at Parsons Beach.

A smaller area of the Town, about 12% aligned along Branch Brook, is drained by the Little River watershed.

The Kennebunk and Mousam Rivers serve the community as important recreation areas for aquatic life, fishing and boating. Branch Brook overlies a sand and gravel aquifer. Both the aquifer and the Brook have in the past been the source of the public water supply for four towns, including Kennebunk. However, recent changes have introduced well water (Kimball Well) as well as additional sources as primary supplies for public water. Groundwater is the primary source of drinking water (public utility and residential wells) for Kennebunk.

Useful watershed maps can be found online at <https://water.usgs.gov/maps.html>

Topography

Kennebunk's topography consists of mostly level or gently rolling terrain typical of coastal lowlands. Elevations rise gradually from less than 20 feet above sea level near the coast to a few isolated high points at an elevation of 240 feet. Elevation defines the watershed boundaries for the three major rivers of Kennebunk, and the land rises in a general east to west pattern within each watershed. The land east of the Maine Turnpike is mostly between sea level and 100 feet of elevation and the highest elevations occur mostly in the southwest portion of the Town between the Mousam and Branch Brook watersheds.

Slopes are described as a percentage and represent the ratio of vertical rise of the land to horizontal distance. Slope is a factor to be considered in determining areas suitable for development, since steeply sloping lands (those exceeding a 15% slope) may be prone to excessive erosion and sloughing if they are disturbed. When these slopes are adjacent to water bodies, erosion can result in sedimentation and have adverse effects on water quality. *Note:* The related Kennebunk ordinance allows development on up to a 20% slope.

Soils

Soils are vital resources that are a part of the natural environment and store water, nutrients, and support for plants. In Kennebunk there are over two dozen different soils, as identified by the Natural Resource Conservation Service (NRCS). Soils are of great importance to a community and are evaluated for properties including texture, permeability, slope, drainage, water table, flooding and depth to bedrock. An overview of the Town of Kennebunk shows that

approximately 50-60% of the soils present are non-discharge soils, that is, soils that cannot support subsurface on-site waste disposal. Most soils east of the Turnpike are given a very low rating in terms of their ability to support septic systems. West of the Turnpike, the largest proportion are given a medium rating per NRCS Soil Potential Ratings

An online website provided by the US Department of Agriculture (NRCS) that includes detailed soil maps and tables is referenced below. This database is a high-level planning level tool. It should be noted that ground truth evaluation of soil profiles may indicate suitable soils to support surface waste disposal where NRCS maps may not so indicate.

NRCS maps can be found at <https://websoilsurvey.sc.egov.usda.gov/App/HomePage.htm>

Beaches

Kennebunk has sandy beaches along most of its coastline. Goochs, Middle and Mothers run southwest from the Kennebunk River to Lords Point while Parsons and Crescent run southwest from the Mousam River to the Little River. Goochs, Middle and Mothers are public beaches that are actively used during the summer. Parsons and Crescent are privately owned, but Parsons is open to residents and tourists and is also heavily used in the summer. The beaches are an important economic asset to the Town. Properties between Route 9 and the beach, including all of Lower Village, generate roughly 40% of Kennebunk's total property tax revenues; beach parking fees provide revenue to the Town; and tourist revenues support many local businesses (see Chapter C, Local Economy).

There are two important monitoring programs that evaluate the health of Kennebunk's publicly owned beaches:

- Maine Healthy Beaches (MHB) is a program established to ensure that Maine's salt-water beaches remain safe and clean. MHB staff and volunteers perform standardized monitoring of beach water quality, notifying the public if health risks are detected. In Kennebunk, the water at Goochs and Mothers is tested twice weekly from June to September for temperature, salinity and bacteria. For the years 2006-2015, Goochs ranked 6th out of 60 Maine beaches for the highest per cent of samples with bacteria exceeding the health risk threshold (19%). Mothers ranked 23rd with an incidence of 9%. High bacteria counts tend to coincide with heavy rainfall, which flushes bacteria laden storm water into the Kennebunk River towards the beaches. Efforts are underway to identify and better mitigate sources of pollution to the Kennebunk River (see Rivers discussion below).
 - Healthy Beaches Data can be found online at <http://www.mainehealthybeaches.org/resources.html>
- The Southern Maine Volunteer Beach Profile Program is sponsored by a partnership among the Wells Reserve, Maine Sea Grant and the University of Maine Cooperative Extension with support from the Wells Reserve, Maine Rivers and the Town of Kennebunk. Under this program, once every month a team measures the profile of Goochs Beach at three transects and Middle Beach at one transect to determine the slope

and width of the beach at lunar low tide. Fifteen years of data are posted on the web and allow the user to graph the beach's profile over time. This allows the Town to see the impact of severe weather events and whether the beach is growing or eroding over time.

- Beach profiling data can be found online at <http://www.seagrant.umaine.edu/extension/beach-profile-monitoring/home>

Water Bodies and Wetlands

As mentioned previously, Kennebunk's three major surface water systems are the Kennebunk River, the Mousam River and the Little River, which includes Branch Brook. There are also dozens of associated streams and tributaries that flow and ultimately impact the quality and functioning of those systems. The level of protection of these water bodies impacts their use for fishing, swimming, wildlife habitat, and as a water supply.

Rivers

The Kennebunk River is 15 miles long and originates at Kennebunk Pond in Lyman where Lords Brook joins Carlisle Brook. Tributaries in Kennebunk include Goochs Creek, Lake Brook, Wonder Brook, Wards Brook, and Sucker Brook. Tributaries in Arundel include Goff Mill Brook, Duck Brook, Saunders Brook and Arundel Swamp Brook. Tributaries in Kennebunkport include Fairfield Creek, Chicks Creek, Gristmill Pond and Bass Cove. Freshwater portions sustain wild brook and brown trout habitat. Striped bass is popularly fished below head-of-tide. The tidal portion of the river, south of the Route 9 bridge, is home to 13 marinas providing over 300 slips open to recreational and commercial vessels. Public access for launching canoes and kayaks from the Kennebunk side is available at Seagrass Lane, off of Beach Avenue, but parking at Seagrass Lane is restricted to permitted vehicles. The town of Kennebunkport sewer department has a license to discharge treated effluent into the Kennebunk River.

The Mousam River is 23 miles long. It flows through Alfred and Sanford to Estes Lake, where it is joined by the Littlefield River and Middle Branch River – then from Estes Lake through Kennebunk to the Atlantic Ocean at Parsons Beach. The River has ten dams on its main stem, including three in Kennebunk. The River is tidal almost to the Route 1 dam, and depending on the time of year, shad, alewives, elvers, sea run trout and striped bass are found in its tidal reaches. The three main points of public access to the Mousam are 1) a public boat ramp where Route 9 crosses the river, 2) canoes and kayaks can launch from Rogers Pond off of Water Street, 3.5 miles above the mouth and 3) From Intervale near the High School. The Kennebunk Sewer District and Sanford Sewer District have licenses to discharge treated sewer effluent into the Mousam River.

Water Quality Monitoring

Both the Kennebunk and the Mousam Rivers are monitored by volunteers reporting to the Maine DEP through the Mousam and Kennebunk River Alliance, and with support from the Wells

Reserve and Maine Rivers. There is also coordination with the Maine Healthy Beaches staff (EPA) and volunteers who monitor bacteria levels at the beaches. Testing of the rivers is done on a biweekly basis from June through September.

Annual reports on the health of the rivers are available online at http://www.maine.gov/dep/water/monitoring/rivers_and_streams/vrmp/reports.

The key metrics of the health of the rivers are dissolved oxygen, bacteria, salinity, temperature and specific conductance. Primary sources of pollution and stress to the rivers are:

- Non-point sources - septic systems, erosion, fertilizers and pesticides, heavy metals, petroleum residues, road salt, wildlife and pet feces, and polluted storm water runoff from impervious surfaces, agriculture and forestry.
- Point sources - direct discharge, wastewater treatment plant discharge, sewer overflows and overboard discharges.
- Ponds and impoundments - higher temperatures and lower dissolved oxygen.
- Wetlands - decomposition of organic matter leading to low dissolved oxygen levels.

The statutory class of the Kennebunk River and tributaries is Class B in a range AA to C where the range reflects a “hierarchy of risk, more than one of use or quality, the risk being the possibility of a breakdown of the ecosystem and loss of use due to either natural or human-caused events.” For the summer of 2016, test results were as follows: dissolved oxygen readings were only fair for three of the six testing sites but good to excellent for the other three; temperatures were good to excellent at all sites; and specific conductance was good to excellent at all freshwater sites. But bacteria at all sites except the Western Avenue Bridge (tidal) was poor to fair, a similar result to previous years. As a result, the Kennebunk River is listed by the Maine DEP as impaired for bacteria.

In 2018, a regional steering committee was formed including representative of the towns of Lyman, Arundel, Kennebunk and Kennebunkport as well as the Wells Reserve, the Mousam and Kennebunk Rivers Alliance and the Kennebunk, Kennebunkport and Wells Water District. Led by a project manager for the York County Soil & Water Conservation District, the Committee applied for and received a \$41,600 grant to conduct a two-year assessment of historical and current data and to devise a plan to address the water quality of the Kennebunk. The result of that assessment will be a 10-year strategic plan including cost estimates and action recommendations that each watershed town might take to better protect the health of the Kennebunk River.

The statutory class of the Mousam from Estes Lake to tidewater is B. Maine DEP lists a 9.9-mile segment of the river in Sanford above Estes Lake as impaired due to toxics and nutrients from high levels of development (impervious surfaces), point source discharges and the impact on water quality of several dams. From Estes Lake to tidewater, the River is designated Class B (see definition above). Dissolved oxygen, specific conductance and bacteria metrics for both the

upper and lower Mousam were rated good to excellent for the summer of 2016 but water temperatures are high for most sites, probably reflecting the impact of the impoundments.

Shellfish

As of 2009, “because of pollution,” the Maine Department of Marine Resources prohibits the taking of clams, quahogs, oysters or mussels from any Kennebunk flats, shoreland, and offshore waters. This includes the Little, Mousam and Kennebunk Rivers. Nevertheless, Maine DMR volunteer teams test the water at Parsons Beach weekly for phytoplankton that might be toxic to shellfish and/or humans. Despite the ban on shellfish harvesting, the Town retains a licensing procedure offered through the Clerk’s Office that could be utilized if the ban is ever lifted.

Wetlands

Kennebunk’s wetland map, prepared by Normandeau Associates in 1991, utilizing National Wetlands Inventory maps and additional state mapping, evaluates the wetland’s benefits and functions. That map is on file along with the full report, in the Town Planning Office **and as part of the Appendices of this Plan.** The report includes a detailed assessment of 49 of the most significant wetlands, a review of wetland laws and ordinances at the time of the report, and specific recommendations to provide for their long-term protection. Excerpts from that report follow:

“Wetlands serve Kennebunk as transitional zones between terrestrial and aquatic ecosystems. They support a diversity of wildlife and vegetation typically adapted for life in saturated soil conditions. Wetlands provide both biological and open space/aesthetic benefits. Biological benefits include fish and wildlife habitat or nutrient export which supports productive and diverse food webs. The tidal (salt) marshes on the Little River, the Mousam, Lake Brook and the Kennebunk River are prime examples of high productivity wetlands. Water resource values include groundwater discharge, stream flow maintenance, flood prevention, water quality maintenance, and shoreline protection. And humans directly use and receive many cultural and economic benefits from wetlands. Recreational uses, such as nature study, hunting, fishing and boating are widely recognized.

“Wetlands also provide open space and aesthetic values. Broad tidal marshes backed by protective dunes are an important feature of Kennebunk’s landscape. While not offering impressive vistas, forested wetlands present the visitor with a rich mosaic of trees, shrubs, ferns and delicate wildflowers. Wetlands often provide open space buffers between developed areas in what otherwise might have become a continuously developed area.”

Kennebunk values its wetlands and has among the more stringent regulations in the State regarding wetland filling or alteration. The Town regulates wetlands of one acre or larger and requires sign-offs from Maine DEP for all wetland permits.

Normandeau evaluated 49 wetlands in Kennebunk according to a complex model using over 30 variables to determine and rank protection priority. High priority connoted high value and high vulnerability; medium priority, high value and low vulnerability; and low priority, moderate to

low value. The specific rating assigned to each of the 49 wetlands is included in the report. A summary of the distribution is as follows:

| Evaluated Wetlands | High Value/High Vulnerability | High Value/Low Vulnerability | Moderate/Low Value | Total |
|----------------------------|--------------------------------------|-------------------------------------|---------------------------|--------------|
| Large (over 100 acres) | 4 | 6 | 0 | 10 |
| Medium (10-100 acres) | 10 | 15 | 3 | 28 |
| Small (less than 10 acres) | 1 | 3 | 7 | 11 |
| Total | 15 | 24 | 10 | 49 |

In the summary of findings, Normandeau concluded:

- 75% of Kennebunk's highest priority wetlands are east of the Maine Turnpike.
- Salt marshes, which have exceptionally high wildlife, fisheries, recreational, aesthetic and educational values, are relatively uncommon in Maine. Kennebunk has two major salt marsh complexes (Mousam River/Back Creek at Parsons Beach) as well as smaller salt and brackish marshes associated with the Kennebunk River and Lake Brook Creek. These wetlands, which are highly visible, are the "Crown Jewels" of Kennebunk's wetlands.
- Wetlands within the Branch Brook watershed are highly valuable due to their contribution to the Kennebunk-Kennebunkport-Wells public water supply and to the Little River salt marsh.
- Stream-associated wetlands provide high value wildlife and water quality benefits. Relatively narrow forested wetlands along stream corridors provide key habitat for animals which require aquatic habitat for all or part of their life cycle. These wetlands also serve as travel corridors between large blocks of undeveloped land. Forested wetlands adjacent to streams also filter contaminants and sediments caused by human activities on nearby uplands. The narrow width of these wetlands is sometimes insufficient to provide water quality and wildlife habitat protection without added development setbacks in bordering uplands.
- Medium and large forested wetlands are important for wildlife and water quality. Forested wetlands east of the Maine Turnpike comprise the majority of available wildlife habitat. These wetlands are primarily used by non water-dependent species such as white tailed deer and songbirds. For forest interior songbirds, large tracts of unbroken forest are essential. As growth pressures increase, these

wetlands will become increasingly important as wildlife refuges. Forested wetlands west of the Turnpike, while still supporting a high diversity of species, are less critical as refuges. Forested wetlands also provide important water resource benefits by detaining and cleansing runoff and storm water, discharging water and nutrients to downstream aquatic ecosystems, and seasonally recharging groundwater through coarse, sandy soils. As undeveloped areas, they also provide open space and recreational benefits for hunting, hiking, and nature study. The larger wetlands are less vulnerable to nearby site development but their value may be severely impacted if they are fragmented into smaller blocks by development.

- Linking wetlands is essential for long-term natural resource protection. Protecting isolated forested wetlands is insufficient to ensure the future viability of wildlife populations.
- Small wetlands have a large cumulative value to the community's water resources. Long-term "nibbling" away at larger wetlands is likely to have a noticeable effect on water quality.
- Both on-site and off-site activities can impact wetlands. Buffer strips of undisturbed soil and vegetation adjacent to wetlands can mitigate the impacts of nearby human activities.
- Public education is necessary for local wetland protection. An effort by the Conservation Commission or other appropriate town board is necessary to actively involve the public in understanding and helping to monitor wetland impacts.

Detailed wetlands maps can be found online at:
<https://www.fws.gov/wetlands/data/mapper.html>

Sand and Gravel Aquifers

Extensive sand and gravel aquifers underlie much of the land area of Kennebunk, providing the water supply for private wells and for the replenishment of the surface waters of Branch Brook from which some of the public water supply is drawn. This groundwater is a valuable resource for the town, increasingly at risk from various sources of contamination because of the permeability of the sand and gravel deposits.

There are five moderate yield aquifers identified on the Maine Geological Survey Maps within the Town of Kennebunk.

- One small aquifer is located to the south of and immediately adjacent to the Mousam River in the eastern part of town.
- Two larger aquifers are located between the Mousam and Kennebunk Rivers. The larger of these two is bordered by the railroad, Kennebunk Landing and Heath Road. The former municipal landfill is located in a gravel pit over this aquifer but the 27-acre site was shut down using Maine DEP regulation closure procedures in 1987. Groundwater samples from onsite monitoring wells were found to be contaminated. A methane collection system and clay cap were installed as part of Phase I. The landfill closure was completed in 1994 under a Phase II reduced closure procedure. In March of 1999, the site was given a no further action necessary status by Maine DEP as no significant methane was found. It has been suggested that the site might be a good location for solar production and/or a new skateboard park.
- A very extensive aquifer underlies almost all the land area east of the Turnpike and south of Route 35. This aquifer stretches from west of Crescent Beach up to the junction of the Turnpike and Cat Mousam Road, then extends west under all the land between the Mousam River and Branch Brook. It is joined to a system that reaches west and north into Sanford and Waterboro.
- The fifth aquifer in Kennebunk is a large system west of the Maine Turnpike that surrounds Alfred Road. Parts of these two aquifers, the Kennebunk Plains area and the Radio Range Tower in West Kennebunk, were the subject of more intensive study in 1979 by SEA Consultants. Field testing indicated significant water supply in these areas which was recharged from almost all of the surface area over the aquifers, as well as from recharge areas located outside of the municipal boundaries. Soils maps show large amounts of Adams soils in these locations, which are very permeable and well drained.

The Town has implemented a reduced-salt program town-wide in the winter for all of its roads, which helps to protect the water quality of the aquifers. At the same time, however, groundwater in the Kimball Lane area off of Alewife Road has been found to be contaminated with man-made chemicals (PFAs) that were contained in sludge used to fertilize local farm soils. The extent and impact of the contamination is unknown at this time but is being studied by State and Local officials.

Detailed maps of Kennebunk's aquifers can be found online at:
<http://www.maine.gov/dacf/mgs/pubs/digital/aquifers.htm>

100-Year Floodplains

Floodplains are mostly flat areas adjacent to rivers, streams, ponds and tidal waters that are an integral part of a river ecosystem. These areas serve as overflow for excess water and can become periodically flooded. They are important to Kennebunk because they act as flood buffers, water filters, nurseries and are major centers of biological life in the river ecosystem. Floodplains are important in maintaining the health of the river through water quality, habitats and breeding sites for plants and animals. They are important for maintenance of water quality as they provide fresh water to wetlands and backwaters, dilute salts and nutrients and improve

the overall health of the habitat used by many species of birds, fish and plants. Important biologically, floodplain areas in Kennebunk represent areas where many species reproduce and as such are important for breeding and regeneration cycles.

Wildlife and Plant Habitat

The State of Maine has two programs for the direct protection of wildlife habitat: The Maine Endangered Species Act and the Natural Resource Protection Act. The Maine Department of Inland Fisheries and Wildlife and the Maine Department of Environmental Protection are the primary agencies that regulate activity under these programs. In addition, Federal oversight is mandated by the US Endangered and Threatened Species Act under the auspices of the US Fish and Wildlife Service.

The primary resource informing Town planners about local wildlife and habitat and species of special interest to their community is an organization called *Beginning with Habitat (BwH)* – a collaborative program of federal, state, local and non-governmental organizations dedicated to conserving wildlife and plant habitat. Its goal is to maintain sufficient habitat to support all native plant and animal species currently breeding in Maine. *BwH* makes available to each town a collection of GIS-based maps depicting habitats of statewide and national significance found in the town. They also provide a powerful digital toolbox and advisory services. Their goal is to help local decision makers develop a plan that provides habitat for all species and balances future development with conservation.

Detailed maps of habitats and species incidence are online at
http://beginningwithhabitat.org/the_maps/index.html

BwH's primary map (Map 2) is “High Value Plant and Animal Habitats.” The map of Kennebunk is available at Town Hall or online and contains a wealth of information. It depicts a hierarchy of habitats and pinpoints the exact location of the incidence of various species as well as their status under State and Federal regulations. This map should be a standard tool for those involved in land development activity – such as the Kennebunk Planning Office, the Planning Board, the Site Plan Review Board and all builders and developers – in order to facilitate directed growth and development away from Kennebunk’s irreplaceable habitats and rare, endangered and threatened plant and animal communities.

The following inventory provides just a portion of the information for Kennebunk provided by the BwH Map 2:

Threatened or endangered species:

- West of the Turnpike – Grasshopper Sparrow, Upland Sandpiper, Northern Blazing Star, White-topped Aster, Upright Bindweed, Northern Black Racer, Sleepy Duskywing.
- East of the Turnpike – Slender Blue Flag, Piping Plover, American Sea-blite, Flowering Dogwood, New England Cottontail, Spotted Wintergreen

Species of special concern:

- West of the Turnpike – Great Blue Heron, Broad Sallow, Small Reed-grass, Wild Garlic, Barrens Chaetoglaea, Indian Grass, Cobweb Skipper, Dusted Skipper, White Vervain.
- East of the Turnpike – Smooth Winterberry Holly, Spongy Leaved Arrowhead, Pygmyweed, Saltmarsh Sparrow, Saltmarsh Bulrush, Saltmarsh False-foxglove, Dwarf Glasswort, Saltmarsh Tiger Beetle, Beach Wormwood.

Significant Habitats and Natural Communities:

- West of the Turnpike – Red Maple Swamp, Pitch Pine-scrub Oak Barren, Inland Waterfowl/Wading Bird Habitat, Sandplain Grassland Natural Community, Candidate Deer Wintering Areas, Significant Vernal Pools
- East of the Turnpike – Tidal Marsh Estuary Ecosystems, Brackish Tidal Marsh, Salt-hay Saltmarsh, Deer Wintering Areas, Tidal Waterfowl/Wading Bird Habitat, Tern and Plover Nesting Areas, Significant Vernal Pools
- *BwH* also has other detailed GIS based maps of Kennebunk which are available at Town Hall or online and which provide further detail with regard to important natural habitat in Kennebunk including:
 - Water Resources & Riparian Habitats (Map 1) displays the transitional zones between open water and wetlands and dry or upland habitats. Included are the banks and shores of streams, rivers, ponds, and lakes, and the upland edge of wetlands. This map shows areas around water bodies that approximately correspond with State Shoreland Zoning guidelines which are that “Great Ponds” (ponds of at least 10 acres in size), rivers, coastline, and wetlands at least 10 acres in size are surrounded by a 250’ buffer zone and streams are bordered by 75’ buffer zones. Also shown are National Wetlands Inventory wetlands. Based on these maps, brook trout habitat appears to exist within Branch Brook, western portions of Day Brook and Ward Brook, as well as western portions of the Mousam River and Kennebunk River. Water resources shown include public water supply wells and their associated protection areas as well as aquifers with flows of at least 10 gallons per minute.

Undeveloped Habitat Blocks & Connectors and Conserved Lands (Map 3) shows development corridors, large blocks of undeveloped land (with acreage in some cases) and natural corridors for the movement of wildlife including road and water crossings. It provides a very complete picture of the complexity of co-existing development and wildlife habitat. It, too, should be a standard tool for the Planning Office, the Planning Board, the Site Plan Review Board and builders and developers.

It should also be noted that BwH lists 166 Focus Areas of Statewide Ecological Significance based on the richness of the ecology in terms of rare plants and animals and “rare and exemplary” natural communities. There are 20 such sites in York County and one in Kennebunk - The Kennebunk Plains and Wells Barrens.

The 2004 Town of Kennebunk Open Space Plan, which was approved by voters at a special town meeting, is an extensive study of the Town’s cultural, historic, scenic, recreational and ecologically important open spaces. Embedded in that report is a ranking system of 1 to 3 for Environmental Priority Areas as High Value Riparian Habitat Corridor (RH), High Value Water Resources (WR) and High Value Plant and/or Animal Corridors (P/AHC). The summary emphasizes that “they are all priorities.”

| Environmental Priority Area | RH | WR | P/AHC |
|------------------------------------|-----------|-----------|--------------|
| Branch Book Corridor | 1 | 1 | 3 |
| Blueberry Plains near Branch Brook | | | 3 |
| Branch Brook/Little River Estuary | 1 | | 3 |
| Kennebunk River Corridor | 1 | 1 | 3 |
| Ward Brook/Alewive Pond Corridor | 2 | 2 | 3 |
| Punky Swamp Corridor | 2 | 2 | 3 |
| Wonder Brook Corridor | 2 | 2 | |
| Lake Brook/Goochs Creek Corridor | 1 | 1 | 2 |
| Mousam River West Corridor | 2 | 2 | 2 |
| Cold Water Brook Corridor | 3 | 3 | 3 |
| Day Brook Corridor | 2 | 2 | 3 |
| Mousam River East Corridor | 2 | 2 | 3 |
| Mousam River Back Creek Estuary | 1 | 1 | 1 |

Viewed in the context of its natural habitats and plant and animal species, Kennebunk is very rich. The variety of its special environments – from the barrens to the estuaries – and the species that inhabit them may complicate the planning process, but their protection should be one of the Town’s highest priorities.

High Value Visual Corridors – Scenic Vistas

State guidelines for Comprehensive Plans suggest that high value visual corridors and scenic vistas be identified in the Natural Resources inventory. In the 2004 Open Space Plan – the following are identified as “high value visual corridors:”

The Summer Street Historic District, 2) Kennebunk/Kennebunkport Harbor, 3) Beach Avenue along the Atlantic Ocean, 4) Western Avenue – from the Wells line to the Bridle Path, 5) Brown Street from the railroad bridge to Western Avenue, 6) Parsons Beach Road, and 7) Thompson Road – West Kennebunk Fire Hall to Alewife Road. This Plan updates this list to include: 8) Alewife Road Corridor – Cole Road to Thompson Road, 9) Goochs Creek as viewed from the Beach Avenue bridge, 10) Lake Brook as viewed from the Western Avenue bridge, 11) the Kennebunk Plains and Wells Barrens from Webber Hill Road, 12) the Kennebunk River and Landing as viewed from Durrell’s Bridge, 13) the Mousam River as seen from the Mill Street Bridge and 14) the Kennebunk River as seen from Old Port Road.

Pesticides

All pesticides (herbicides, fungicides, insecticides, miticides, avicides and rodenticides), whether organic or synthetic, are toxic by definition. Their widespread use is a source of controversy with regard to their impact on the environment, plants and animals and public health.

In 2012, the Kennebunk Conservation Commission submitted a Pest Management Policy for Town-owned lands that was accepted by the Board of Selectmen. The basis of this policy is the widely accepted Wingspread Precautionary Principle, which states “When an activity raises threats of harm to the environment or human health, precautionary measures should be taken even if some cause and effect relationships are not yet fully established.”

In June 2015, Kennebunk voters narrowly defeated a proposal for the Town to pay Central Maine Power to hand cut the brush in its 170-acre power line corridor rather than using herbicides. The annual cost at that time was estimated at \$12,000. The KK&W Water District clears its property along Branch Brook by hand.

Conservation Land

In recent years, the Town has not had a defined policy or strategy of acquiring land for conservation. However, Kennebunk’s zoning ordinances are designed to protect its natural resources, most specifically by the designation and regulation of areas such as the Resource Protection District, the Branch Brook Aquifer Protection District, the Rural Conservation District, the Shoreland Overlay District and the Historic Preservation Overlay District.

The Kennebunk Land Trust, founded in 1972, is the primary local private entity dedicated to acquiring land and easements for the purposes of conservation. In Kennebunk and neighboring Arundel and Lyman, as of 2018 it has preserved over 3,400 acres of forest, fields and waterways including 1,600 acres of the Kennebunk Plains. Of these lands, over 300 acres are conservation easements. In 2018, the Land Trust and the Friends of Hope Cemetery partnered on a project to acquire 75 acres of woods and meadowland in downtown Kennebunk and place it in permanent conservation.

According to the Town Assessor, as of 2014 21% of Kennebunk’s total acreage was held in categories historically used for “Public Lands” calculation – land held by the US Government,

the Town of Kennebunk, the State of Maine, the KKW Water District, RSU 21 and the Kennebunk Land Trust properties and easements.

Conclusion

Kennebunk's 1991 Comprehensive Plan (page 6-36) summarized Kennebunk's challenges with regard to the risks to its natural resources as follows:

“Kennebunk has virtually no land area that is both well situated for development, without the installation of public sewerage, and is free of natural resources that perform vital functions for the community. Consequently, much of the Town's land is significantly or severely constrained in its developability, and most of the rest is at least moderately constrained.

One way to limit some environmental impacts on land with natural limitations is to assure that development is of low density, spread across a wide area. But this strategy has costs: the break-up of wildlife habitat, loss of accessible farm and wood lands and nonpoint source pollution; loss of true rural character; auto dependency and related pollution and traffic congestion; and increased cost of municipal services. Which pattern does the Town prefer? This is likely to be the most difficult decision the Town will face.”

These concerns and conclusions are as valid today as they were twenty years ago.

Sources:

- Town of Kennebunk Open Space Plan 2004
- The Kennebunk River Watershed Plan, 1983
- Wells Bay Regional Beach Management Plan, September 2001
- Kennebunk River Watershed, April 2001
- MBLR Watershed Shoreland Survey, August 2002
- Open Space Plan, November, 2004 (includes sections on natural resources)
- Beginning with Habitat from MDIF&W, MNAP, & USFWS, October 2015
- A Basic Guide to the Kennebunk River and its Tributaries by Mary Rosenfeld (1986)
- Maine Department of Environmental Protection – Kennebuunk and Mousam River Data Reports 2016 and earlier.
- Kennebunk's Wetlands: Functions, Values and Relationship to Growth by Normandeau Associates, 1990
- Kennebunk Rover Watershed – Nonpoint Source Pollution Survey by the Arundel, Kennebunk, Kennebunkport Watershed Association Steering Committee, 2001
- Wetlands Mapper Documentation and Instructions Manual by the US Fish & Wildlife Service, 2010.
- Maine Healthy Beaches website

- Beginning with Habitat website
- US Fish & Wildlife website
- Maine Sea Grant website
- Mousam & Kennebunk Rivers Alliance website
- Wells Reserve website

(All websites will be included via hyperlink)

Natural Resource Issues and Implications

1. Groundwater is the primary source of drinking water for Kennebunk. Environmental protection measures should continue to ensure that aquifers remain free from pollution.
2. 50-60% of Town soils are “non-discharge” soils, which cannot support subsurface on-site waste disposal. Where no public sewer is available, this has implications for future development patterns.
3. Heavy rainfall tends to lead to higher than safe bacteria levels at the beaches; and the Kennebunk River is listed by the Maine DEP as impaired for bacteria. A grant has been received for a project to assess the historical data and devise a plan to mitigate this water quality problem.
4. Wetlands, including salt marshes, comprise a significant share of Kennebunk’s total area. Wetlands are critical to water quality, flood prevention, shoreline protection, the quality of wildlife habitat and recreation. As Kennebunk’s uplands are built out, pressures to encroach on these wetlands will increase.
5. Kennebunk supports a variety of ecosystems ranging from the Plains to the Salt Marshes. These, in turn, support a number of endangered and threatened species and species of special concern. The co-existence of development and wildlife habitat is a complex planning challenge.
6. The widespread use of pesticides is a source of controversy with regard to their impact on the environment, plants and animals, and public health. The Town has adopted a Pest Management Policy that favors organic pesticides wherever possible.
















Recommendations:

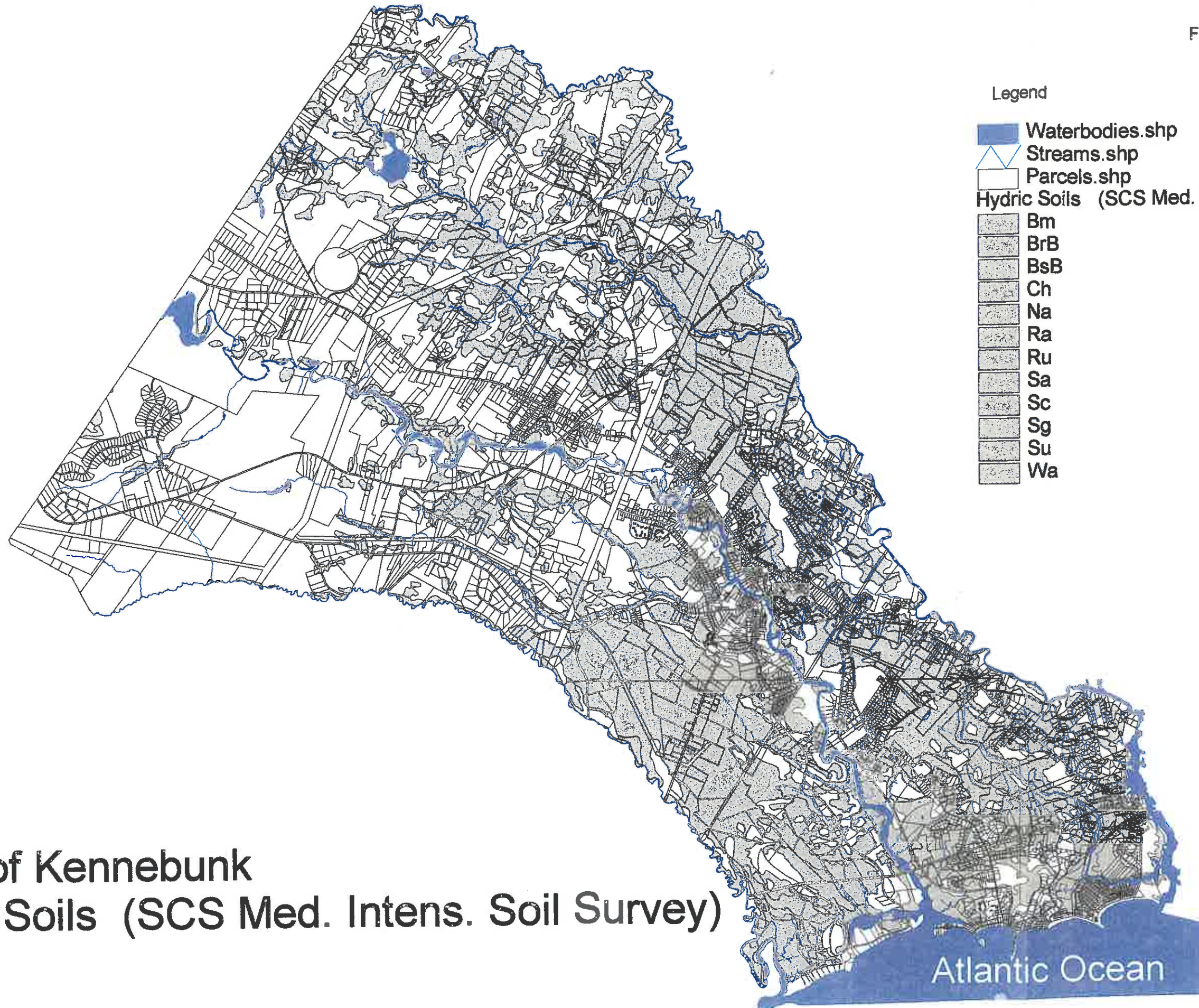
1. The Town should utilize the Rules outlined in Maine DEP Chapter 500 in managing storm water quantity and quality.
2. Wetlands:
 - a. The Town shall develop and implement wetland mitigation regulations consistent with best practices in the State.
 - b. Town ordinances shall be reviewed with special consideration of setbacks appropriate for the protection of wildlife corridors and prevention of the degradation of water quality in streams, rivers and aquifers due to run-off of pollutants.

- c. The Town should evaluate the extent to which “allowed with review” alteration of small wetlands amounts to significant alteration through a process of “nibbling”.
3. The Town shall minimize impervious surfaces around water bodies in order to limit polluted run-offs into ponds, streams, rivers and the ocean.
4. The Town shall continue to support both public and private efforts to acquire and maintain conservation land consistent with the priorities established by the Open Space Planning Commission in the Plan approved by voters in 2004 and adopted as an amendment to the 2004 Comprehensive Plan Update. Elements of this support shall be:
 - a. *Beginning with Habitat* maps should be used as screening documents for Town Staff, the Code Office, the Site Plan Review Board and the Planning Board with regard to development where they have oversight.
 - b. Wherever possible, the Town should support efforts to conserve contiguous tracts of undeveloped habitat in order to sustain wildlife corridors. This includes the Branch Brook corridor, which also plays a critical role in maintaining the quality of our public drinking water.
5. In 2012, the Town adopted a Pest Management Policy for the use of pesticides on Town owned land.
 - a. The Town, through the Conservation Commission, shall continue to support public education and to inform citizens of the immediate risks to health as well as the long-term impact on the soil, water, and air of many non-organic pesticides.
 - b. Central Maine Power uses herbicides to clear the land around its high-power transmission lines. The Utility will hand clear only if the Town pays a fee for the incremental cost. The Town should therefore explore the possibility of an ordinance prohibiting the use of non-organic herbicides by all utilities within the Town of Kennebunk.
6. Many residents in Kennebunk are served by private wells and septic systems (70% are on public water, 48% on public sewer).
 - a. The Town should establish a database of private wells and septic systems.
 - b. Consideration should be given to an ordinance requiring evidence of inspection/pump-out of septic systems at prescribed intervals. The ordinance might also include provision for the Town to perform maintenance and lien property for payment.
7. The Town should continue to support and fund the Maine Healthy Beaches water quality testing program and volunteer programs to test the Mousam and Kennebunk Rivers. The Town should continue to support and seek grant funding for the joint (Kennebunk, Kennebunkport, Arundel and Lyman with the assistance of the York County Soil and Water Conservation Commission) effort to identify and remediate the sources of bacterial pollution of the Kennebunk River and Kennebunk public beaches.
8. The Town should continue to encourage public education on the subject of vernal pools and their role in the maintenance of healthy ecosystems.

Figure 2.D.1.

Legend

-  Waterbodies.shp
-  Streams.shp
-  Parcels.shp
- Hydric Soils (SCS Med. Int. Soil Survey)
 -  Bm
 -  BrB
 -  BsB
 -  Ch
 -  Na
 -  Ra
 -  Ru
 -  Sa
 -  Sc
 -  Sg
 -  Su
 -  Wa



Town of Kennebunk Hydric Soils (SCS Med. Intens. Soil Survey)

Water Bodies, Streams, Wetlands & Riparian Habitat

Figure 2.D.2

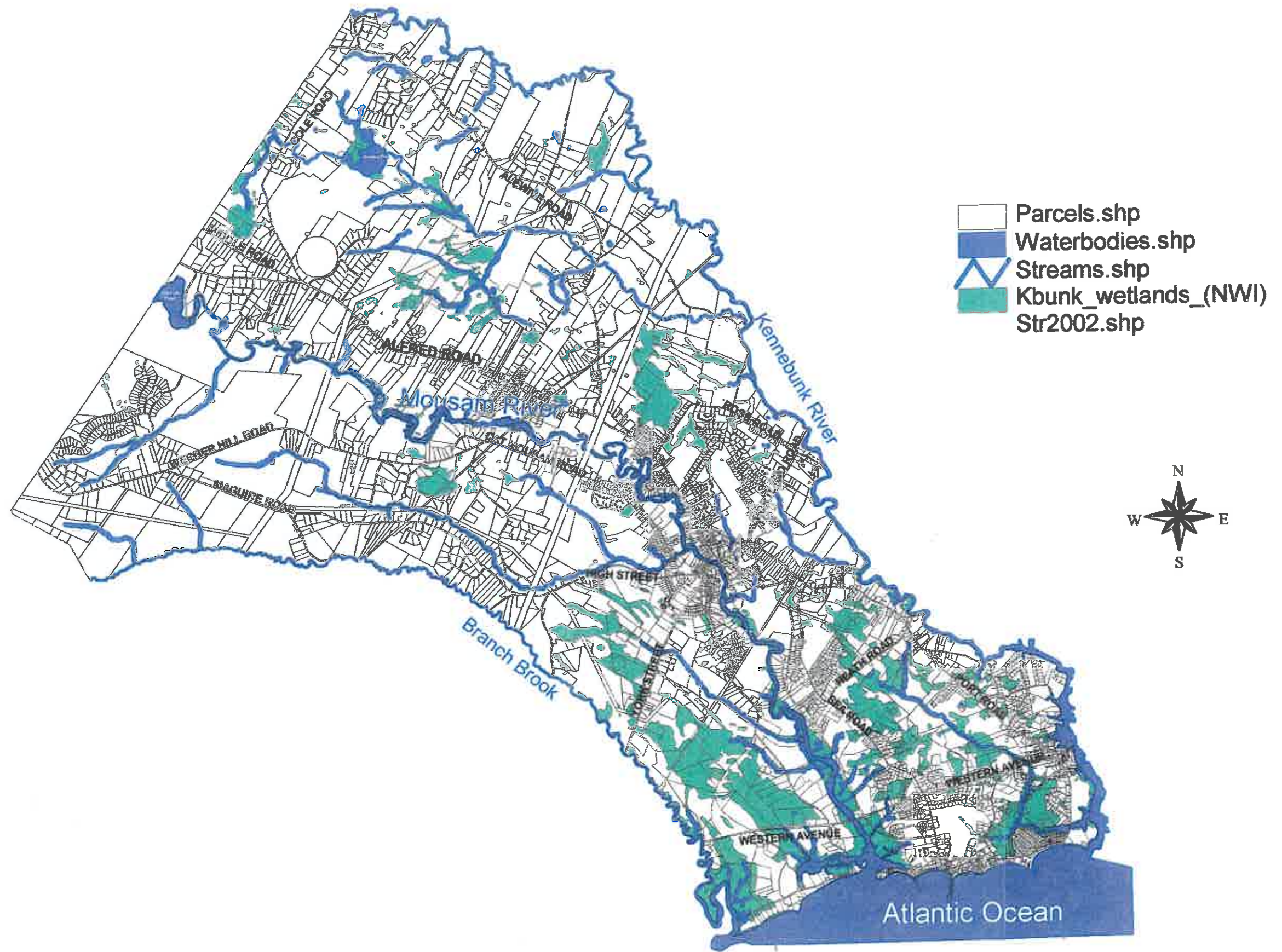





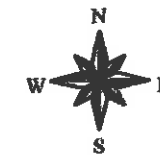


Figure 2.D.3.

Legend

-  Parcels.shp
-  FEMA 100-Year Floodplain
-  Waterbodies.shp
-  Streams.shp
-  Sand and Gravel Aquifers 2002
Str2002.shp



**Town of Kennebunk
FEMA 100 year flood plains
&
Sand and Gravel Aquifers**

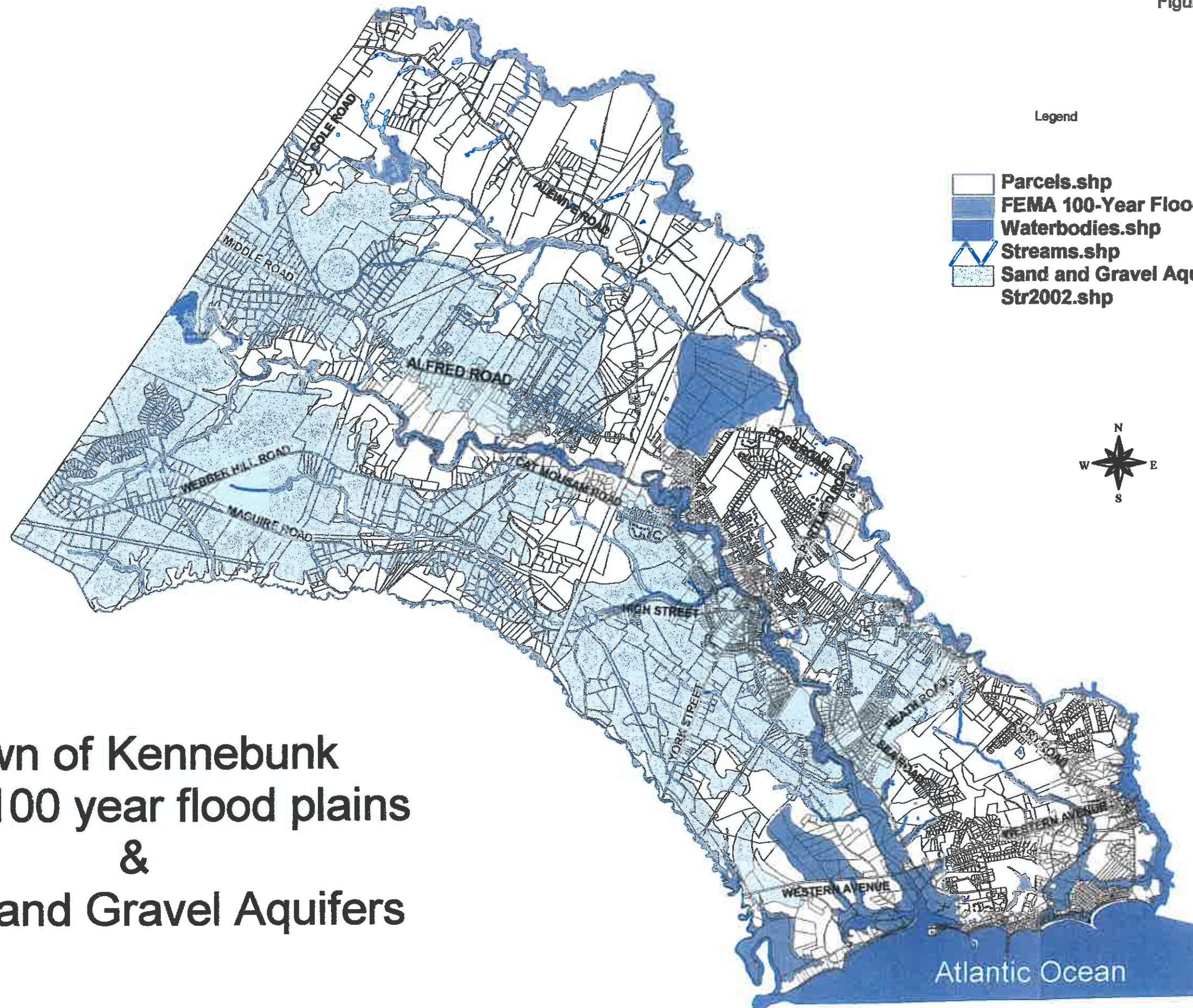





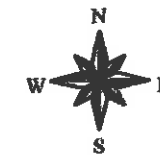


Figure 2.D.3.

Legend

-  Parcels.shp
-  FEMA 100-Year Floodplain
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Str2002.shp



**Town of Kennebunk
FEMA 100 year flood plains
&
Sand and Gravel Aquifers**

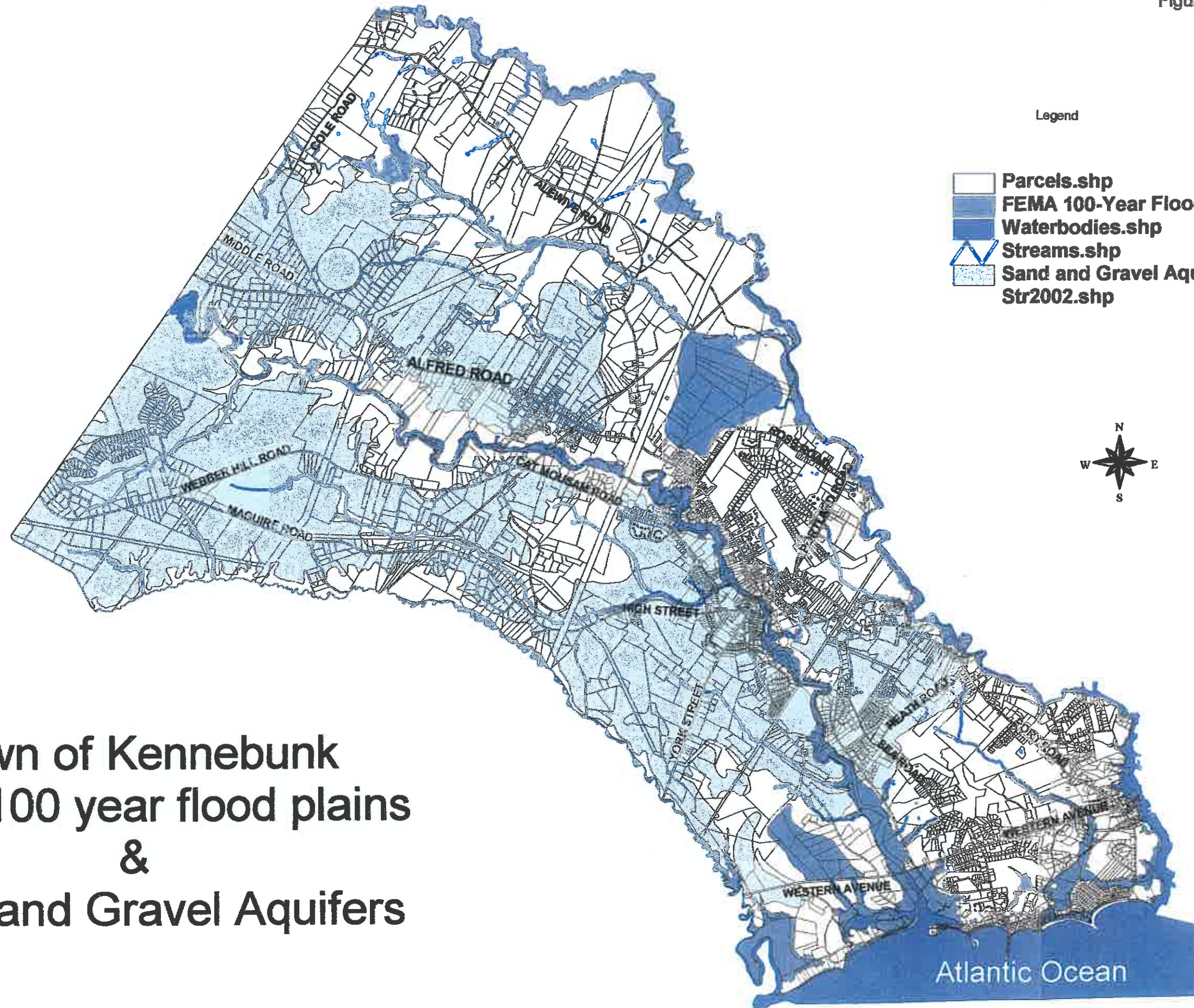
































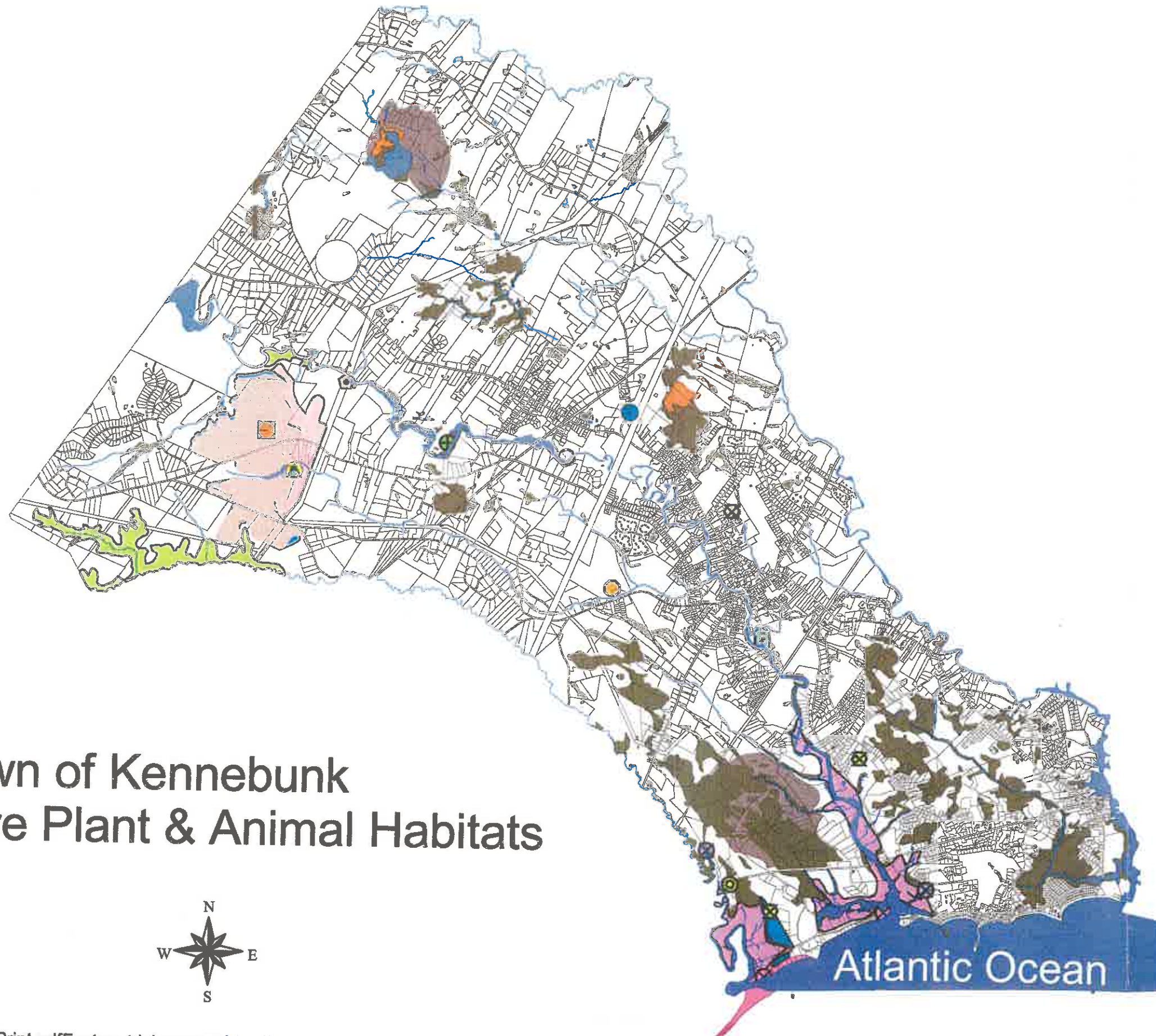


Figure 2.D.4.

-  Waterbodies.shp
-  Streams.shp
-  Parcels.shp
- Rare Animal Locations
-  BARRENS CHAETAGLAEA
-  BARRENS XYLOTYPE
-  GRASSHOPPER SPARROW
-  NORTHERN BLACK RACER
-  PIPING PLOVER
-  SPOTTED TURTLE
-  UPLAND SANDPIPER
-  upland sandpiperRare Animal Habitat
- Rare Plant Locations
-  WILD GARLIC
-  WHITE WOOD ASTER
-  UPRIGHT BINDWEED
-  SMOOTH WINTERBERRY HOLLY
-  SLENDER BLUE FLAG
-  PALE GREEN ORCHIS
-  NORTHERN BLAZING STAR
-  FLOWERING DOGWOOD
-  EASTERN JOE-PYE WEED
- Rare Plant Habitat
-  NORTHERN BLAZING STAR
-  PITCH PINE - SCRUB OAK BARREN
-  PITCH PINE BOG
-  RED MAPLE SWAMP
-  SALT-HAY SALTMARSH
-  SANDPLAIN GRASSLAND
-  SMALL REED-GRASS
-  WHITE-TOPPED ASTER
-  Waterfowl and Wading Bird Habitat
-  Piping Plover and Least Tern Habitat
-  Kbunk_wetlands_(NWI)
-  Deer Wintering Areas (IF&W)



Town of Kennebunk Rare Plant & Animal Habitats

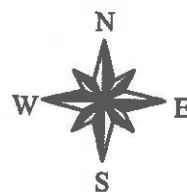
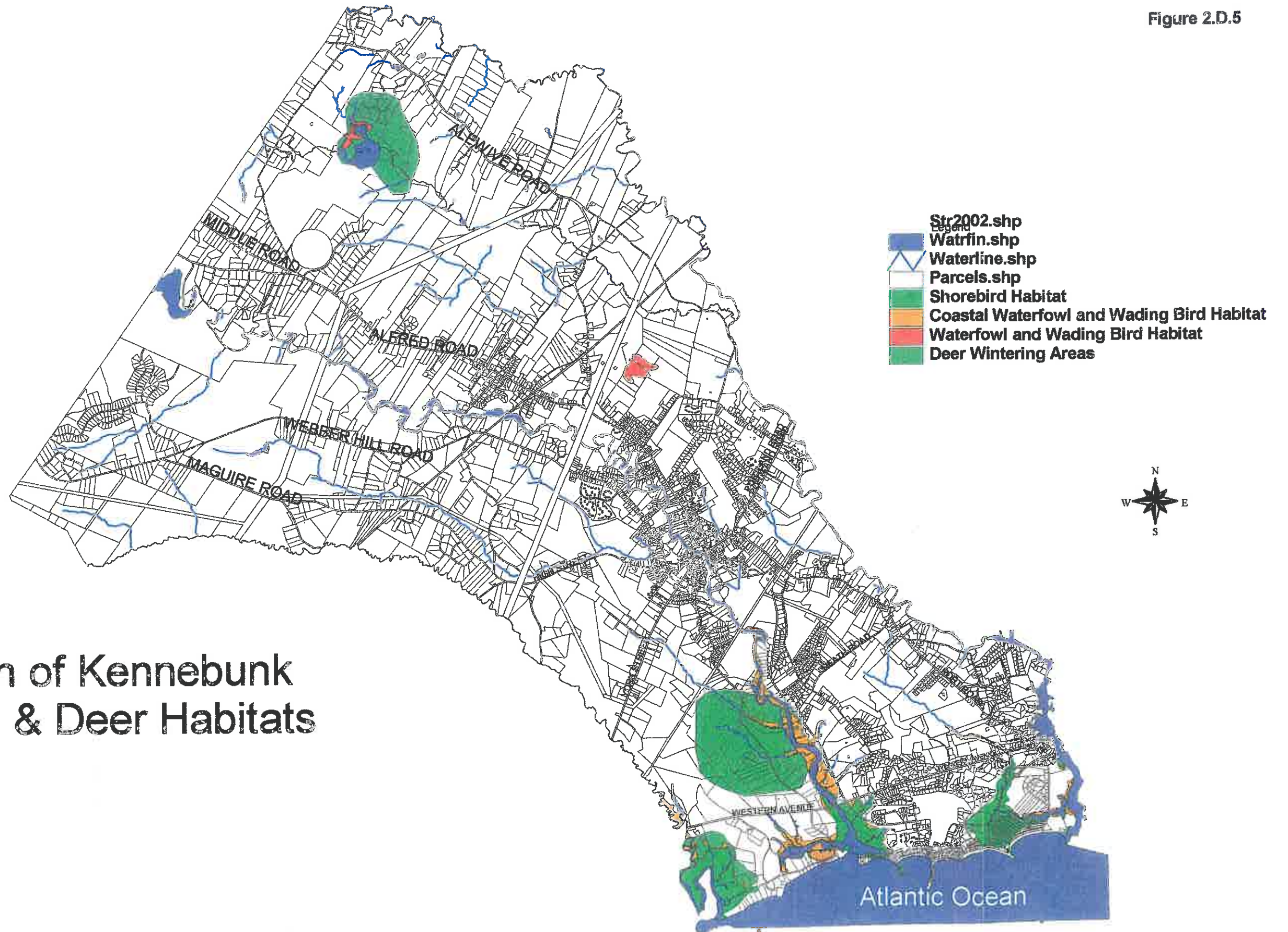


Figure 2.D.5

Town of Kennebunk Bird & Deer Habitats



Chapter E: Public Utilities

Cable Television, Phone & Internet

Several companies provide cable, landline phone and high speed internet service to all or part of Kennebunk using a variety of technologies:

Companies using fiber optic technology (aerial/underground service):

- Stamford, Connecticut-based Charter Communications, which markets its services under the Spectrum brand, offers TV, internet and phone service to 99% of Kennebunk addresses. Charter/Spectrum is the second-largest telecommunications company in the country, with customers in 41 states. <https://www.spectrum.com/services/maine>
- Consolidated Communications, headquartered in Mattoon, Illinois, serves customers in 24 states. TV, internet and phone service is available to 94% of Kennebunk addresses. <https://www.consolidated.com/about-us/locations/maine>
- Great Works Internet is a privately held company headquartered in Biddeford, Maine offering internet and phone service in several areas of the state. Service is available to 54.5% of Kennebunk addresses. <https://www.gwi.net/>

Companies using satellite-delivered technology:

- Residential internet service via satellite is available through HughesNet or ViaSat/Exede, both of which are marketed primarily to rural areas without landline internet/cable.

TV service is offered by both DirecTV and Dish Network, with service available to all Kennebunk addresses.

The availability of service by TV, internet and phone providers at any specific address can be queried via: <https://locator.go2broadband.com/>. This locator is provided by: <https://www.cablelabs.com/shared-services-library/go2broadband/>

Cell Phone Service/Mobile Internet

AT&T, Verizon, Sprint, U.S. Cellular, and T-Mobile are the primary service providers for the Kennebunk area.

The website www.opensignal.com shows signal levels for specific cell phone carriers at various points along main roadways. Signal levels for each carrier, which are determined by factors that include the distance from each carrier's nearest tower location, impact the user experience for cell phone calls and mobile internet access. Although there are four towers within Town limits - 34 Forest Hill and 159 Port Road, both in Lower Village; Alewife Park Road near the Turnpike exit; and Webber Hill Road – users often encounter “weak signal” areas, as not all carriers are on each tower. Cell towers located in Wells, Kennebunkport, Arundel and Sanford may improve signal quality for Kennebunk users near those towns. According to data obtained at www.opensignal.com, the “strongest signal” areas for each carrier are:

- AT&T – Along Fletcher Street and Alfred Road
- Verizon – Lower Village, Gooch’s Beach, Route 35/Alfred Road adjacent to the Maine Turnpike
- Sprint – along Route 1, Route 9A
- U.S. Cellular – Lower Village, along Route 1, Fletcher Street.
- T-Mobile – Lower Village, beachfront areas, along Route 1, downtown Kennebunk, Route 35/Alfred Road adjacent to the Maine Turnpike.

The lack of strong cell phone signals in certain areas of town could potentially be addressed by construction of a new tower or two in specific areas. The Economic Development Committee has set up a working group tasked with evaluating need and connecting with potential vendors. To date, one vendor (Verizon) has installed small cell equipment on existing power poles near the beach to provide for increased summer use of its data network.

Calls to 911 from a cell phone in Kennebunk connect with the closest cell tower and are received at the nearest York County 911 service entry point (there are 3 locations in York County, including Sanford).

Current 4G/LTE cellphone technology provides 6-10mbps to users. “Fifth Generation” (5G) technology envisions that smartphones and other internet-enabled devices will operate at much faster speeds than what is available. The creation of a 5G network would require the construction of additional physical infrastructure.

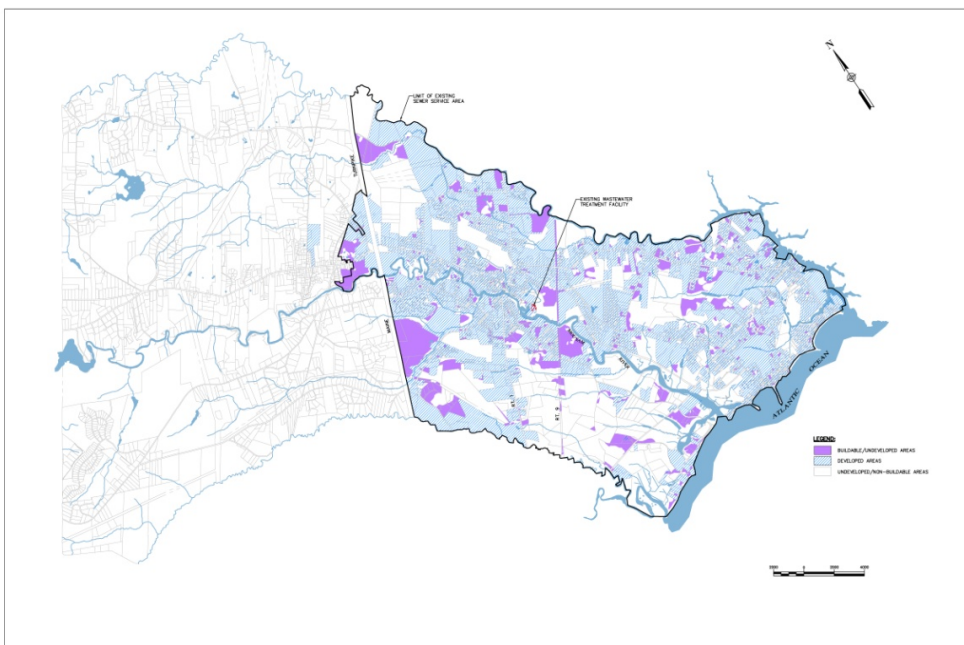
Natural Gas

A small portion of Kennebunk is served by Northern Utilities, a for-profit company doing business as Unitil in the industrial area of West Kennebunk. In 2017, gas service was extended out to Fletcher Street for the Kennebunk High School renovation and expansion project. At the time of this Plan, expanding natural gas service to Route 1 North was under consideration.

Kennebunk Sewer District

The Kennebunk Sewer District was established by an act of the Maine State Legislature in 1955 as a quasi-municipal corporation. By its charter, the Kennebunk Sewer District's service area extends west to include the industrial zone west of the Maine Turnpike, east to the Atlantic Ocean, north to Kennebunk River/Arundel Town line and south to the Branch Brook/Wells Town Line. The District has 11.8 full-time equivalent employees. At the end of 2016, the District's indebtedness was \$5.6 million.

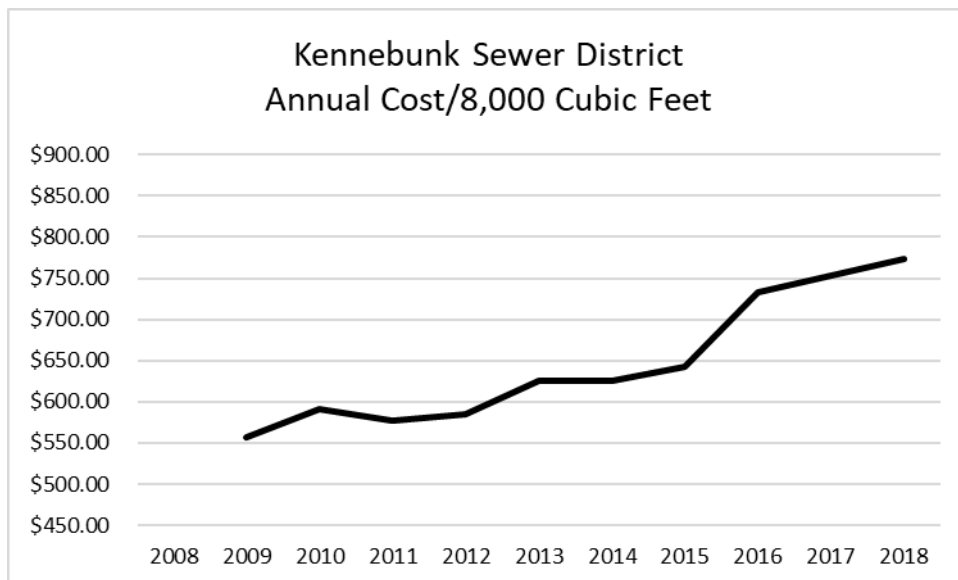
As of 2016, the District had about 3,200 accounts, serving 48% of the community, predominantly in the eastern portion of Kennebunk. The KSP plant also accepts pumped septic tank waste from vendors by permit, with disposal fees set by the District, with the stipulation that waste cannot be contaminated. The map below depicts the District's service area.



The District maintains the following infrastructure:

- The secondary treatment facility on 71 Water Street originally built in 1985.
- 36 miles of gravity sewer ranging in size from 4" to 30"
- 11.5 miles of force mains (pressure sewer) ranging in size from 4" to 12", and
- 28 District-owned pumping stations.

The existing treatment plant treats the collected waste and discharges the treated effluent into the Mousam River. The quality and quantity of the discharge is determined and regulated by the Maine Department of Environmental Protection. As part of a contract with five other area towns, sludge that remains at the end of the processing cycle is transported via truck to a composting facility in Unity, Maine.



Future Challenges: Effluent Discharge Limitations

The existing plant is capable of meeting the current discharge requirements as licensed by the Environmental Protection Agency (EPA) and the Maine Department of Environmental Protection (MDEP). However, the District is anticipating new regulatory requirements for nutrient removal, primarily nitrogen, in the near future. The existing biological treatment units at the plant will be unable to remove nitrogen to the levels anticipated in future discharge licenses. At this time, the MaineDEP is in the process of researching the effect of nitrogen and other nutrients in all of the Maine estuaries, and the District is anticipating that they will issue guidance and levels of removal in the next five to ten year timeframe. At that time, the District would begin plans to design and construct new biological processes to meet these limits.

In the meantime, the District has developed a phased approach to construct the portions of the plant that will need to be upgraded due to equipment life expectancies and capacity issues. The plan would leave the biological upgrade to be done last once the nutrient license limits have been established. The Phase 1 upgrade would include new headworks, modifications to the existing laboratory and operator work area and upgrading the mechanical units in the secondary clarifiers. These upgrades will address hydraulic capacity issues that are a prerequisite to the biological upgrades in Phase II. The anticipated cost for Phase 1 is \$7.5 million in 2015 dollars.

Growth

The District does not include any sewer extension plans in the 10-year Capital Improvement Program (2019-2028). Expansion of the District infrastructure will need to be funded by private development and will be limited by the hydraulic and biological capacity of the existing sewers and treatment plant. A recently completed facility plan by Underwood Engineers has developed

growth projections for the next 20 years within the District. The table below describes the current flow and the projected average daily flows in the next 20 years.

| Description | Recent Flow Contributions | 20 year Projections |
|-------------------------|---------------------------|---------------------|
| Residential gpd | 331,000 | 480,000 |
| Commercial gpd | 195,000 | 312,000 |
| Inflow/Infiltration gpd | 208,000 | 250,000 |
| Total | 734,000 | 1,042,000 |

As noted above, the anticipated growth and the need to upgrade to an advanced treatment wastewater facility for nitrogen removal will require a phased upgrade at the wastewater facility over the next 15-20 years. The District is anticipating the new regulatory nitrogen limits from MaineDEP at the end of the current discharge permit in 2021. The investment in equipment and tankage needed in Phase II to meet new permit levels will be significant; specific costs will be dependent on how low the permit levels are set. i.e., how much nitrogen will need to be removed.

Water Supply

The Kennebunk, Kennebunkport & Wells Water District (KKWWD) is a quasi-municipal water utility that was established in 1921 by an act of the Maine State Legislature. The service area extends 25 miles along the York County coast and includes the Towns of Kennebunk, Kennebunkport, Wells, Ogunquit, Arundel and portions of Biddeford and York.

In 2005 KKWWD helped to create the Southern Maine Regional Water Council (SMRWC), a State-chartered non-profit entity whose purpose, in addition to coordinating efforts to save costs and improve customer service, is developing a comprehensive, long-term regional water supply plan for coastal southern Maine from Portland to Kittery.

KKWWD serves a population that ranges from 30,000 to a seasonal high of 100,000 people. The District increased its water production between 1990-2000 by 43%, with another 11% increase since 2000. In 2016, 1.12 billion gallons of water were produced, which equates to an average day demand of 3 million gallons (MGD). The District's water demands fluctuate seasonally, resulting in peak daily demands approaching 7 MGD (10 MGD during an extended drought).

In response to these growing demands, the system has been interconnected to York Water District and Biddeford & Saco Div. of Maine Water Co, water utilities to the north and south, and has completed all of its hydraulic "backbone" from Biddeford to Ogunquit (being the hydraulic equivalent of a 20" diameter water transmission main). Since 2000 the District has replaced (retired) 144,000 feet, or 12.5% of its water distribution and transmission system.

Branch Brook was the District's only local source of water until 2007, when the District began developing two additional groundwater supplies, one near the Merriland River and one near the Kennebunk River, which as of 2016 provided between 40%-45% of the water supply. Due to this additional supply, the District has not purchased any significant amount of water from its

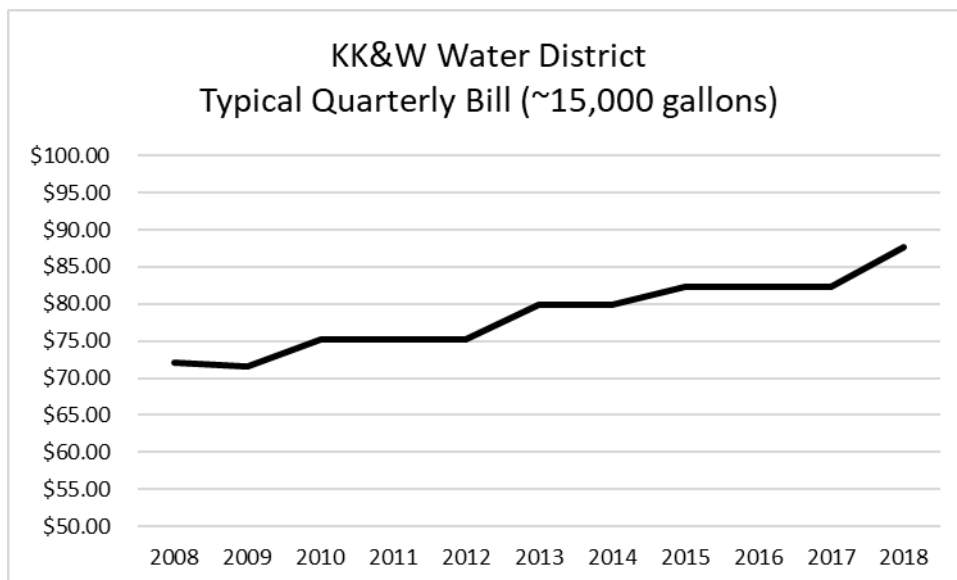
neighboring utilities to the north and south. Conversely, during the past few years, the District has provided water to both neighboring utilities, at times at rates of up to 2 MGD.

The Kennebunk River Well was placed into service in 2012 and provided a quarter of the District's total water supply needs. In 2016 a small amount of two man-made chemicals (PFOS and PFOA) were detected in the water. Although the level was far below the EPA's newly established Health Advisory Level of 70 PPT, the District shut the well down to research the source of the contamination and to create a cost-effective filtration system. It was determined the source was material spread on a farm field in Arundel, across the Kennebunk River from the District's well. A new filtering system was put permanently on line in November 2018. At this time, it is expected that the total capital cost of the filters and related infrastructure will be about \$1.3 million, with an annual operating cost of about \$60,000, resulting in a 2.5% increase to customers' water rates.

Service is currently available to approximately 70% of Kennebunk. Expansions to the water system are performed upon request in order to serve new development and are funded by the requesting individuals/developers. Between 2000 and 2016, the total number of active meters in Kennebunk grew from 3,765 to 4,660, an increase of 24%, which translates to total new 895 meters or an average of 56 per year. From 2000 to 2016, the active number of meters in the District as a whole increased by approximately 28%, to a total of 13,661 (as of 12/31/16). In 2016, 14,000 new feet of service lines were added; in 2017, 9,000 new feet of service lines were added. It is anticipated that future expansion will continue upon demand.

To ensure a diversity of water sources, KKWWD has sought to protect the integrity of Branch Brook and its underlying aquifer by maintaining an ongoing relationship with Sanford Regional Airport, Central Maine Power (KKWWD clears CMP's easement in the Branch Brook Aquifer zone by hand), Maine Turnpike Authority, conservation groups, land trusts, the Nature Conservancy, private property owners and recreational users of the land, including snowmobiling and ATV clubs. The District has also purchased several key parcels of land in an effort to protect the watershed from the potential negative impacts of development.

KKWWD has 40 employees, with annual revenue of \$6.5 million, expenses of \$6.2 million, and indebtedness of \$12.5 million.

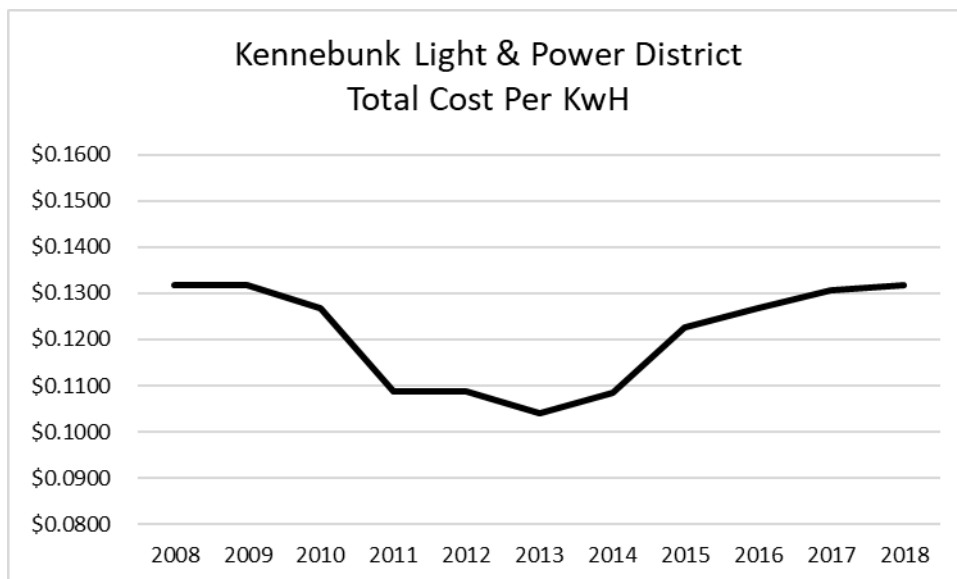


Future Long-Term Initiatives for KKWWD:

- Continuing to maintain its infrastructure with a goal of replacing about 1% of its underground facilities annually. A 1% replacement rate is the “gold standard” according to the American Water Works Association (AWWA).
- Continuing to update its Master Plan evaluating all of its future water supply options, including the continued utilization of some or all of its current water supplies and existing utility interconnections with neighboring utilities to the north and south.
- Kennebunk could potentially become designated a Municipal Separate Storm Sewer System (MS4) Community due to the Town’s continued growth and expansion towards nearby urbanized areas. If the Town receives an MS4 designation, then it would be required to develop, implement, and enforce a stormwater program management plan (SWPMP) that demonstrates how the Town will comply with Best Management Practices (BMP) to effectively manage the discharge of storm water and detection and elimination of pollutants from the MS4 system.

Electrical Power

Kennebunk is served by two electric power companies: Kennebunk Light and Power District (KLPD), which is a quasi-municipal non-profit, and Central Maine Power (CMP), a for-profit company. KLPD was originally created as a department of the Town in 1893 and later incorporated as a District by the Legislature in 1951. The District serves all areas of the Town except the beach and Lower Village areas, which are presently served by CMP. KLPD has seen annual growth in the 1 percent range, with total number of meters increasing from 5,681 in 2001 to 6,483 in 2016 (an average annual increase of .95%).



The Kennebunk Light and Power District continues to be entirely self-supporting, with no revenue requests to the Town. The District currently has 13 employees, with annual operating revenues in 2015 of \$13,288,474, which included fees collected for energy, transmission and delivery, an increase of 15.8% from the previous year. Operating expenses totaled \$13,122,696 in 2015, an increase of 16.6% from 2014. As of 2016, the District had a debt of \$3.5 million.

KLPD currently maintains three hydro-generation facilities on the Mousam River: Kesslen Dam, Twine Mill Dam and Dane Perkins Dam. Average electrical generation (1.4-1.8 mWh) at KLPD's hydro facilities is approximately 1.5% of electricity consumed. In June of 2016, KLPD's Board of Trustees voted to surrender their license to generate hydropower at the three facilities when the license expires in March of 2022.

In 2017, KLPD signed a 20-year agreement with DG Maine Solar LLC, a subsidiary of NextEra Energy Resources, LLC. DG Maine Solar will design, permit, construct, operate, own and maintain a solar array adjacent to the District's West Kennebunk substation. The 2.9 MW DC solar array has an estimated output of 3.9 million kilowatt hours, just under 4 percent of KLPD's annual kilowatt hours sales.

KLPD policy currently supports net metering for customers with individually-owned solar installations.

KLPD has made repeated efforts over the years to purchase CMP's Lower Village/Kennebunk Beach territory, most recently a bill introduced in the 2019 Legislature. All efforts thus far have not been successful.

In addition to using locally produced electricity, including KL&P's solar array in West Kennebunk, both KL&P and CMP purchase electricity through ISO New England, which

oversees the six-state region's high-voltage transmission system, buys and sells wholesale electricity, and plans for future regional needs.

Cable TV, Phone, Internet:

Issues & Implications

1. As consumers increasingly rely upon internet service to support streaming services, wireless devices such as tablets, laptops, cell phones, "smart" home appliances and home security, faster internet service has become a necessity.
2. The above-ground physical infrastructure used to provide electricity, internet, cable and land-line phone service is subject to damage from storms, falling trees, squirrels, and human tampering, leaving users vulnerable to disruption of necessary communications; however, replacement of existing infrastructure with underground infrastructure is cost-prohibitive.
3. Vendor competition: companies are reluctant to construct infrastructure unless home density is high enough to gain sufficient subscribers to repay the investment within a reasonable timeframe. Existing utility poles also may not have enough height to support additional vendors.
4. Some municipalities and local electric companies have constructed their own high speed internet systems, either for the municipality's own use, or sold as a consumer product, with varying degrees of financial success and impact on ratepayers and taxpayers.
5. Business and industry are dependent on high speed Internet access.
6. There is a need for improved cell phone coverage in parts of Kennebunk for public safety and to support small at-home businesses or consultancies. New 5G technology may change how this signal is delivered.

Recommendations

Cable and Internet

1. High quality cable, phone and internet services have become a critical component both for quality of life and economic prosperity. The Town should create a Technology Workgroup to make recommendations as needed.

Water

1. The Town and Water District should continue to ensure that public water supplies are protected from the risk of contamination.

Light & Power

1. The Town and KLPD should create guidelines for removal of vegetation under all electric transmission lines, including manual versus chemical clearing, which was addressed in the Recommendations section of the Natural Resources Chapter.

Sewer District

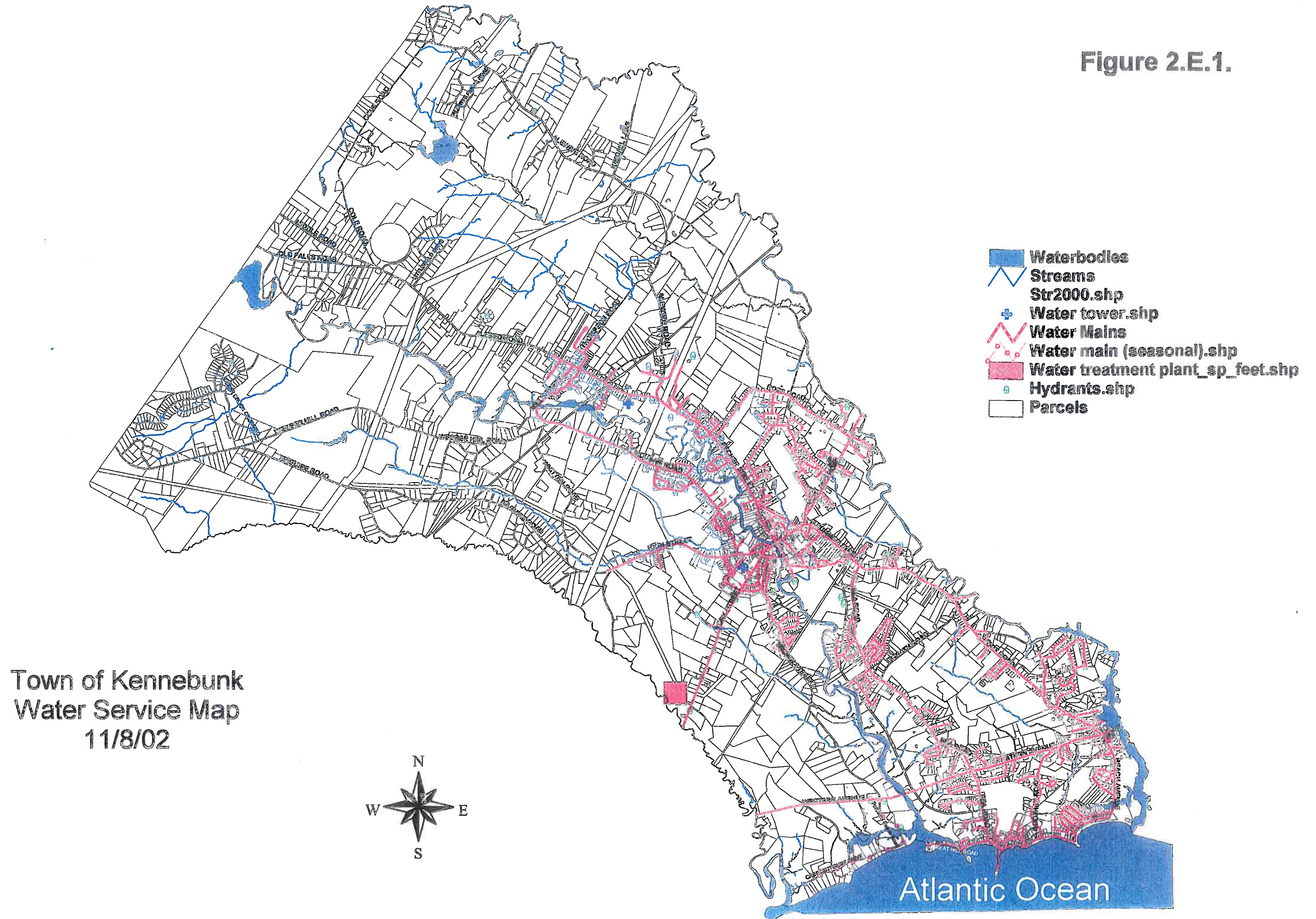
1. The Town Selectmen should work collaboratively with the Board of Trustees of the Sewer District to develop a creative and equitable solution in order to fund increased sewer capacity to support planned growth. This solution must address the pending requirements of the 2021 relicensing timeframe.
2. The Town and the Sewer District should conduct a cost/benefit feasibility study for West Kennebunk to identify costs of sewer infrastructure expansion to support business and residential growth.
3. The Town should continue to refine the mapping of growth areas so the District can better understand where service might be needed.

KLPD, KKWWD, KSD:

1. The Town should continue to meet regularly with KLPD, KKWWD, and KSD to review the cost of utilities for residents affected by utility infrastructure costs.

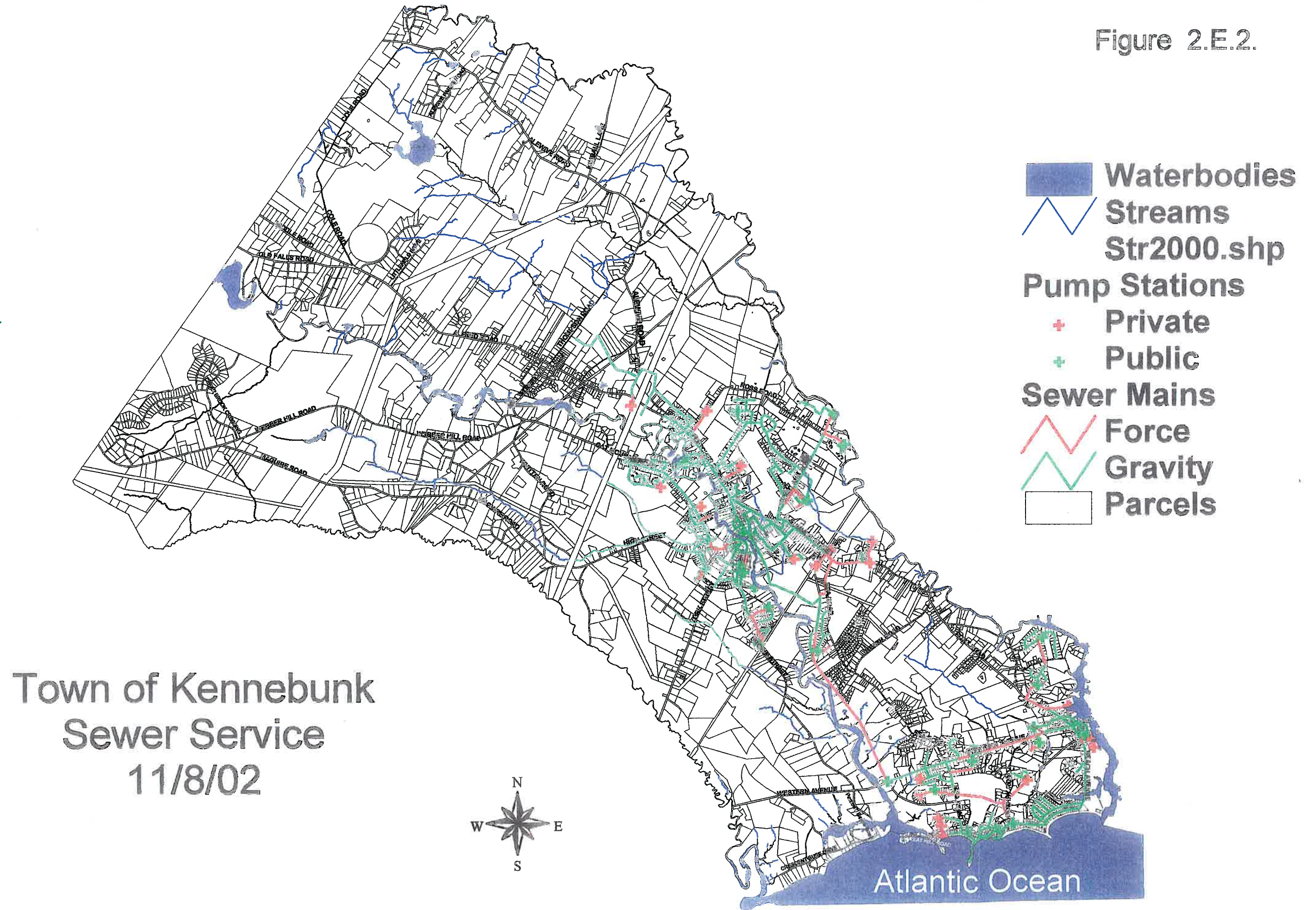
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Figure 2.E.1.



Town of Kennebunk
Water Service Map
11/8/02

Figure 2.E.2.



Chapter F: Transportation

Transportation can be described as the movement of people and goods from one location to another. The primary modes of transportation are by land, sea and air, though utilities (pipelines and cables) are a subset often associated with infrastructure.

Roads and streets are often referred to as a town's circulation or transportation system. This system is necessary to move people, goods, and services into, out of and within a town.

The road system also provides access to private property. In addition to these functions, the roadway system is also the platform from which we view much of the town. Views include fields, forests, ocean, and the places where people live and work, forming the visual impressions of our community.

As of 2017, Kennebunk's total road network consists of approximately:

- 107 miles of total public roadways.
- 4 miles of interstate,
- 5 miles of State Highway,
- 29 miles of State-Aid roads,
- 69 miles of town roads,
- Over 242 private roads

Town design standards for roads, sidewalks, storm drainage and curbs are detailed in the Town Ordinances, along with requirements for Performance Guarantees. The design standards can be viewed at <https://www.kennebunkmaine.us/DocumentCenter/View/240/Kennebunk-Ordinances--Non-Zoning---Amended-2017-11-07?bidId=>

New subdivision roads built during the past decade have tended to be less than a half mile in length and often end in a cul de sac, due to designs for clustered housing that aim to avoid wetlands impacts, provide open space and promote cost efficiencies. In general, developers have used Town design standards for construction of new subdivisions. 'Lot splits' in more rural areas requiring shared driveways or short access roadways are generally not built to Town design standards, but any that receive Planning Board review also receive Fire Department review to ensure homes can be safely accessed by emergency equipment.

Kennebunk's Transportation System Users

Like most rural communities, the automobile is the dominant mode of transportation for Kennebunk workers, of which nearly 81% drive alone and about 8% carpool. It is also significant to note that around 7% of all workers telecommute, or work from home in Kennebunk. As high speed internet increases in accessibility, the Town may experience an increase in the number of residents who choose to work from home.

| Commuting to Work in Kennebunk | | |
|-------------------------------------|-------|---------|
| | Total | Percent |
| Car, Truck, or Van (Drove alone) | 4,133 | 80.9% |
| Car, Truck, or Van (Carpooled) | 413 | 8.1% |
| Public Transportation | 16 | 0.3% |
| Walked | 119 | 2.3% |
| Bicycle | 15 | 0.3% |
| Taxicab, motorcycle, or other means | 43 | 0.8% |
| Telecommute (Work at Home) | 374 | 7.3% |
| Total Workers | 5,111 | 100% |

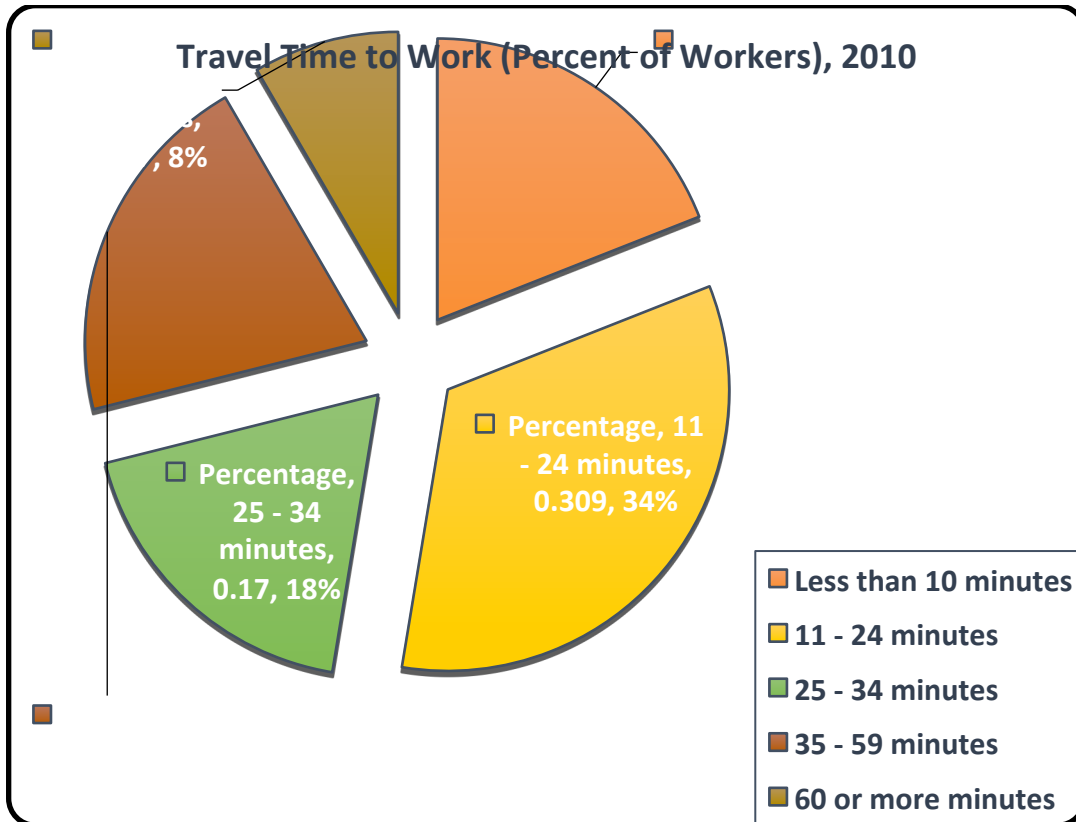
Source: U.S. Census Bureau, 2010

Census data indicates that 93% of adults living in Kennebunk have access to a vehicle.

Nearly 44% of all households have access to two vehicles and 21% have access to at least three vehicles.

A 50% increase in the summer population adds significantly to the number of vehicles on Town roads, many of which are concentrated between the downtown and the beach.

Kennebunk's traffic system is pressured significantly more during the weekday times when people are driving to and from work. The mean travel time to work in Kennebunk is shown in the chart below.



Source: U.S. Census Bureau, 2010

The below chart shows the location of work for Kennebunk residents.

| Kennebunk Residents' Place of Work | Number of residents | Percent |
|------------------------------------|---------------------|---------|
| Kennebunk | 1670 | 32.9% |
| Portland | 770 | 15.2% |
| Biddeford | 385 | 7.6% |
| Kennebunkport | 290 | 5.7% |
| Sanford | 270 | 5.3% |
| Saco | 175 | 3.5% |
| Wells | 160 | 3.2% |
| Westbrook | 150 | 3.0% |
| South Portland | 135 | 2.7% |
| Kittery | 85 | 1.7% |

Source: U.S. Census Transportation Planning Products, 2015

| Place of Work | Percent |
|---------------|---------|
| Maine | 87.5% |

| | |
|----------------------------------|-------------|
| York County | (66.5%) |
| Outside of York County Residence | (20.9%) |
| Outside of Maine | 12.5% |
| Total | 100% |
| | |

Source: U.S. Census Bureau, 2010

Exit 25 of the Maine Turnpike provides commuting advantages both for Kennebunk residents working out of town and for residents of other towns working in Kennebunk. Commutes of around 30 minutes to locations as far as Portland and Portsmouth are possible.

Estimated 15-minute (green) and 30-minute (blue) drive times from/to Kennebunk Town Center



The town also has several collector roads (Route 26 and Route 99) that are widely used to travel to neighboring towns.

The Kennebunk Road Network

The Maine Turnpike is a toll highway and serves as the primary travel route to/from the Boston metropolitan area and the eastern United States. The Turnpike has northbound and southbound exits in Kennebunk.

The Maine Turnpike and local road system experience increased seasonal demands between Memorial and Labor Days.

Road systems are grouped and classified by the state and community for several reasons including:

- To design appropriate capacity, safety measures, and design speed,
- To guide investment priorities,
- To provide a framework for a road maintenance program, and
- To guide land use related regulations and access management standards with frontage on the roadway system.

Road Maintenance Responsibilities

Kennebunk is one of 47 Maine Urban Compact Area (UCA) communities with mandated maintenance responsibilities for both state and state-aid highways within town boundaries. The town is responsible for all maintenance within the UCA, except route designation and speed limit signs, and bridge and minor span maintenance. (See – www.maine.gov/mdot).

Local roads are typically not included in the State Highway and State-Aid Highway systems and are the responsibility of the town.

Private roads are neither maintained nor owned by the Town or the State.

There are four different jurisdictional categories used by the state to classify how roads are maintained:

- State Highways
- State-Aid highways
- Local roads
- Private roads

State Highways are a system of connected roads throughout the state that primarily serve arterial or through-traffic and are maintained by MaineDOT. The exceptions are the State Highways located in Urban Compact Areas, or where MaineDOT has maintenance agreements. (Western Avenue between Christopher Lane and the Wells Town line.) The Town also classifies roads according to the street design and construction ordinance. These classifications are similar, but traffic volumes are different.

State Highways (which primarily serve as collector and feeder routes) within Kennebunk include:

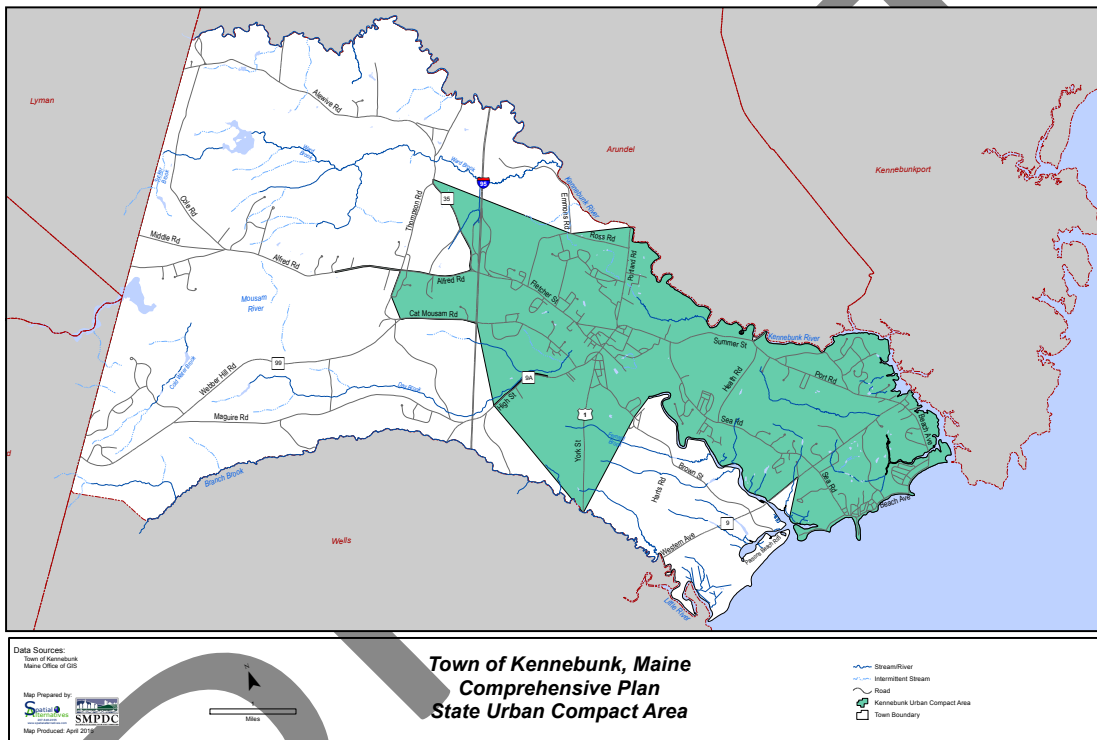
- Route 1
- Route 9 - western section (between Kennebunk / Wells Town Line and Mousam River)

State-Aid Highways are not included in the system of the state highways and generally connect local service roads to state highways. Commonly, State-Aid Highways in the rural areas are maintained by MaineDOT during the summer and by the municipality during the winter. Any State-Aid Highways in the Urban Compact Area are maintained by the Town. The State-Aid Highways in Kennebunk are:

- Route 9 (eastern section) between Mousam River and Kennebunk / Kennebunkport Town Line)
- Route 9A
- Route 35

- Route 99
- Mill Street
- Section of Alfred Road (between Mill Street and Route 35)
- Sea Road
- Beach Avenue
- Ross Road

Kennebunk’s road network as of 2017 is depicted in the following jurisdiction map:



NOTE: MaineDOT Map Viewer

The MaineDOT Map Viewer is an online mapping program designed for access to a variety of transportation data. The most useful functions include mapping of federal functional road classifications, bridge and railroad data, MaineDOT transportation projects, and Highway Corridor Priorities and Customer Service Levels. The Map Viewer can be found on the MaineDOT website: <http://www.maine.gov/mdot/mapviewer>.

It is recommended that Comprehensive Plan users consult the “map viewer” for the most current MaineDOT data. In this document we have included maps and data less subject to change and provided the title of reference items available on the Maine web site for better viewing and access to data that is more subject to change.

MaineDOT has a comprehensive methodology for the ongoing assessment of the condition of its entire road network for purposes of setting priorities for repair and maintenance long term. In 2014, the Town developed a Pavement Management System to prioritize the maintenance needs of its local roads. It also developed multi-year repair and maintenance budget estimates for all local roads. The first year-road capital maintenance budget was approved by town residents in 2017.

The Town of Kennebunk currently has a pavement management program that utilizes the PAV-ER software developed by the United States Army Corps of Engineers - Engineer Research and Development Center. The Town switched to this current version back in 2014 and that process included a complete inventory of the public roads in accordance with ASTM D6433 - Standard Practice for Roads and Parking Lots Pavement Condition Index Surveys. The ASTM has established procedures of identifying and quantifying various pavement distresses, which are then utilized to develop a Pavement Condition Index (PCI) for a particular roadway system. The PCI for each road will vary within certain areas and this is grouped into segments, which in turn are given a rating based on ranges of conditions (Good, Fair, Poor). The various distresses will generally correspond to the current condition of a road, the source of deterioration (load or climate) and this information can be used to develop a maintenance strategy.

Adopting this approach to pavement management created a more focused effort on allocating funds toward roads cost-effectively and in ways that would economically extend service life. It avoids the “worst first” approach, as that does not tend to yield long-term positive results.

In fiscal year 2018-2019, the Town focused on enhancing this program by outsourcing the condition assessment. This allowed the Town to adopt an automated pavement condition assessment system that relies on a vehicle mounted with sensors that scans the pavement to identify various distresses. The switch to an automated approach removes any of the subjectivity in assessing various distresses. The data will be processed in a similar way to arrive at a PCI and coded to GIS.

The Town is in the process of validating the proposal. It is anticipated that this scanning effort will need to be periodically conducted to maintain and up-to-date condition assessment.

Functional Classification of Roadways

Roads and streets can be classified into three (or more) functional classifications. Following MaineDOT definitions, roads in Kennebunk can be classified as arterials, collectors and local roads and streets.

Arterials provide long-distance connections between towns and regional centers. Volumes of traffic typically range from 5,000 to 30,000 vehicles per day. Arterials are classified as either principle arterials or minor arterials. MaineDOT further classifies principle arterials into interstates, other freeways and expressways, rural and urban.

Arterials in Kennebunk include:

- Principle Arterials (Interstate): I-95 / Maine Turnpike
- Other Freeways and Expressways: None

- Other Principle Arterials: None
- Minor Arterials: Route 1

Collectors act as connecting roads between local or residential neighborhoods and arterials. These roadways are the locations from which many of us view our community. Traffic is collected from local roads and delivered to arterial roadways, which are designed for higher speed and improved mobility. Typically, traffic volumes on collector roads range from 1,000 to 5,000 vehicles per day. Like arterials, MaineDOT further divides classification of collectors into major and minor collectors. MaineDOT requires driveway and entrance permits for all collector roads.

Collector roads in Kennebunk include:

- *Major Collectors:* Route 99, Route 35, Route 9A (Summer Street portion), Route 9
- *Minor Collectors:* High Street, Mill Street, Alfred Road, Ross Road, Sea Road, Beach Avenue.

Local Roads and streets provide access to individual parcels of land. Moving traffic is of secondary importance. Volumes are up to 1,000 vehicles per day. All roads not classified by MaineDOT as arterial or collectors are considered local roads. Local roads are owned by the municipality, while private road roads are not.

Corridors having higher traffic volumes (typically arterials and major collectors) and higher intensity of land use are most susceptible to problems with inadequate roadway capacity, poor level of service at intersections and unsafe pedestrian environments. There are four ways to help eliminate or prevent this conflict from causing safety problems:

- provide additional capacity in the highway (additional lanes),
- provide additional highways in a different location that can reach like destinations,
- manage access on high volume corridors, for example, reducing the number of driveways so as to reduce the number of conflicts,
- manage land use (development) by designing a balanced, safe environment for all modes of travel (vehicles, bicycles, buses, pedestrians).

MaineDOT and Its Role in the Town's Transportation Network

MaineDOT has a system to help municipalities maintain local and minor collector roads. In 1999, MaineDOT adopted the Urban Rural Initiative Program (URIP). Beginning July 1, 2013 URIP became known as the Local Road Assistance Program (LRAP). The LRAP continues to be focused on municipal aid toward highway and bridge capital improvements. Prior to 1999, the use of these local road funds was only for the maintenance or improvement of public roads. Since 1999, these funds must be used for capital improvements to local roads. The table below indicates the LRAP funding the Town of Kennebunk has received and will receive during

federal fiscal year 2016. While the cost of road repair and maintenance has increased, LRAP funding has been relatively fixed.

| Fiscal Year | Total Funding |
|--------------------|----------------------|
| 2017 | \$149,156 |
| 2016 | \$149,764 |
| 2015 | \$148,236 |
| 2014 | \$169,772 |
| 2013 | \$166,689 |
| 2012 | \$160,556 |
| 2011 | \$154,948 |

Source: MaineDOT Local Roads Program, 2017)

Capital Improvements

There are two principal entities that fund improvements to the road system in Kennebunk: the Town and MaineDOT. The Town of Kennebunk spends municipal funding on maintaining and improving local roads. The table below indicates the amount of municipal funding that Town of Kennebunk has set aside each year since 2013.

| Fiscal Year | Roads and Sidewalk Funding Capital Improvement Budget \$ |
|--------------------|---|
| 2017 | 2,130,000 |
| 2016 | 453,000 |
| 2015 | 1,085,500 |
| 2014 | 1,010,000 |
| 2013 | 1,110,400 |

Source: Town of Kennebunk Finance Director

MaineDOT Work Plan

MaineDOT manages its resources by creating three-year work plans. The work plan contains projections of transportation resources (federal, state, other) and MaineDOT’s strategies for planning and operating all modes of transportation throughout the state of Maine. To explore MaineDOT’s current work plan for Kennebunk go to: www.maine.gov/mdot/projects/workplan

Municipal Partnership Initiative (MPI)

The MPI program was created by the MaineDOT in 2011. The program is a matching grant program for projects on state and state-aid highways that may not be a priority. The MPI program has typically been a 50% cost share with a cap on the State contribution at \$500,000.

The municipality administers the project in accordance with MaineDOT Local Project Administration requirements. MPI projects must be certified by a professional engineer and have a useful life span of at least ten years. Municipalities may propose shifting long-term maintenance responsibilities as part of their share.

Business Partnership Initiative (BPI)

MaineDOT's Business Partnership Initiative (BPI) is a one third state, two third business/municipal demand response program, designed to respond to Municipal / Business Entity requests, such as responding to changing local transportation needs on State and State-Aid highways, developing economic opportunities and relieving safety concerns on or adjacent to these highways.

The program is designed to promote public/private partnerships between MaineDOT and municipalities, public utilities, private businesses and other entities by leveraging additional resources on a voluntary basis to match limited state resources. It will make improvements to State and State-Aid highways often utilizing more flexible project delivery methods when the nature of the highway and project allow.

MaineDOT Highway Corridor Priorities

The MaineDOT Highway Corridor Priorities are based on a ranking system. The following chart outlines the priorities for the current (2016-2018) roadway system. The Corridor Priorities are based on federal functional classification, regional economic significance, heavy haul truck use and relative regional traffic volumes.

As of 2017 Priority Corridor Roads in Kennebunk include the following,

- *Priority 1:* I-95 / Maine Turnpike, Route 1
- *Priority 2:* None
- *Priority 3:* Routes 99, 35, 9
- *Priority 4:* Route 9A, Sea Road, Beach Avenue, Alfred Road, Mill Street, Ross Road

See www.maine.gov/mdot/mapviewer/

MaineDOT Customer Service Levels

Similar to the Highway Corridor Priorities, the Customer Service Level is prioritized on three criteria: safety, condition, and service. Each criterion has several factors that are included in the overall rating of each category. Roads and road segments are given an A-F rating with A being the best and F being the worst. To get a better idea of the customer service levels for each road/node, including specific sections of roadways listed below; visit the MaineDOT Customer Service Level webpage at <http://maine.gov/mdot/about/assets/hwy>

1. Customer Service Level – Safety:

Most roads in Kennebunk are classified in the A or B category. There are sections of Routes 1, 9A, 35, 99, and Beach Avenue in the C category. This is primarily due to crash history,

pavement width, and pavement rutting. Sections of Routes 1 and 99 are in the D category. This is primarily due to crash history on these roads. There are no roads in the F category. Please refer to the *Customer Service Level – Safety map* to see these in map form.

2. Customer Service Level – Condition:

Most roads in Kennebunk are again classified in the A or B category. There are sections of Routes 1, 35, 99 and Beach Avenue in the C category. This is primarily due to ride quality, roadway strength, and pavement condition. There is a large section of Route 99 in both the D and F category, along with the downtown and an outer portion of Route 1. This is primarily due to roadway strength and ride quality. Please refer to the *Customer Service Level – Condition map* to see these in map form.

3. Customer Service Level – Service:

Most roads in Kennebunk are classified in the A or B category. There are sections of Routes 1, 35 and Alfred Road in the C category. This is primarily due to congestion. There is a section of Alfred Road in the D category, also due to congestion. There are no roads in the F category. Route 1 between High Street and the Arundel town line is a major U.S. route that passes through Kennebunk’s downtown and southern and northern shopping and commercial areas and is intersected by numerous adjoining town streets. There are eight traffic lights in this stretch that contribute to increased traffic congestion at predictable times of the day and times of year, notably in the late afternoon and in the summer, especially on Friday afternoons. Traffic mobility is also impaired during the school year, as vehicles coming from Kennebunk High School and the Middle School funnel to Route 1. In Lower Village, Route 9, which enters Kennebunk from Wells and continues north into Kennebunkport, backs up frequently during the summer due to conflicts from the multiple uses of this busy downtown.

Please refer to www.maine.gov/mdot/customerservice - to see these in map form.

The Maine Turnpike

The Maine Turnpike Authority (MTA) operates under a four-year Capital Investment Plan. See <http://www.maineturnpike.com/project-and-planning/Transportation-Planning.aspx> for MTA projects that are located in the Town of Kennebunk.

Kennebunk Traffic Data

The Average Annual Daily Traffic (AADT) is the predominant type of traffic data that is collected for roadways. Traffic volume trends can be an excellent way to measure the functionality of the road system. MaineDOT is responsible for conducting traffic counts for the Southern Maine Planning & Development Commission region. Kennebunk is part of Zone 1, and traffic counts are conducted every 3 years. Significant traffic volume increases have occurred along Routes 35 and 99 between 2007 and 2013. The most current traffic data is available at - www.maine.gov/mdot/traffic.

Traffic volume trends are shown in the table below.

| Kennebunk, Maine - Roadway Traffic Data | 2010 | 2013 | 2010-2013 | 2016 | 2013-2016 |
|--|--------------|--------------|------------------|--------------|------------------|
| Roadway Name and Limits of Count | Count | Count | % Change | Count | % Change |
| US 1 (YORK ST) NE/O SWAN ST | 8,940 | 9,280 | 3.80 | - | |
| US 1 (YORK ST) SW/O SWAN ST | 8,330 | 8,280 | -0.60 | 7,960 | -3.86 |
| US 1/9A (YORK ST) E/O BROWN ST @ BRIDGE | 15,240 | 14,590 | -4.27 | - | |
| US 1(PORTLAND ST) NE/O BARNARD LN(S JCT) | 16,130 | 14,310 | -11.28 | - | |
| SR 9A/SR 35 (SUMMER ST) E/O ELM ST | 7,460 | 7,140 | -4.29 | - | |
| SR 9A/99 (HIGH ST) W/O US 1 (MAIN ST) | 5,470 | 5,710 | 4.39 | - | |
| SR 9A/35 (SUMMER ST) SE/O HEATH RD | 5,260 | 4,870 | -7.41 | 4,500 | -7.60 |
| SR 9 (WELLS RD) @ BR# 2693 @ WELLS TL | 4,470 | 4,350 | -2.68 | 4,640 | 6.67 |
| SR 9 (WELLS RD) E/O SEA RD | 4,580 | 4,460 | -2.62 | 4,750 | 6.50 |
| SR 9 (WELLS RD) W/O SEA RD | 5,370 | 4,840 | -9.87 | 5,150 | 6.40 |
| SR 9 (WELLS RD) @ KENNEBUNKPORT TL | 10,990 | 9,040 | -17.74 | 9,490 | 4.98 |
| SR 35 (FLETCHER ST) SE/O MAIN ST #2 | 13,200 | 13,650 | 3.41 | 12,750 | -6.59 |
| SR 35 (FLETCHER) SE/O ME TURNPIKE NB RMP | 12,690 | 11,710 | -7.72 | 13,570 | 15.88 |
| SR 35 (ALEWIVE) NW/O RUSSELL FARM(N JCT) | 3,170 | 3,700 | 16.72 | 3,630 | -1.89 |
| SR 35 (FLETCHER ST) NW/O STORER ST | 9,680 | 9,140 | -5.58 | 9,580 | 4.81 |
| SR 99 (CAT MOUSAM RD) N/O SR 9A (HIGH) | 4,120 | 4,230 | 2.67 | - | |
| SR 99 (WEBBER HILL RD) W/O WHITTEN RD | 4,070 | 4,700 | 15.48 | 4,780 | 1.70 |
| I-95 (SB) N/O OFF RAMP TO SR35(ALEWIVE) | 24,140 | 24,090 | -0.21 | 27,380 | 13.66 |
| I-95 (NB) N/O ON RAMP FROM SR 35 | 24,230 | 23,940 | -1.20 | 27,050 | 12.99 |
| SEA RD N/O SR 9 (WELLS RD) | 2,370 | 2,510 | 5.91 | 2,390 | -4.78 |
| SEA RD SW/O SR 9A/35 (SUMMER ST) | 3,390 | 3,290 | -2.95 | 3,390 | 3.04 |
| BEACH ST SE/O SR 9 (WELLS RD) | 4,170 | 4,220 | 1.20 | 4,260 | 0.95 |

Source: MaineDOT

Crash History / Trends

The table below indicates that there were 1,421 crashes in Kennebunk between 2010 and 2016. From 2010 to 2016, there has been an increase in annual crashes by 40 (22%).

| Year | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | TOTAL |
|---------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|--------------|
| Total Crashes | 182 | 180 | 184 | 216 | 222 | 215 | 222 | 1,421 |

MaineDOT rates crash locations throughout the state by defining *High Crash Locations (HCLs)*, which must given higher priority in funding for safety projects. In order to qualify, an HCL must have had at least eight crashes during a three-year period.

In Kennebunk, there were three high crash locations between 2014 and 2016.

| High Crash Locations in Kennebunk: 2014 – 2016 | Total Crashes | Critical Rate Factor | Ranking County/State |
|---|----------------------|-----------------------------|-----------------------------|
| Route 9 (Western Avenue), from the intersection with Chase Hill Road to the Kennebunk / Kennebunkport Town Line | 16 | 2.78 | 48 / 3 |
| Route 35 (Alewives Road), from the intersection with Perkins Lane to the intersection with Walker Road | 12 | 1.05 | 182 / 34 |
| Intersection of Route 35 (Alewives Road) and the entrance / exit to I-95 / Maine Turnpike | 10 | 2.63 | 122/32 |

Detailed Kennebunk crash location data can be found at www.maine.gov/mainecrashpublic

Access Management of State and State-Aid highways

MaineDOT has developed a set of access management rules concerned with arterial capacity, acceptable drainage capacity, and driveway-related crashes. Any new or changed driveway or entrance on state and state-aid highways located outside of urban compact areas must meet specifications described in the rules in order to obtain a permit from MaineDOT. The rules regulate sight distance, corner clearance, spacing, width, setbacks, parking, drainage, etc. For information see www.maine.gov/mdot/traffic/accessmanagement.

The rules are organized into a four-tier system with regulation of driveways and entrances increasing for roads with higher mobility importance and poorer safety records.

Mobility corridors are roads that connect service centers and/or urban compact areas and carry at least 5,000 vehicles per day along at least 50% of the corridor's length. In Kennebunk, the mobility corridors include the non-urban compact portions of the following roads:

- All State Highways and State-Aid Highways. In Kennebunk, this includes the non-urban compact area portions Route 9, Route 9A, and Mill Street.
- Major collector and Arterial standards provide more detailed design standards for entrances into major collector and arterial roads. Entrances are access that serves 50 or more trips per days. In Kennebunk, this includes the non-urban compact area portions of Route 35 and Route 99.
- Retrograde arterials are mobility corridors where the number of crashes related to a driveway or entrance exceeds the statewide average for arterials with the same posted speed. There are no retrograde arterials in Kennebunk.

Please refer to www.maine.gov/mapfinder to see these in map form.

In addition, all site plans for development occurring along the Portland Road corridor (between Route 35 and the Arundel town line) are required to conform to the recommendations of the Portland Road Traffic Management Study. The study findings are available on the town website www.kennebunkmaine.us.

Corridor / Transportation Studies

Kennebunk was a participant in the Central York County Connections Study. The study was undertaken by MaineDOT and the Maine Turnpike Authority in 2010. The study's goal was to identify a series of recommendations designed to preserve or enhance transportation connections between Central York County and the major transportation corridors including US Route 1 and the Maine Turnpike.

Recommendations from the study area pertinent to Kennebunk are as follows:

- Detailed Study of a New Route 99 to Route 35 Connection (Kennebunk)
- Pave Shoulders on Route 35 (Kennebunk and Lyman)
- Pave Shoulders on Route 99 (Kennebunk and Sanford)
- Eliminate “Y” Intersections
- Pedestrian and Streetscape Improvements in Villages/Towns

More information can be found in the report at:

www.maine.gov/mdot/planning/centralyorkcountyconnections

Kennebunk Parking, Bridges and Traffic Flow Management

Parking

There are several major areas in Town where public parking supply continues to be an important planning consideration:

Downtown Kennebunk:

The Town owns spaces in three off-street parking areas:

- Grove Street: 12 town-owned of 43 total spaces.
- Behind Garden Street: 46 town-owned of 70 total spaces
- Town Hall: 17 town-owned of 32 total spaces
- Waterhouse Center Parking Lot: 25 spaces

On-Street Parking:

- Green Street: Currently 9 total spaces, may be reduced once restriped according to ordinance
- Main Street: 35 spaces

West Kennebunk Village:

- The Town does not have a public parking lot. On-street parking is permitted along Alfred Road

Lower Village:

- The Town has a 25-space off-street public parking in the Lower Village behind the Washington Hose Fire Station. On-street parking is permitted along Route 9 and Route 35 in some areas.

Beach Area:

- There are approximately 238 designated parking spaces along Beach Avenue from Gooches Beach to Kennebunk Beach. Off-street parking occurs in neighborhoods and side streets, but is not quantified in the supply.

Kennebunk River

- While parking in and around the harbor is available, it is very limited, with the parking needs of boaters competing with parking needs of local tourists. There are no counts of available spaces, but during any peak weekend, demand exceeds supply.

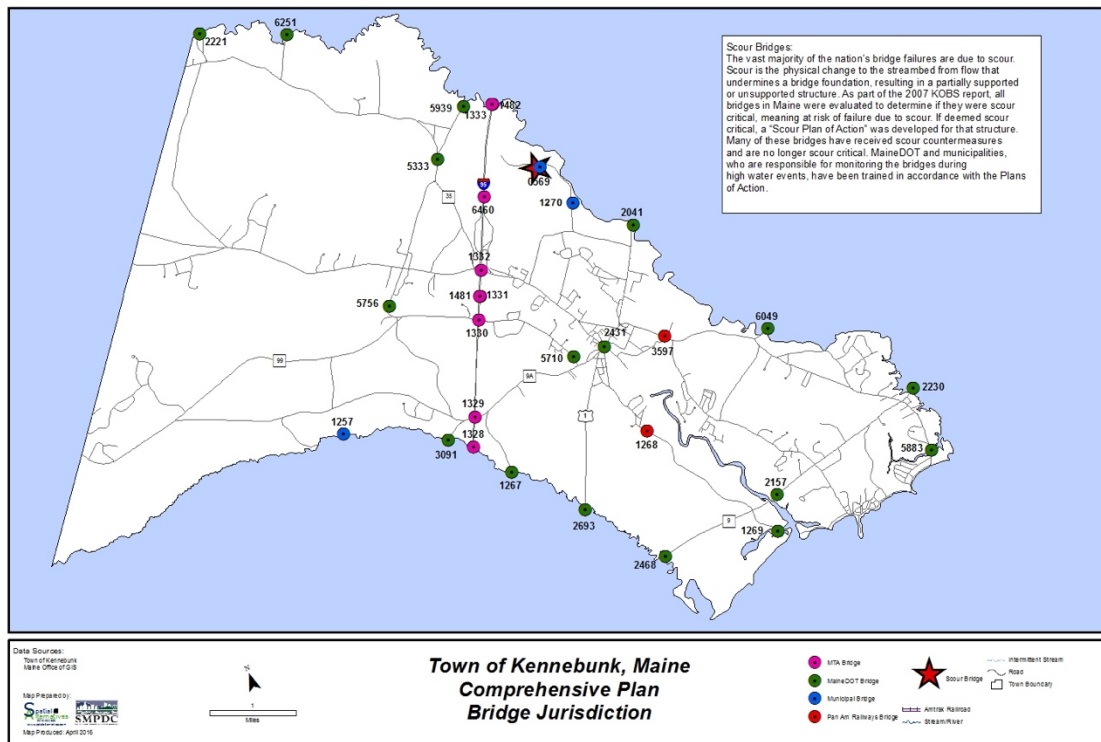
York Street, Route 1 South

- An increase in the amount of on-street parking has occurred as a result of increased commercial activity.

Bridges

There are 31 bridges in the town of Kennebunk, with ownership and maintenance responsibilities as follows:

- MaineDOT - 17
- MTA - 9
- Kennebunk - 2
- Pan Am Railway - 2
- Wells & Kennebunk jointly - 1



The condition of bridges are monitored by MaineDOT every two years and given a Federal Sufficiency Rating (FSR). Each FSR has a numeric indicator of the overall value of the sufficiency of the bridge. A rating will be from 0-100 (0 indicates the worst and 100 indicates the best). The formula is used to identify bridges eligible for federal funding. The FSR includes both structural deficiencies as well as functional obsolescence. This rating gives an overall value of the sufficiency of the bridge. Since functional obsolescence (too narrow or low weight capacity due to the age of the bridge) may account for a large portion of the rating, a low sufficiency rating does not mean the bridge is at high risk of failure. Additional information is available at www.maine.gov/mdot/publicbridges

Pedestrian & Bicycle Infrastructure

Pedestrian Network

Sidewalks are the primary facility for pedestrians. These include children, people with strollers, the elderly, and pedestrians with physical and mental disabilities, including impairments that require the use of wheelchairs and other assistive devices. Kennebunk's town-maintained sidewalks mostly adjoin the major arteries and business areas such as Portland Road, Main Street and Lower Village. The Open Space Plan includes work on providing bicycle and pedestrian connections to neighborhoods, schools, waterfronts and other activity centers.

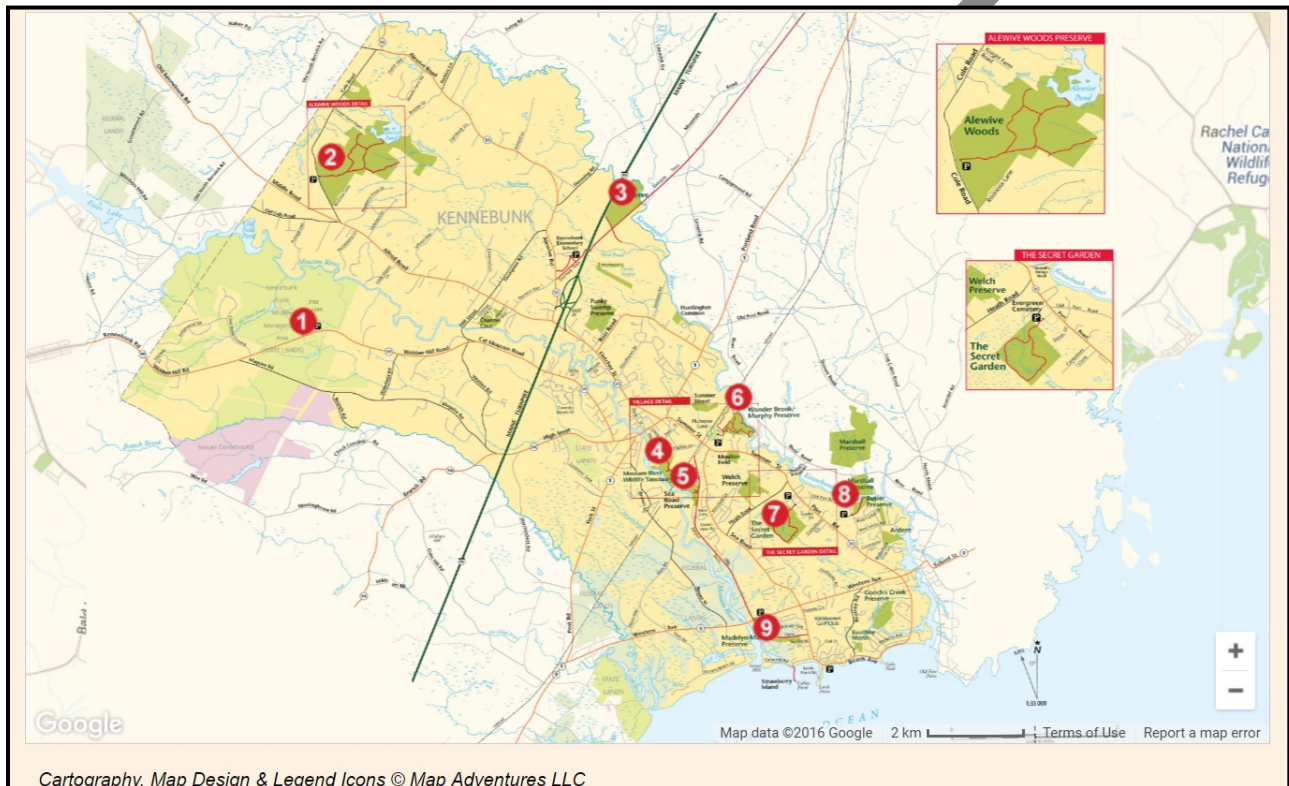
Trails / Open Spaces

There are two major organizations that have created on-road and off-road trails in Kennebunk.

- The Eastern Trail Alliance created the Eastern Trail network that connects Kittery to South Portland through a series of on-road and off-road trails. In Kennebunk, the Eastern

Trail is located on several local roads in the western portion of town before joining the off-road section of the trail just west of I-95 / Maine Turnpike. This off-road portion of the trail crosses the I-95 / Maine Turnpike on a pedestrian bridge and continues until the border with the Town of Arundel. The Eastern Trail is part of the larger East Coast Greenway network; plans are in place to eventually connect Maine to Florida through an off-road trail system.

- The Kennebunk Land Trust currently owns and maintains an impressive nine preserves spanning across the town. The map below was provided by the Kennebunk Land Trust and includes the location of the public trails in Kennebunk.



- The Bridle Path is a Town-owned semi-improved trail that extends from Summer Street to Sea Road for approximately three miles. This is accessible to an elementary school, multiple neighborhoods and is an off-road system in an abandoned rail corridor. This corridor also has the Kennebunk Sewer District pipeline that connects the beach area to Water Street.

Bicycle Network

Increasingly, land use and transportation planners are recognizing the bicycle as a viable transportation mode, and by virtue of this, bicyclists have the same mobility needs as any other road user. While recreation is still the primary use of the bicycle, more people are beginning to cycle as a way to commute to work and run errands. Across Maine, cyclists are now often

included in all phases of transportation planning including new road design, construction, and rehabilitation (for more on this, see the Complete Streets section below).

Maine bicycling laws generally give bicyclists the same rights and responsibilities as motor vehicle operators. Bicyclists may ride in the appropriate lane on a public road, and they must obey traffic laws such as stopping at red lights and stop signs, yielding to pedestrians at crosswalks, and yielding to traffic when entering a road from a driveway. Motorists are required to give at least three feet of clearance when passing bicyclists.

Any segment of roadway having a paved shoulder of at least four feet wide is generally considered appropriate for bicycle travel.

Complete Streets

Communities across the State of Maine and the country are adopting “Complete Streets” policies that result in safer and more accessible streets for all users.

Complete Streets are designed and operated to enable safe access for all users: pedestrians, bicyclists, motorists, and public transportation users of all ages and abilities. Complete Streets make it easier to cross the street, access shops, and ride a bicycle.

A Complete Streets Policy does not dictate a one-size fits all approach. A Complete Street in a rural area will look quite different from one in an urban area. Both are designed to balance safety and convenience for everyone using the road. A Complete Street may include sidewalks, bike lanes, paved shoulders, comfortable and accessible bus stops, crosswalks, median islands; curb extensions (bump-outs), narrower travel lanes, and more.

By adopting a Complete Streets Policy, communities guide planners, engineers, and other professionals to routinely design and operate the entire right of way to enable safe access for all users. A Complete Streets policy will encourage transportation planners to create a street network that is better and safer for drivers, transit users, pedestrians, and bicyclists.

Some Examples of Complete Streets in Kennebunk

Main Street Kennebunk (Before & After)

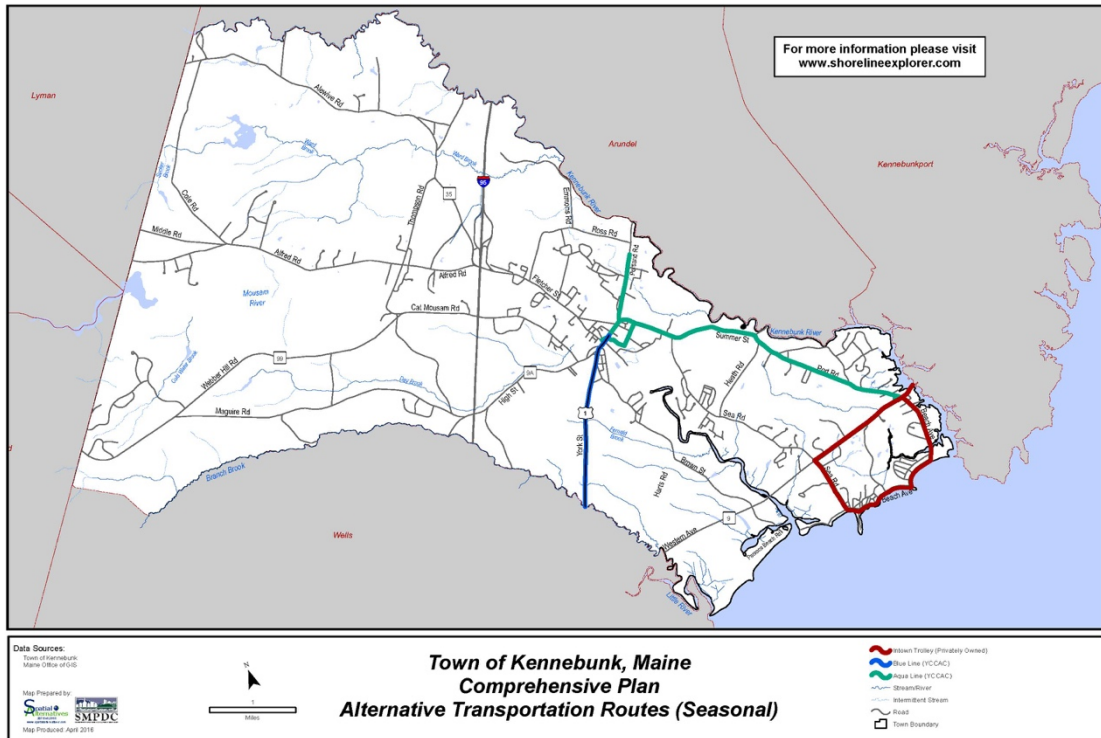


Main Street, Kennebunk (Before & After)



Alternative Modes of Transportation

While motorized vehicles including automobiles and trucks will continue to be the primary form of transportation in Kennebunk, the Town has been effective in encouraging and planning for other forms of transportation.



Public Transportation:

The Town of Kennebunk has several public transportation options (refer to the Public Transportation Routes map to view in map form).

1. York County Community Action Corporation (YCCAC):

- Shoreline Explorer
- The Aqua Line operates during the summer, seven days per week, and runs between Downtown, the Lower Village, and the Kennebunk Beach. The Blue Line (4) provides seasonal service serving the towns of Kennebunk, Wells, and Ogunquit, 7 days per week.

- The “Local Rides” demand-respond service is offered on Wednesdays to the Biddeford area for shopping, medical, or other types of appointments. A 24-hour advance notice is required by calling YCACC to schedule the trip.
2. Friends in Service Helping (FISH) Transportation:
 - The FISH program provides rides to seniors who need to get to medical appointments.
 3. Senior Centers:
 - Atria and Huntington Commons provide mini-bus service for their residents.

Passenger Rail Transportation:

Stops on the Amtrak Downeaster line are in the towns of Wells and Saco, a 20 minute drive from Kennebunk.

Air Transportation:

Kennebunk is approximately 30 minutes from both the Portland International Jetport and the Portsmouth International Airport in New Hampshire. Logan International Airport in Boston, Massachusetts and Manchester Airport in New Hampshire are approximately 90 minutes from Kennebunk. The Sanford Regional Airport is approximately 15 minutes west of town.

The only airport-related land use within Kennebunk is an FAA-owned tower off Cole Road in West Kennebunk (Rural Residential zone) which is part of the approach to Sanford Regional Airport (photo available).

Alternate Modes of Transportation

Issues & Implications

- As noted in the Population Chapter, Kennebunk has an aging population, which dictates the need for crosswalk and other pedestrian safety aids, especially where concentrations of seniors frequent or reside. Also, as we seek to increase tourism, we need to provide a safe environment for visitors. MaineDOT now supports the “Complete Streets” concept and we can expect the state to require its application in any future state and state aid projects within Kennebunk. Consequently, pedestrian facilities that are accessible and well maintained are essential to the community.
- Many Maine towns have a Bicycle and Pedestrian Committee and there are resources readily available to help the Town develop its own Plan. The Plan would include recommendations on which streets should provide in-shoulder bicycle pathways and where separate shared-use pathways are more appropriate, including consideration to connections with existing private and public ways. This Plan would also include

provisions for those with mobility challenges. In historic areas, it is important to balance the need for bicycle and pedestrian safety and access with streets' historic character.

- Kennebunk employers have reported difficulties in filling their employment needs locally. They would welcome transportation assistance programs that would provide access to the labor markets of Biddeford, Saco, and Sanford. The large number of older residents also face growing transportation challenges, now and in the future.
- The development of additional homes, even in designated growth areas, will add to traffic congestion on major and minor connector roads in town.
- Older seniors who can no longer drive do not have access to transportation, making it more difficult for them to safely age-in-place.

Recommendations

1. The Town should appoint a Transportation Policy Advisory Committee to provide guidance for bicycle, pedestrian, ride-sharing/car pooling and all other alternative transportation policies. The new Committee should consider naming separate subcommittees to focus on different modes, for example, Bike/Ped and Transit. Among other tasks, this committee would with public input advise the Select Board on implementation of a Complete Streets policy and create a supporting Bicycle and Pedestrian Plan. As part of this new Plan, the Town should establish a policy for connectivity of all pedestrian and bikeway systems.
2. The Town should consider options for public transportation to reduce the number of cars on the road. Such transportation could perhaps be coordinated with neighboring towns to provide inter-town commuting potential.
3. The Town should support and implement transportation resources for older residents and others with reduced mobility, coordinating with volunteer organizations such as *No Place Like Home* and *FISH*, and the Independent Transportation Network's pilot program *ITN Country*.

Road Maintenance and Capital Investment

Issues & Implications

- The town has 108 miles of total roads to service year round. These roads are among the town's most valuable resources and a method to ensure ongoing maintenance and replacement of roads is critical to the financial health of the community. In 2014 the town undertook an assessment of the condition of its road network and developed a multi-year plan, citing priorities, to bring roads up to acceptable levels over time and maintain them. A budget was requested and the initial phase was approved by the voters. In 2018, the selectmen will be adopting a new ARAN pavement management program.

Recommendation:

1. The Town should ensure that this capital investment program be reevaluated annually to protect the Town's investment, recognizing the 2018 adoption of the ARAN system for cataloging roadwork needs.

Private Road Responsibilities

Issues and Implications

- There are over 242 private roads within Kennebunk. These roads vary considerably in construction, width, condition, and accessibility as the Town does not have Private Road standards. At issue is the ability to provide emergency response services especially in inclement weather and at night. What level of service should the town reasonably be expected to provide when private roads present access issues? What basics should be expected of property owners?

Recommendation:]

1. The Town and the Planning Board should review the Town's policies and capabilities for providing emergency response services to residents of private roads to identify potential liabilities and the need for different or additional policies. This may require a survey of residents or a public meeting with Public Safety personnel. A review of the policies of other towns should be conducted.

Public Parking

Issues & Implications

- Town-owned parking spaces are valuable assets. Through the years, parking needs change in various parts of town. Ideally, potential future parking needs would be anticipated and space acquired economically for that purpose. In the real world this is seldom possible. The two areas where the need for public parking has been debated over the years are Lower Village and Main Street downtown. The Lower Village need also potentially involves seasonal tour bus parking and the overall site potential for any parking is limited. The 2017 Lower Village Master Plan may help focus the town's best course of action in Lower Village. Another issue is the parking needs of business operators and their employees, who often vie for limited public parking.

Recommendations

1. The Town should identify a list of town locations where public auto parking is presently needed in order to facilitate future purchase opportunities as they develop. The Lower Village solution may involve a remote parking lot and use of shuttles.
2. The Town should improve wayfinding and parking signage on Main Street and in Lower Village to help direct tourists to needed parking.

Traffic Management

Issues & Implications

- There are now eight traffic lights between High Street and Ross Road, a distance of less than three miles. Synchronization of traffic lights is key to maintaining acceptable levels of traffic flow. MaineDOT's Traffic Analysis Section, Planning Bureau can help the town identify and describe levels of congestion on Kennebunk's state roads. Another traffic component that requires better understanding is that of the number of large delivery trucks and the routes they choose in and out of town. In recent years, the number of these trucks seems to have increased.
- Traffic around the I-95 Turnpike ramp areas is increasing significantly.

Recommendations

1. The town should periodically monitor levels of congestion on its main arteries and seek input from emergency service providers to identify potential problem areas.
2. The Portland Road Traffic Management Study should be revisited and updated.

Connector Roadways

Issues & Implications

- The Town should identify and prioritize which of its (town-owned) roads are important connector or bypass roadways. The Ross Road connector between Fletcher Street and Route 1 is on MaineDOT's priority list. The Mill Street connector between Cat Mousam Road (99) and Alfred Road (35) is on MaineDOT's priority list and referenced in the Central York County Connection Study.

Recommendations:

1. The Town should continue to implement the Central York County Connection Study's recommendation to eliminate Y-intersections in order to improve both traffic flow and intersection safety.

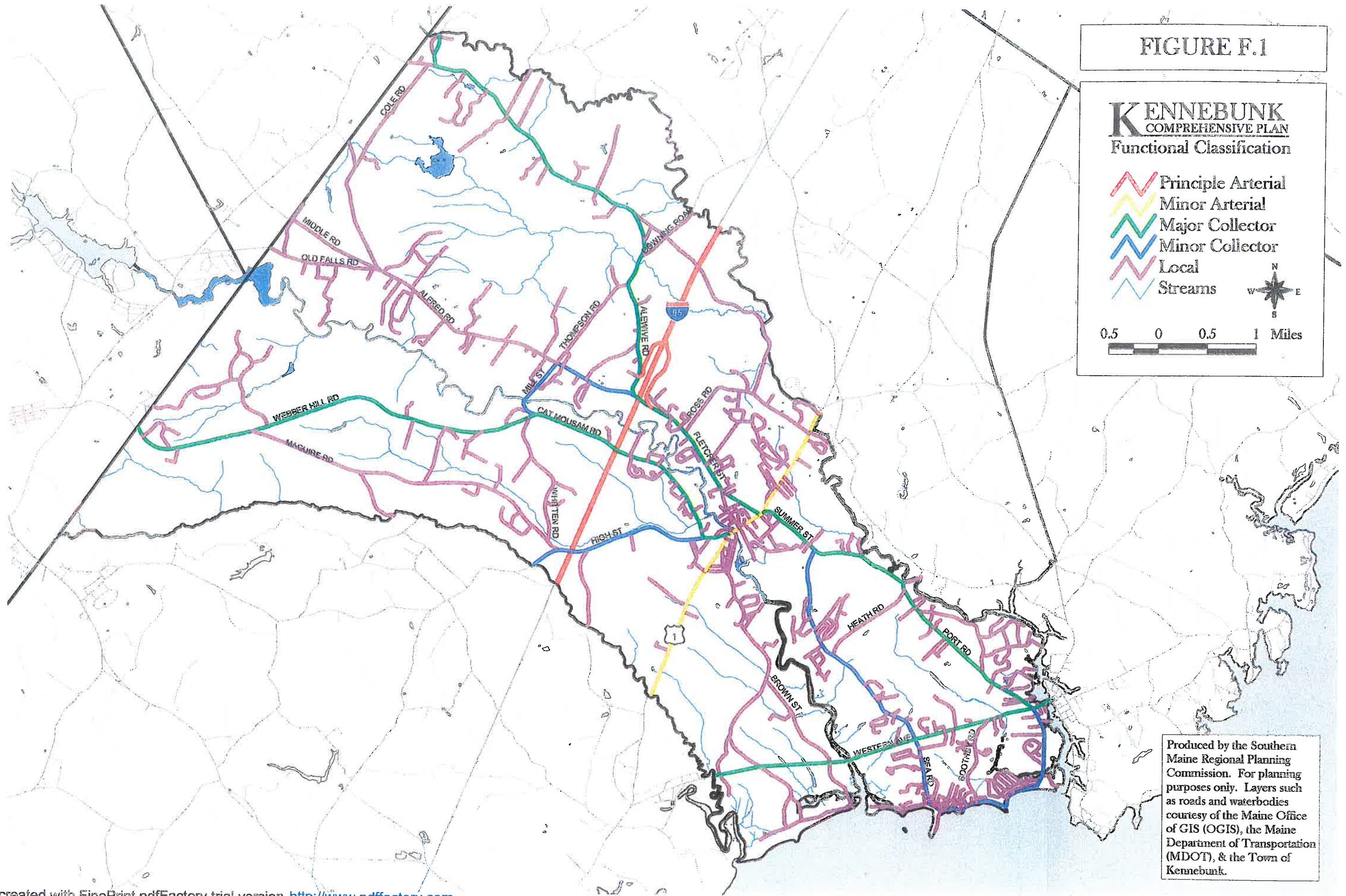

FIGURE F.1

KENNEBUNK
COMPREHENSIVE PLAN
Functional Classification

-  Principle Arterial
-  Minor Arterial
-  Major Collector
-  Minor Collector
-  Local
-  Streams



0.5 0 0.5 1 Miles



Produced by the Southern
Maine Regional Planning
Commission. For planning
purposes only. Layers such
as roads and waterbodies
courtesy of the Maine Office
of GIS (OGIS), the Maine
Department of Transportation
(MDOT), & the Town of
Kennebunk.

Chapter G: Municipal Facilities

General Government

Kennebunk operates under a charter originally adopted in 1984, revised in 2009 and amended most recently in 2012. Its government conforms to the Maine State Statutes as the “Town Meeting/Selectmen/Manager” form. A Town Meeting enacts, amends or repeals rules, ordinances and resolutions and elects a seven-member Select Board (SB) for three-year staggered terms. The Select Persons are the chief executive officers of the Town.

The Town Manager is the chief administrator of the Town. Chief among the duties delineated under the Town Charter, he or she:

- is responsible to the SB for the supervision and administration of all departments and offices for which the SB confirms the appointment of the department head or director.
- implements all laws and ordinances of the Town.
- nominates, supervises and controls all Town employees except that he or she may delegate this authority to the appropriate department head.
- has exclusive authority to remove for just cause any persons whom the Town Manager is authorized to appoint.
- acts as the purchasing agent for all Town departments, boards or commissions subject to the fact that purchases above a designated amount should be submitted to competitive bid.
- attends all SB, Annual and Special Town Meetings and hearings which are initiated by the Town Manger or as required by the SB.
- keeps the SB and residents informed as to the financial condition of the Town.
- makes recommendations to the SB for more efficient operations of the Town.
- makes application for State, Federal and other aid grants for the benefit of the Town as approved by the SB.
- performs such other duties as may be prescribed by the Charter or required by the Board, not consistent with the Charter.

The Town Hall was built in 1921 with Fire Rescue and Police close by. It was significantly expanded and updated in 1985-86. Although Town Hall facilities are generally up to date and well maintained, space is barely adequate for managing day-to-day activities.

The Town has roughly 32 boards, commissions and committees staffed by volunteers. Many of these have a Board liaison to maintain a line of communications between it and the Town Government.

Staffing and Functions (Note: All staffing census numbers are as of Fall 2018.)

There are 23 full-time General Government employees organized as follows:

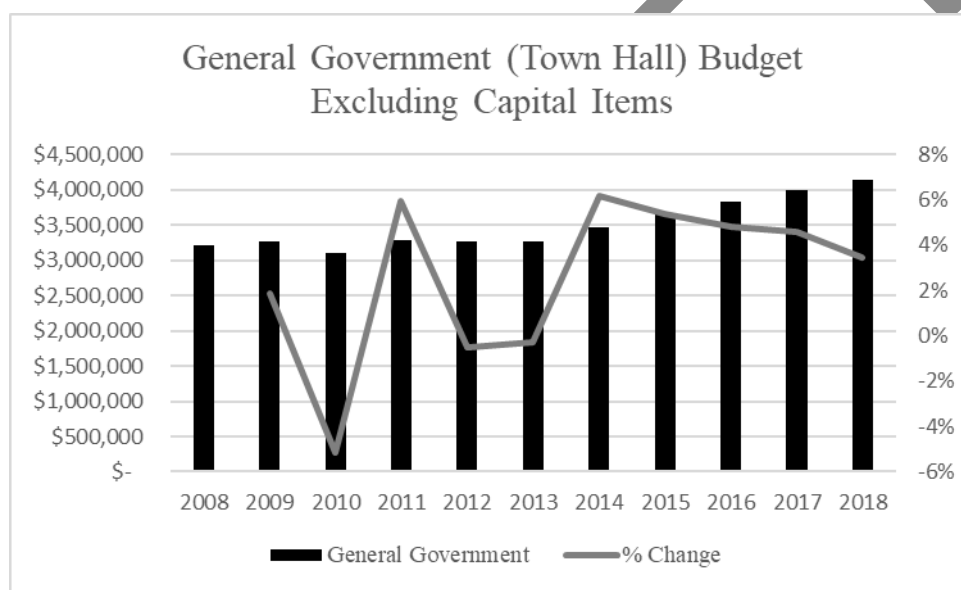
- Town Manager - five employees including Directors of Human Resources and Economic Development.
- Town Clerk – two employees. Primary functions are to oversee elections and voter registration, maintain key documents (agendas, minutes, ordinances, etc.) and issue licenses (marriage, lodging, victualers, hunting and fishing, etc.).
- Finance and Technical Support - four employees including two Technical Support professionals. Primary functions are to oversee the Town budget, prepare financial statements and manage cash flows. The technical staff supports hardware and software systems across General Government, the Kennebunk Police Department (KPD), Fire Rescue and Public Works.
- Assessment Offices - three employees. Primary functions are 1) oversight of the valuation of 6,800 real estate parcels totaling \$2.0 billion and 900 personal property accounts totaling \$37.4 million; 2) administration of the E911 Addressing System; and 3) coordination of all GIS (Global Information Systems) activities.
- Social Services - one employee. Primary functions are 1) to administer the State General Assistance Program and 2) to coordinate with a wide range of non-governmental agencies to provide food, fuel and housing assistance to those who may not qualify for General Assistance. The “volume” of traffic varies with the economy as well as other variables including the weather (fuel assistance) and alternative public and private sources of outside support. The Social Services director also provides technical and electronic publishing support to other departments.
- Community Development Office - five employees including the Director of Community Development (who is also the Town Engineer), the Town Planner, the Code Enforcement Officer, the Assistant Code Enforcement Officer and an administrative assistant. This group is responsible for comprehensive planning, downtown and village planning, zoning ordinance amendment and enforcement, building codes enforcement, technical review of new development and sign, building, plumbing and electrical permits

The Town Planner serves as a resource to the Planning Board and the Site Plan Review Board and also provides support to various Town committees (e.g. the Conservation Commission) on an as needed basis. The Town Planner is also responsible for oversight of zoning ordinance amendments and implementation of the Comprehensive Plan.

The Code Enforcement Officer is responsible for interpreting the Zoning Ordinance. Additionally, the Code Enforcement Officer serves as the Building Inspector, Shoreland Zoning Administrator and Local Plumbing Inspector (LPI). The Assistant Code Enforcement Officer is certified to perform all of the same functions of the Code Enforcement Officer. Electrical inspection services are contracted out, though permits are filed and issued through the CDD office.

The Town Engineer provides technical engineering review to the Planning and Site Plan Review as well as to other Town departments and committees.

The Harbormaster is shared with the Town of Kennebunkport. The Harbormaster's chief duties are to supervise vessels, watercraft, traffic and moorings on the Kennebunk River.



Kennebunk Committees, Boards and Commissions:

Affordable Housing, Beach Parking Assessment (ad-hoc), Bicentennial Committee, Board of Assessment Review, Select Board, Budget Board, Committee on Aging, Community Development Block Grant Façade Advisory Committee (ad-hoc), Community Garden Committee, Comprehensive Plan & Zoning Ordinance Update Committee, Conservation Commission, Dog Advisory Committee, Economic Development Committee, Energy Efficiency Committee, Festival Committee, Historic Preservation Commission, Kennebunk River Committee, Lower Village Committee Lower Village Master Plan Committee (ad-hoc), Parks & Recreation Committee, Planning Board, Shellfish Committee, (inactive), Site Plan Review Board, Skate Park Committee (ad-hoc), Treasure Chest Monitoring Committee, Tree Committee, West Kennebunk Village Committee, Zoning Board of Appeals.

Shared Services and Cooperation with Surrounding Communities

Kennebunk, Kennebunkport and Arundel have held discussions in recent years to explore opportunities for shared services to achieve economies and service improvements. The three towns already have a shared school system – RSU 21. Other examples of shared services include: 1) harbormaster and animal control officer positions are currently shared between Kennebunk and Kennebunkport; 2) Kennebunk’s emergency dispatch for Fire Rescue and KPD are managed by the Sanford Regional Communications Center; 3) Kennebunk, Kennebunkport, Arundel and Lyman are partially funding a multi-year study overseen by York County Soil and Water Conservation to investigate sources of pollution in the Kennebunk River and recommend strategies to improve the River’s water quality; 4) Kennebunk has mutual aid agreements for Fire Rescue and Public Services with surrounding towns; 5) Kennebunk and Arundel are currently exploring joint adoption of an Independent Transportation Network for residents who cannot drive, and 5) the Water District serves Kennebunk, Kennebunkport and Wells. In addition, Kennebunk’s active participation in the Southern Maine Planning and Development Commission (39-member communities) provides economies of scale for planning and regulatory issues.

The Kennebunk Police Department

Staffing, Facilities & Equipment

Staffing consists of 20 full-time officers, two full-time and one part-time administrative staff and approximately 15 part-time officers. These include a chief of police, a deputy chief of police, one lieutenant, four sergeants, 1.5 detectives, one administrative supervisor (court officer, records management, payroll, accounts payable/receivable), two administrative clerks, 12 fulltime patrol officers, one school resource officer, one part-time animal control officer and several reserve police personnel.

The reserve officers serve in a variety of capacities including seasonal beach parking enforcement, seasonal bicycle patrols, year-round per diem cruiser patrols and special detail assignments. The staffing of these reserve positions fluctuates seasonally around 10-14. The Department has used a State grant to acquire one of its current full-time officers who is assigned to the Maine Drug Enforcement Agency (MDEA).

Kennebunk Police and Fire Rescue use Sanford Regional Communication for dispatch services. For radio communications, the Departments use three radio repeater antennas strategically placed around town. The Department uses “icom” portable and mobile radios which are replaced on a rotational basis.

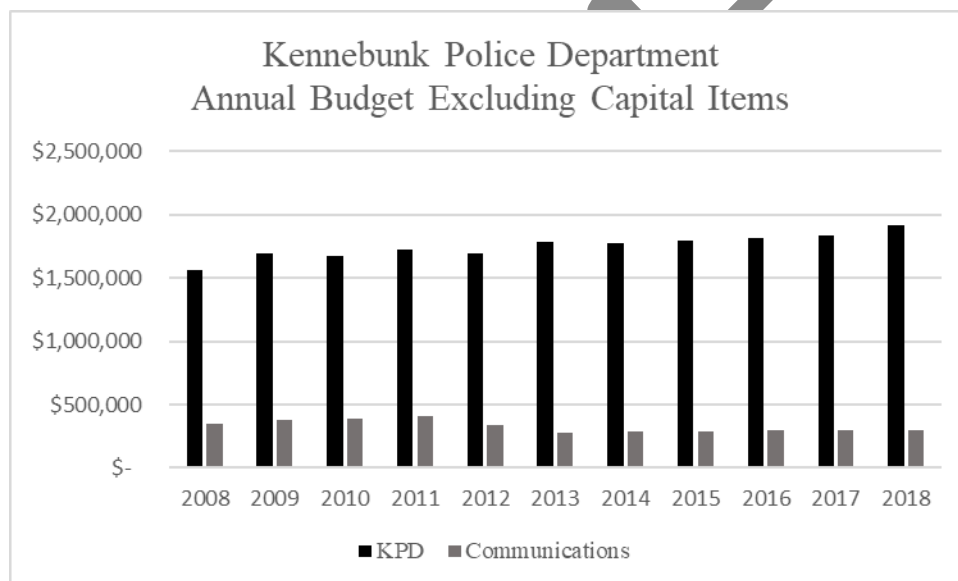
In-house computer systems are continually updated and the majority of these use Windows. Hardware systems are on a five-year replacement rotation. Patrol officers’ work stations were updated in the past 4 years, and desks and chairs are replaced as needed.

The KPD uses Computer Aided Dispatch /Records Management software from Information Management Corporation in Grafton, Massachusetts. The mobile data terminals (MDT) used in

the cruisers carry a three-year warranty and are replaced on a five-year rotational basis. The Mobile Data Terminals (MDTs) in seven cruisers are connected via secure cellular link to the Sanford Regional Communications Center where they access Bureau of Motor Vehicle records and the National Law Enforcement Telecommunications System.

Currently the Department has seven patrol cruisers, one detective's vehicle, one chief's car, two administrative vehicles and one animal control vehicle. The department typically replaces vehicles on a five-year rotation depending on mileage and condition. The Department uses bicycles for summer reserve officers and community service officer duties. These bicycles are replaced on an as needed basis.

Service weapons were replaced within the last five years and should continue to meet the Department needs through the remainder of this decade. Officers are issued body armor as part of initial uniform issuances. This body armor is replaced on a 5-year basis (as recommended) with a 50% funding grant through the Department of Justice to help defray the cost.



Functions

Community policing includes but is not limited to:

- Neighborhood meetings to address issues specific to the respective areas.
- Membership on the Child Abuse Council board, the Parks and Recreation Commission, and the York County Elder Abuse Task Force and other regional and state organizations. The Department provides assistance to various charity events and betterment programs. Officers are involved in school and recreational coaching for five different sports within the community (officer's hours may be adjusted to provide for this).
- Foot and bicycle patrols in the two village areas of town provide direct contact with the community.

- Involvement with and lectures to local rotary clubs, business associations, and action groups.
- The School Resource Officer provides drug education programs each year in the schools and maintains student/faculty relations with presence in the school by teaching, mentoring, coaching and leading a group of students in the “Captain’s Club” which promotes drug and alcohol awareness.
- School liaison officers are assigned to Sea Road School and Kennebunk Elementary School.
- A Senior Citizen Liaison provides a liaison between the police and the elderly in the community and chairs the York County Elder Abuse Task Force.
- Child safety seat inspections.
- Burglary analysis mapping. Crime prevention seminars.
- Bank robbery and fraud classes, as well as shoplifting seminars.
- Area-specific crime and community policing surveys.
- Work with schools, churches, and business organizations to directly address problems. If they are of a long-term nature, direct involvement to advisory committees and task forces is maintained.
- Maintaining a web page with e-mail access to all department officers, supervisors and administration. Interaction with public through social media outlets (Facebook).
- Meetings in areas of the community with certain traffic related problems.
- Grant assistance for targeting: speeding, operating under the influence, and juvenile tobacco usage.

Citizen’s Police Academy

Since 2014, the Department has overseen an annual Citizen’s Police Academy program. This 12-week course provides an opportunity for members of the community and law enforcement to interact in a proactive setting. The program is designed to introduce the criminal justice system, explain the police officer’s role and discuss our community. These classes are taught by various professionals including but not limited to the Kennebunk Police Department staff, other local law enforcement, community awareness groups and more.

This program has led to the expansion and development of our Volunteers in Police Services (ViPS). Our volunteers are trained through our Citizen’s Police Academy as well as in-house training. They provide volunteer services to collect speed data through the use of radar, vacant property checks, parking enforcement, community relations projects and clerical work among other activities.

Facilities Renovation and Estimated Future Capacity Needs

1. Facilities: The Department is at capacity in its current facility, which was first occupied in 2001. There is a current plan to fund a study for a Public Safety building to house the Police and Fire Rescue Personnel. Space concerns dealing with storage should be

remedied for the time being with the completion of a new storage facility at the Public Services facility on Sea Rd.

2. Personnel: The Department will be adding two and a half officers: two new patrolmen and an upgrade in the current Animal Control Officer from half time to full time. The addition of these human resources will free up the current part-time Elder Affairs person to increase her efforts in that area and allow the Department to devote more manpower to traffic enforcement (which has lagged due to other demands).
3. Equipment: A.) The plan to transition one officer to a canine officer will, in turn, require a new vehicle. B.) The Department needs nine dashboard cameras and 12 body cameras. These have proved effective in the avoidance of litigation resulting from arrests. C.) The Department wants to equip two more cars (the canine officer and the animal control officer) with Mobile Data Terminals.

The Department continues to explore funding through grant opportunities in the area of personnel, community policing and technology.

Kennebunk Fire Rescue

Staffing & Facilities

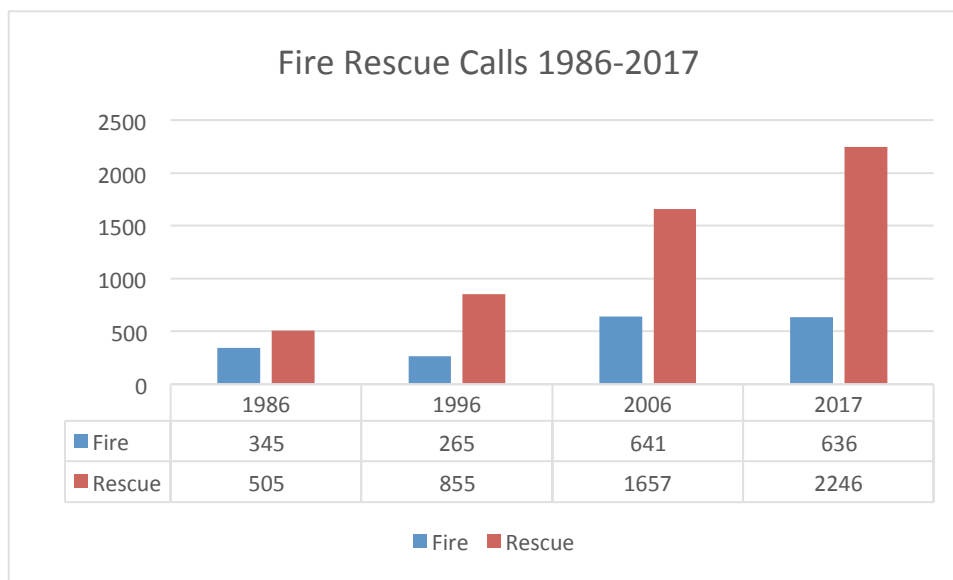
Kennebunk Fire Rescue is organized as three Fire Districts with four fire stations. The Central Fire Station is located at the Town Hall complex on Summer Street; the Washington Hose Station is located on Port Road in the Lower Village; the West Kennebunk Fire Station is on Thompson Road in West Kennebunk; and the Blueberry Plains Station is located on Clearbrook Crossing in the Cold Water Farms Development.

The West Kennebunk Station was built in 2005 and serves the community well. The Central Fire Station and the Blueberry Plains Station are adequate for current needs. The Washington Hose Station is under evaluation for its ability to support changing personnel and equipment requirements.

Fire Rescue currently has 80 total team members of whom 8 are full time - fire chief; division chief of EMS, 4 captains, 1 executive assistant and 1 administrative clerk. Part-time, per-diem and on-call staff include: three District Chiefs, two Captains, four Lieutenants and approximately 79 firefighters and EMS personnel – many of whom are cross-trained. There are also four live-in students through a program at Southern Maine Community College.

Kennebunk Fire Rescue has three divisions: Administration, Fire Operations and EMS. For EMS, the transfer business (non-emergency calls to transport patients to and from medical facilities) has diminished significantly because of more health care delivery to the home and significant competition from the private sector. In 2014, there were 95 transfers by Kennebunk Rescue ambulances, but for 2018, the expectation is 15-20. Emergency calls for ambulances number 2,000 per year and they are growing.

Call volume for Fire Rescue has been as follows:



In 2018 there were 2,900 Fire Rescue calls: 2,279 rescue and medical incidents, 217 fire alarms, 117 miscellaneous service calls, 102 good intent/special incidents, 84 hazardous conditions, 72 fires and 29 weather related calls.

Equipment

The Department currently operates four engines, one aerial ladder, two tank trucks, three brush trucks, four ambulances, three staff cars, one UTV, one jet ski, and one inflatable boat. There are also 3 cargo trailers. The Town has a capital plan for the replacement of vehicles, and that is continually being updated to meet the Department's needs.

The Department has four ambulances but only staffs two presently. This may change if the calls for service continue to increase. In the recent past, there have been times when three ambulances are on call at the same time. This leaves the community vulnerable should a fire call come in during these times. In this case, mutual aid is only a town away and works very well. The Department attempts to replace ambulances at 9-10 years.

Following the guidance of the National Fire Protection Association's recommendations for age of emergency vehicles, the Department has a plan to replace fire engines and ladder trucks that are more than 25 years old. These vehicles range from \$600,000 to over \$1 million.

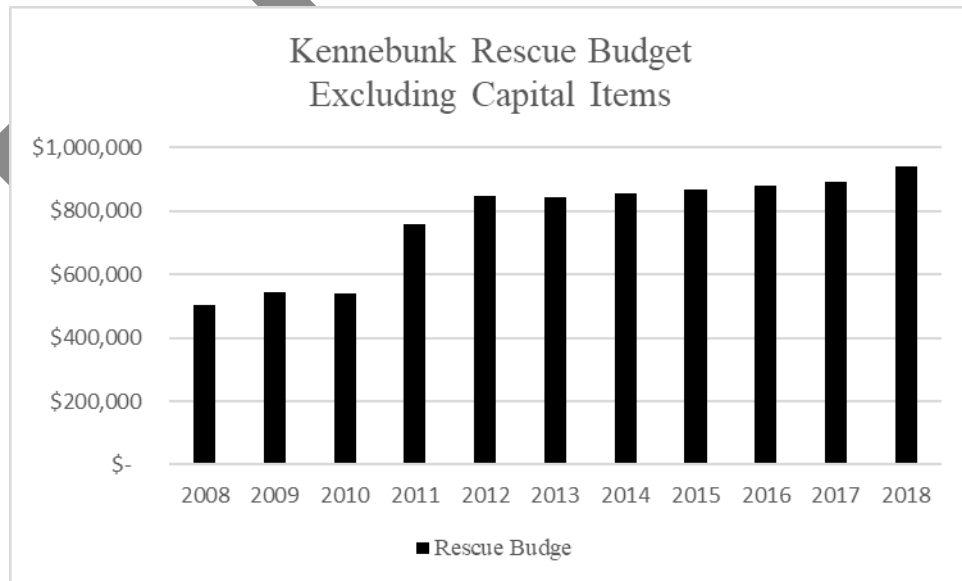
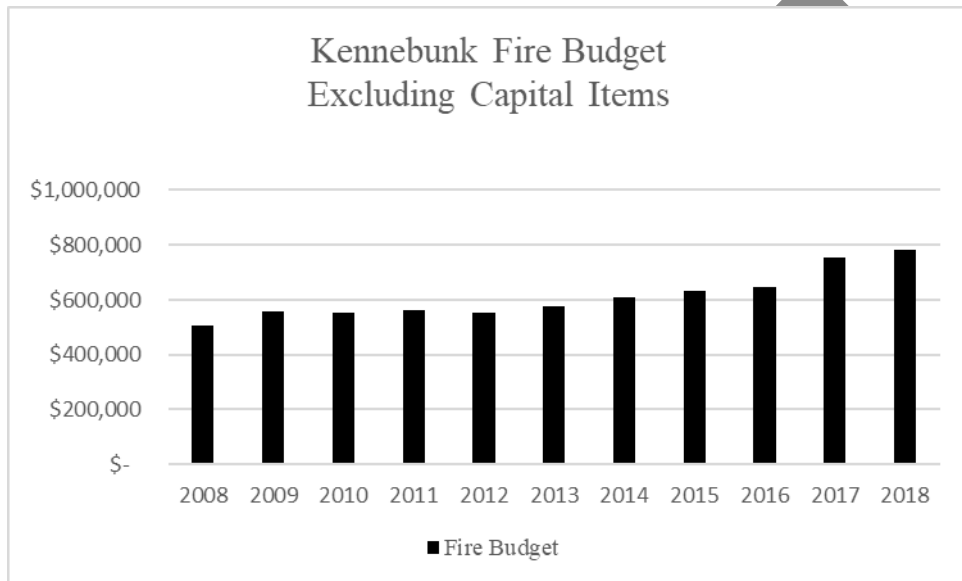
The Department will continue to pursue grant opportunities for the upgrade and replacement of emergency vehicles, recognizing, however, that there is extreme competition for those dollars.

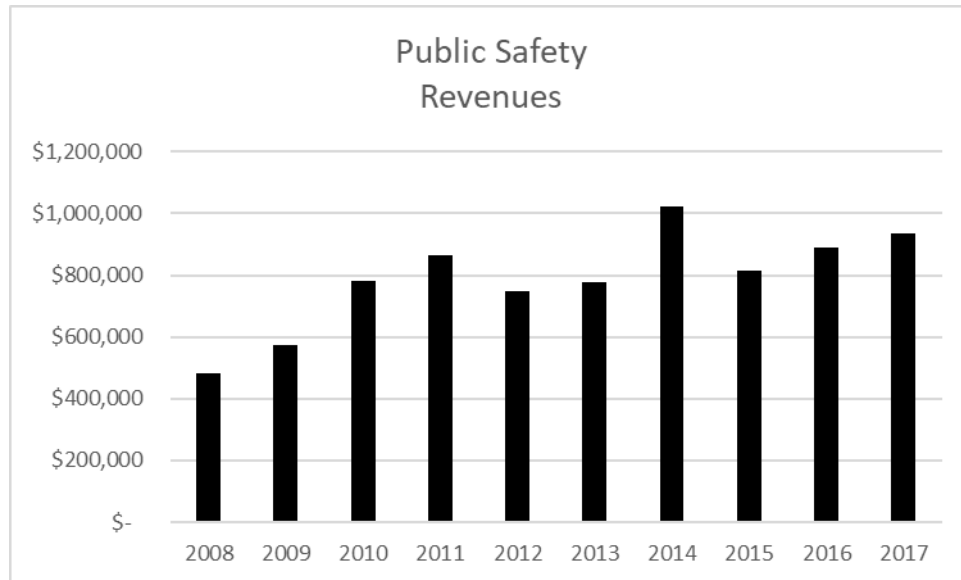
Insurance Rating

The ISO schedule and Public Protection Class defines different levels of public fire suppression capabilities. The Town of Kennebunk has an Insurance Service Office (ISO) Grade of Public

Protection Classification of 5 in the hydrant district, and a 9 in the non-hydrant district out of a possible scale of 1 to 10 where 10 is the worst. The most recent survey was conducted by ISO in February 2011. Sixty-two other fire departments in the State have a Class 5 rating while only 39 are better positioned. These ratings factor in several items: fire alarm and communications systems, fire department equipment, staffing, training, the distribution of apparatus, and the water supply system.

An upgrade in ISO ratings would require a substantial Town investment.





Kennebunk Public Services Department

Staffing and Facilities

Kennebunk Public Services consists of two divisions, Public Works and Parks and Facilities. Staff from the two divisions work closely together and support each other in executing their goals and objectives. The primary oversight of each division is as follows:

Public Works

- Solid Waste and Recycling
- Streets (maintenance of 225 lane miles)
- Sidewalks (maintenance of 33 miles)
- Storm drainage systems
- Beach maintenance
- Fleet (Town wide)

Parks and Facilities

- Parks
- Athletic fields
- Passive recreational areas and open spaces
- Trails
- Public buildings
- Plantings
- Custodial

Public Works

Public Works staff consists of one working supervisor, three operators and five truck drivers. These employees are responsible for the maintenance of all public infrastructure within the Town's rights-of-way, including maintenance of beaches, storm drain systems and culverts, street signs, and trash and recycling receptacles during non-winter months. They are also responsible for repairing of street defects, traffic striping and street sweeping. During the winter months, team members are each assigned a designated plow route. They are supplemented with up to four part-time plow operators as well as outside contractors. Winter responsibilities include plowing, snow removal from all sidewalks, anti-icing treatment of roads, removal of snow from the business districts within 24 hours of the storm ending, maintaining drainage ways, repairing road defects and equipment maintenance.

Public Works employs two mechanics. They are responsible for the maintenance of all Town vehicles and Public Services equipment, which is approximately 150 vehicles including cars, trucks and various types of specialized construction equipment.

Parks and Facilities staff consists of one working supervisor, one parks foreman, one laborer, and one part time custodian. The team is responsible for the maintenance of all public buildings, parks, open spaces, and trails. Work entails custodial duties, athletic fields and turf management, plantings, HVAC systems, and irrigation systems. During the winter months, the team is integrated into Public Works winter operations and maintains all facilities to ensure safety. Both divisions work cooperatively during the winter and summer operations based on existing needs.

Customer service, planning, work assignments, and administrative duties are conducted by the director, the operations manager, and one part-time administrative assistant. Functions of the team include management of contractors, development of workplans, daily work assignments, customer service, training, site plan reviews, road opening permits, capital plan development, budgetary planning and management.

The Department is in the early phases of an asset-based maintenance system, beginning with a street inventory. An asset management system requires gathering data with geographical information systems (GIS) and development of a computerized management maintenance system (CMMS). Funding has been proposed to evaluate the condition of the Town's street network. Mapping and evaluation of the storm drain system is also proposed to ensure that the infrastructure below the road is repaired or replaced prior to road improvements being done

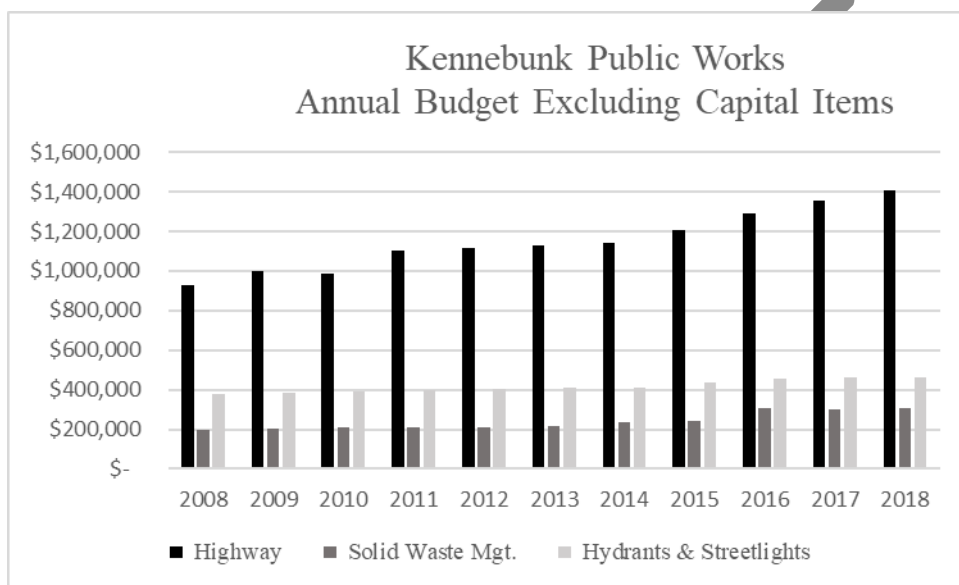
In the last several years, the Town has allocated additional resources to improving the condition of parks and facilities. Staff levels appear to be appropriate at this time.

Solid Waste Management

Kennebunk's solid waste recycling and disposal operations are overseen by the Public Services Department but are contracted out to private entities. Trash and recyclables are collected weekly at curbside by a private contractor. Recycling is single stream and non-recyclable materials must

be contained in a special town trash bag, which is purchased by the resident. There is also a transfer station and recycling drop-off center co-located with the Public Works Department, with a fee schedule adjusted as needed to reflect the cost of disposal. Items accepted include appliances, furniture, scrap metal, home remodeling debris, cardboard, brush and stumps, electronics, tires, etc.

In recent years, Kennebunk has sponsored a hazardous waste day on which residents of the Town and three neighboring communities can deliver household hazardous wastes (primarily paints, pesticides and herbicides and pharmaceuticals) to the Transfer Station to be processed by qualified agencies.



Parks & Recreation

Staffing and Facilities

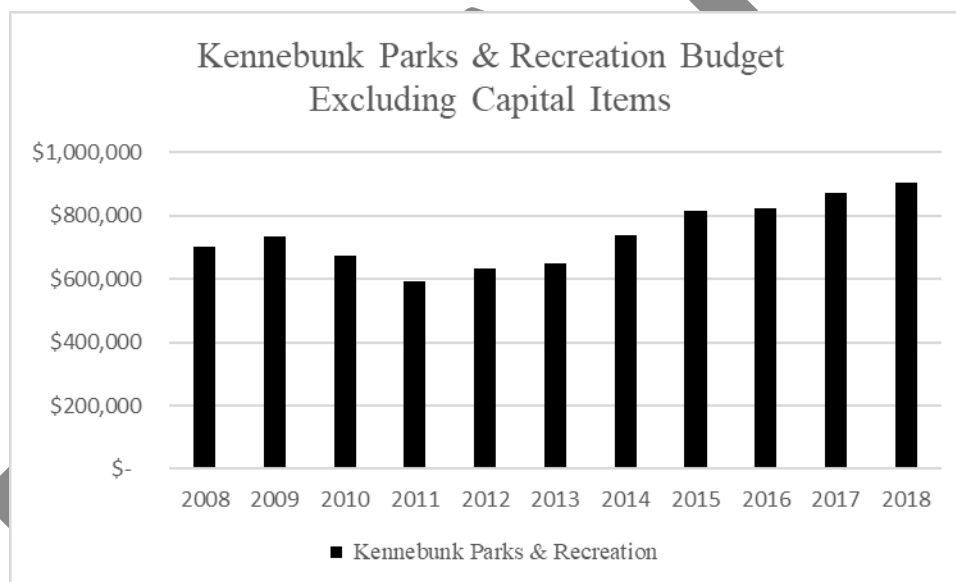
Staffing consists of five full-time and approximately a dozen part-time personnel. These include a director, assistant director, administrative assistant, programmer and teen center supervisor/programmer. Part-time staff assists in programming, teen center management, events planning and after-school programs. In the summer, staff increases by thirty. The Department also works with roughly 150 volunteers throughout the year. On an annual basis, the Department serves over 5,000 residents.

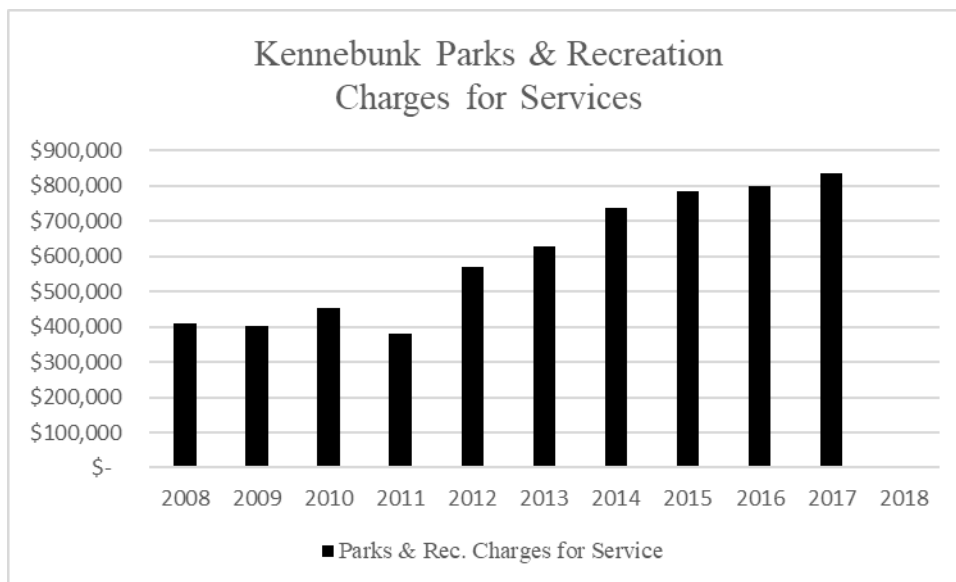
Facilities used by the Department include the Dorothy Stevens Center, the Teen Center, the Auditorium at 1 Summer Street and the Waterhouse Center. The Dorothy Stevens Center is located on Thompson Road and has a full kitchen, stage, facilities and a seating capacity of

roughly 50. The teen center at Parsons Field has a kitchen, lounge, a preschool facility and pool tables. The Auditorium has seating for 490. The Waterhouse Center is on Main Street and hosts ice skating, concerts and community events.

The Department operates four town-owned buses with capacities of 15, 29, 42 and 81 passengers.

Kennebunk Parks & Recreation assists Kennebunk Public Works in managing the Town parks. Rogers Pond is stocked every spring and has ample parking and a pavilion with a half dozen picnic tables and a grilling area. Lower Village Park has a whiffle ball field with a covered stadium seating as well as a softball field, grills and a playground. Harbor Playground, where the Community Center is located, has a basketball court, tennis court, Little League and soccer fields as well as a pavilion, bench seating and a stage area. The West Kennebunk Recreation Area has several tennis and pickleball courts as well as softball, Little League, soccer fields and a concession stand and a playground. The community gardens are also located there. Bicentennial Park overlooks the Mousam River and has flower beds and patios. The gazebo just received improvements, and the park often has local vendors in the summer selling various goods. There is a skate park located on Factory Pasture Road. In 2013, Kennebunk Residents voted in favor of upgrading the skate park and a Town Committee has since been formed to study and make recommendations to the SB including possible relocation of the Park.

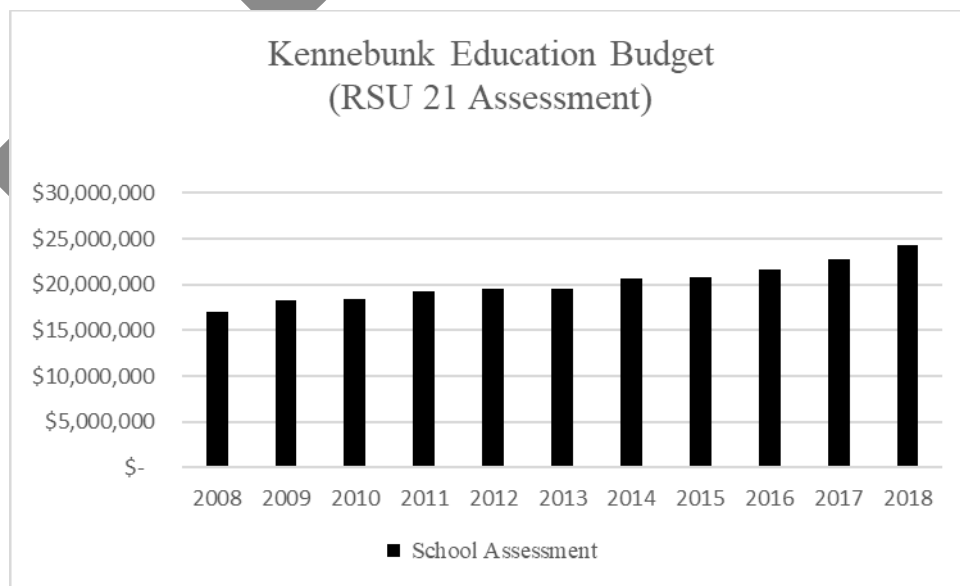




Activities

Nearly 600 programs were offered in 2017 ranging from preschool, youth and teen programs to adult and senior programs and special events. Programs range from camps, to sports programs (swimming, soccer, baseball) to field trips for seniors. A catalogue of activities goes out to residents twice a year.

Public Schools Regional School Unit 21 (RSU 21)



Kennebunk, Kennebunkport, and Arundel are served by Regional School Unit (RSU) 21, which was established in 2009. The policy-making body of the district is the School Board of Directors, which is chosen by town election in each community to serve three-year terms. The Board has 12 elected directors, six of whom are from Kennebunk, as well as two student representatives from Kennebunk High School.

School buildings in the district include Kennebunk Elementary School, Kennebunkport Consolidated School, Mildred L. Day School, Sea Road School, Middle School of the Kennebunks, and Kennebunk High School. With the exception of Mildred L. Day School and Kennebunkport Consolidated School, all buildings are located in the town of Kennebunk.

Kennebunk Elementary School serves 435 students in kindergarten through grade three. It was constructed in 2005 on Alewife Road. It has 34 full size classrooms, smaller specialized learning spaces, and houses the RSU 21 District Central Office and Adult Education.

Sea Road School serves 338 students in grades four and five. This building is set back from Sea Road into a thirty-five-acre wooded lot. It opened in 1990. The school has 24 full-size classrooms and smaller, specialized learning spaces.

Middle School of the Kennebunks serves 579 students in grades six through eight. It is located on Thompson Road in West Kennebunk. The school opened in 2001 and has eight to ten core academic teachers per grade level in addition to specialized learning spaces, The Swift Center for Innovation and Design and a Science, Technology, Engineering, and Math (STEM) laboratory. In 2004, Middle School of the Kennebunks became the first and only middle school in Maine to introduce the International Baccalaureate Middle Years Program.

Kennebunk High School is a large facility that occupies a twenty-six-acre parcel on Route 35 (Fletcher Street). The school serves 721 students. It was originally constructed in 1939 and expanded upon in 1980. It is currently undergoing a major renovation. This project will be completed in 2018. Kennebunk High School offers an array of educational pathways including designation as one of three International Baccalaureate High Schools in Maine, opportunities for early college, apprenticeships, and vocational programming.

Existing Future Needs

In 2009, the district contracted with a local architectural firm, Harriman Associates, to conduct a study of the existing facilities and develop a Facilities Use Plan. The final document was released in the fall of 2010. Concurrently, the RSU contracted with Planning Decisions, Inc. to attain a 10-year enrollment projection for the three towns.

The 2011 Master Facilities Plan called for renovations to Mildred L. Day School, Kennebunkport Consolidated School, and Kennebunk High School. The voters defeated the referendum for \$72 million to fund this three-school project in January 2014. The district reduced the scope of the project to \$56.5 million and voters in all three towns overwhelmingly approved this new figure.

In the fall of 2015, the RSU School Board of Directors formed a subcommittee to revisit the

2011 Master Facilities Plan to evaluate the viability of our existing and renovated buildings to meet the needs of our student population into the future, and to discuss the configuration of our elementary schools. The conclusions were as follows:

Kennebunk High School

Based upon the September 2015 Enrollment Projections Report from Planning Decisions, the number of students attending Kennebunk High School is projected to range from 654 to 708 over the next 10 years. Given the fact that Arundel students had high school choice prior to consolidation, they retain high school choice into the future. There are currently an additional 135 students who live in Arundel and attend Thornton Academy High School. Additionally, there are 22 other students attending other high schools of choice. As the Thornton Academy Middle School contract winds down, it is anticipated that more Arundel students will stay in the RSU and choose Kennebunk High School. If 100% of Arundel students choose Kennebunk High School, the projections indicate 822 students by 2024-25. The renovated high school will have the capacity for between 700 - 973 students.

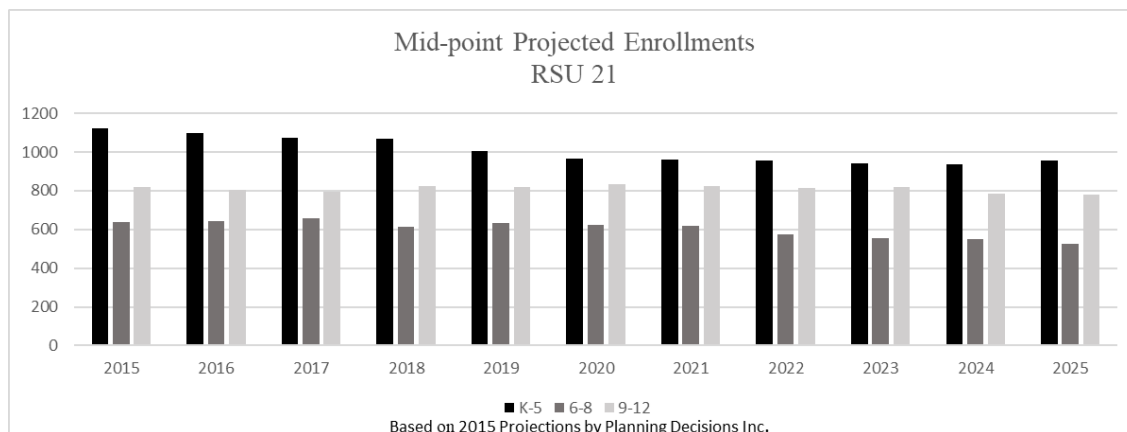
Middle School of the Kennebunks

The 10-year contract between the Town of Arundel and Thornton Academy expired on June 30, 2016. As such, RSU 21 is no longer obligated to tuition Arundel middle school students to Thornton Academy Middle School. By way of a formal resolution, the RSU 21 School Board of Directors agreed to allow then-current students to complete their middle school years at Thornton Academy Middle School and then-current Arundel 5th graders the option to attend Thornton Academy Middle School for their middle school years. Projected enrollment at Middle School of the Kennebunks indicates that we can adequately house all of the K-8 students in Kennebunk, Kennebunkport, and Arundel well into the future with minimal staffing increases and no additional facility needs.

Kennebunk Elementary (K-3) and Sea Road School (4-5)

The 2016 Master Facilities Committee spent extensive time analyzing strategic options for RSU 21 K-5 facilities. The current student population requires 86 full size classrooms. In the absence of Sea Road School, we would have only 70 full size classrooms in the other three buildings. Therefore, consideration of the closure of the Sea Road School was tabled.

Based upon enrollment projections, the expiration of the Thornton Academy Middle School contract, the renovations to three schools, and the continuation of choice for Arundel students in grades 9-12, there should be adequate space for all students in RSU 21 using existing and renovated facilities well into the future. At the elementary level, the RSU will annually review enrollment and revisit the closure of Sea Road School if it declines to a level of around 70 elementary classrooms district-wide.



| School Year | Grades (K-5) | | | Grades (6-8) | | | Grades (9-12) | | | Total All Grades (K-12) | | |
|-------------|--------------|-------|-------|--------------|-------|------|---------------|-------|-----|-------------------------|-------|-------|
| | -10% | Proj. | +10% | -10% | Proj. | +10% | -5% | Proj. | +5% | -Sum | Proj. | +Sum |
| 2014-15* | | 1,123 | | | 637 | | | 820 | | | 2,580 | |
| 2015-16 | 990 | 1,100 | 1,210 | 577 | 641 | 705 | 763 | 803 | 843 | 2,330 | 2,544 | 2,758 |
| 2016-17 | 967 | 1,074 | 1,181 | 592 | 658 | 724 | 755 | 795 | 835 | 2,314 | 2,527 | 2,740 |
| 2017-18 | 960 | 1,067 | 1,174 | 552 | 613 | 674 | 783 | 824 | 865 | 2,295 | 2,504 | 2,713 |
| 2018-19 | 903 | 1,003 | 1,103 | 569 | 632 | 695 | 779 | 820 | 861 | 2,251 | 2,455 | 2,660 |
| 2019-20 | 871 | 968 | 1,065 | 562 | 624 | 686 | 792 | 834 | 876 | 2,225 | 2,426 | 2,627 |
| 2020-21 | 865 | 961 | 1,057 | 558 | 620 | 682 | 781 | 822 | 863 | 2,204 | 2,403 | 2,602 |
| 2021-22 | 860 | 956 | 1,052 | 518 | 575 | 633 | 773 | 814 | 855 | 2,151 | 2,345 | 2,539 |
| 2022-23 | 849 | 943 | 1,037 | 499 | 554 | 609 | 776 | 817 | 858 | 2,123 | 2,314 | 2,505 |
| 2023-24 | 844 | 938 | 1,032 | 495 | 550 | 605 | 745 | 784 | 823 | 2,084 | 2,272 | 2,460 |
| 2024-25 | 862 | 958 | 1,054 | 473 | 525 | 578 | 740 | 779 | 818 | 2,075 | 2,262 | 2,449 |

Sources: *2014-15 - current enrollment based on October 1st Resident enrollment, all other years - Projected by Planning Decisions, Inc., September 2015.

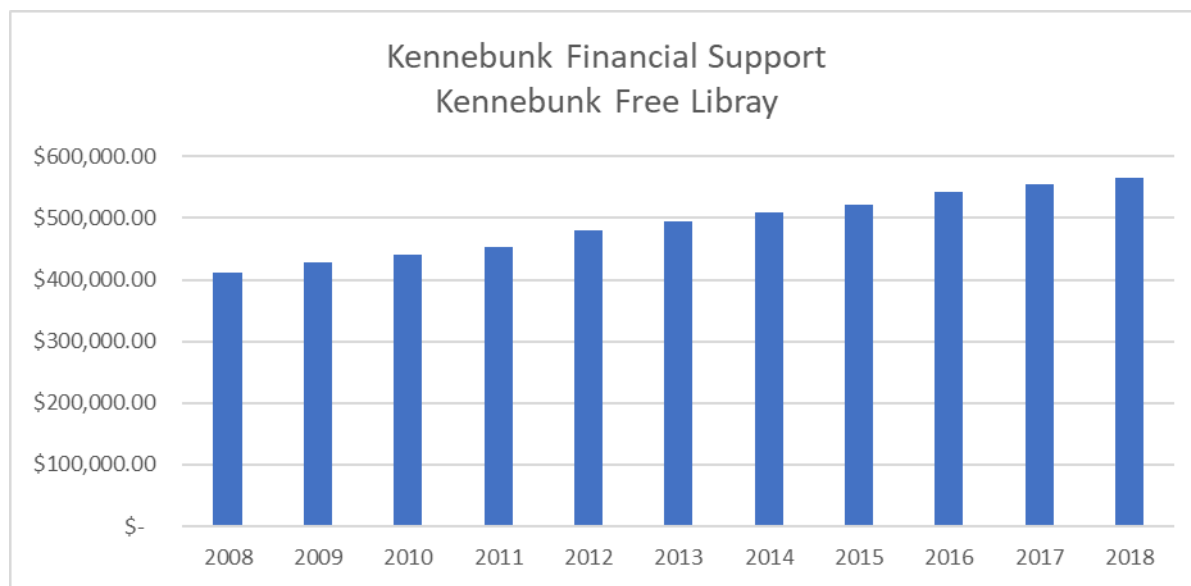
Note: Actual enrollments as of September 2018 were: Pre-K-5 1,165; 6-8 579; 9-12 721; Total All Grades 2,465

Health and Social Services

Kennebunk has a well-developed health care infrastructure, including a number of physicians’ offices as well as two urgent care facilities, one associated with Southern Maine Medical Center (SMMC) and one with York Hospital. In Kennebunk and surrounding communities, there are also available healthcare specialty networks (i.e. dermatology, cancer care, physical therapy, etc.) with ties to the two nearest local hospitals, SMMC in Biddeford and York Hospital in York. Maine Medical Center, a tertiary care hospital, is located in Portland. Kennebunk has a Social Services Office, which administers General Assistance programs funded by the Town and a local Fuel Assistance Fund, as well as coordinating with non-municipal community outreach programs (food banks, elder support services, transportation facilitators, etc.).

Kennebunk Free Library

The Kennebunk Free Library is a quasi-municipal resource. It operates independently of Town Government and has its own Board of Directors. But it is largely funded via Town finances. The Free Library is described further in Chapter H: Historic, Archaeological and Cultural Resources.”



Waterhouse Center

The Waterhouse Center represents a new social connection for the Kennebunks. Available to the community at large, the center serves as a location for tourism, festivals, events, and other activities, all the while supporting local businesses. The center serves as a hub for the downtown, building on the strengths of the Kennebunks community. Live video from the Waterhouse WEBCAM is available online from the Center’s website. The Center offers free ice skating during winter months and hosts music events as well as craft fairs and Pickle Ball during warmer months.

The Waterhouse Center is supported by public donations, municipal support, and the income from a \$1.5 million donation from Mrs. Geraldine Waterhouse and her granddaughter, Paige Hill, to the Waterhouse Youth Endowment Fund to benefit youth opportunities in downtown Kennebunk. It has become a major venue for both Town and privately sponsored social, cultural and athletic activities in the Upper Square.

Trees

Kennebunk has a Tree Committee and a Tree Warden. The Committee’s purpose is to recommend policies and plans “with regards to the planting, care and removal of municipal trees

while encouraging sound environmental and cultural practices.” The Warden’s purpose is to evaluate the condition of the trees, manage and promote their health, and monitor any safety issues.

Administration

Issues & Implications

Town Manager’s Office

- a tight and highly competitive government marketplace, coupled with the desire to maintain a stable tax rate, makes recruitment and retention of personnel very difficult. Kennebunk’s challenge is augmented by the fact that a “lean” and aging staff makes succession planning problematic
- a need for increasing efficiency – to be effected by breaking down departmental silos and cross training support personnel – is critical to support the workload
- facilities are inadequate in assets such as the Public Safety buildings, the Public Services garage, Town Hall and the teen center
- the challenge of managing the “social media highway,” i.e. the Town website and other means of electronic communication is part of the increasing workload

Town Clerk’s Office

- while current office space is adequate, counter space is tight and document storage space is a critical need
- a major digitization program would free up space and improve security and access, but some documents are also required to be kept in hard copy
- a project that has been budgeted but which has not proceeded is the State Mandated Codification of Ordinances, which will require outside legal oversight
- election requirements are increasingly complex, i.e. separate State and Municipal ballots will require different machines for each.

Finance

- office space is tight
- document storage space is limited
- succession planning is needed (there is no assistant finance officer).

Technology

- upgrade is needed of outdated software
- a technology test lab is needed
- training is needed on “ruggedized rolling” technology for KPD, Fire Rescue and Public Works
- enhanced firewall management and employee training is needed to protect against cyber-attacks
- upgraded building security is needed against physical threats

- improved records storage systems and digitization is needed
- a formal disaster recovery plan does not exist

Assessor's Office

- the pace of real estate activity and adjustments to property valuations may pick up as a result of recent major upgrades to local schools and the high value of the real estate market. As a result, staffing needs may increase.

Social Services

- increased use of social media has led to a more informed population when it comes to available resources, requiring, in turn, a “vetting” and coordination process to better support the many not-for-profits supporting the Community
- it is expected that drug issues (higher rates of addiction) may result in an increasing population who is in need of Town Social Services.

Public Works

- increased resources are needed to repair and maintain failing infrastructure ranging from the seawall on Beach Avenue to a number of roads and sidewalks
- an expanded and upgraded facility (offices and workspace) is needed at the Sea Road site.

Police Department

Issues & Implications

There are three long-term trends that have affected the Police Department's resource requirements in service to the Community.

- Increasingly complex and lengthy legal processes, increased documentation requirements and a more litigious society have led to burdensome demands on the Force in terms of paperwork and court hours. As a result, more manpower is required to serve the basic needs of the Community.
- The fact that Kennebunk has a very high elderly population has led to the need for new layers of protection in the Community. Elder abuse by family members, scams by outsiders and issues that arise from more elderly citizens living alone all add to more calls for police support and protection.
- Kennebunk is not exempt from the national opioid crisis. Addiction rates are rising. The de-regulation of recreational marijuana will add to the growing calls for police intervention relating to criminal activity, impaired driving and life-threatening overdoses. Incremental officer training is required to deal with all of these issues.

Fire Rescue

Issues & Implications

- The biggest challenge that Fire Rescue faces is staffing “mix” – getting the optimum balance among full time, per diem and on-call forces. Although per diems and on-call forces offer cost advantages over full time, they also present challenges. Per diems generally hold jobs with a number of employers and as such, their availability to Kennebunk Fire Rescue is limited. The call force is made up of volunteers who may or may not be available at any given time. Of 58 call force members, 47 have less than 10% call response, yet each requires a significant financial commitment in terms of equipment. The changing demographics of Kennebunk (more two income families, more commuting, aging population) make dependence on volunteers increasingly problematic. Over time, an increasing number of full-time staff seems inevitable. Only one station, the Central Station, has personnel on duty 24-7. The performance of the others demonstrates the commitment of the on-call fire and EMS members. Eventually, West Kennebunk and Washington Hose should have two staff at all times. It should be noted as a reference point that a fully paid department would necessitate a budget of \$3.5 million per year in contrast to the 2017-2018 budget of \$1.7 million.
- The nature of the Rescue business has changed. More and more of the transfer business being taken over by private companies, leaving Kennebunk Rescue with a higher proportion of emergency ambulance calls, which makes equipment and personnel scheduling more difficult. Cross training for fire and EMS response increases efficiency but also means that if two or three ambulances are out on calls, fire response availability is inadequate. An aging community may result in an increase in emergency calls.
- The Washington Hose facility is scheduled to be evaluated and possibly upgraded.
- It should be noted that the mutual aid model by which Kennebunk Fire Rescue and surrounding communities operate works very well in terms of leveraging equipment and personnel across several towns. Cooperation is seamless. It would be worthwhile to explore the appropriateness of this model for other municipal departments.

Public Services

Issues & Implications

- The Planning Office is challenged in managing workload and is relying on outside support to augment staffing.
- It would be beneficial to develop a comprehensive list of all Town assets to establish life cycles as is currently done with the fleet inventory.
- The Public Works facility at Sea Road is inadequate for the current size and complexity of the organization. In addition, future environmental regulations may require a wash bay for equipment. The traffic pattern at the site is also problematic as

the facility is shared with the Town recycling center. There is also the need for additional indoor storage space for the equipment, larger staff facilities and a receiving area for the residents.

Parks & Recreation

Issues & Implications:

- The Town just voted to have a full-time preschool, which will eliminate the need for some Parks & Recreation services. But there will be an ongoing need for before and or after-school programs.
- The Youth Center needs modernization. Although it will no longer be used for preschool, it should be upgraded as a youth center and perhaps a place for more senior gatherings.
- The Recreation Department will be taking over the enrichment piece of adult education, which would require converting a part-time staff member to full time.
- There is a need for year-round child care. An upgraded youth center will help to meet that need.
- Kennebunk has an aging population. Buses and meeting facilities will be increasingly important to serve their needs.

Public Schools

Issues & Implications

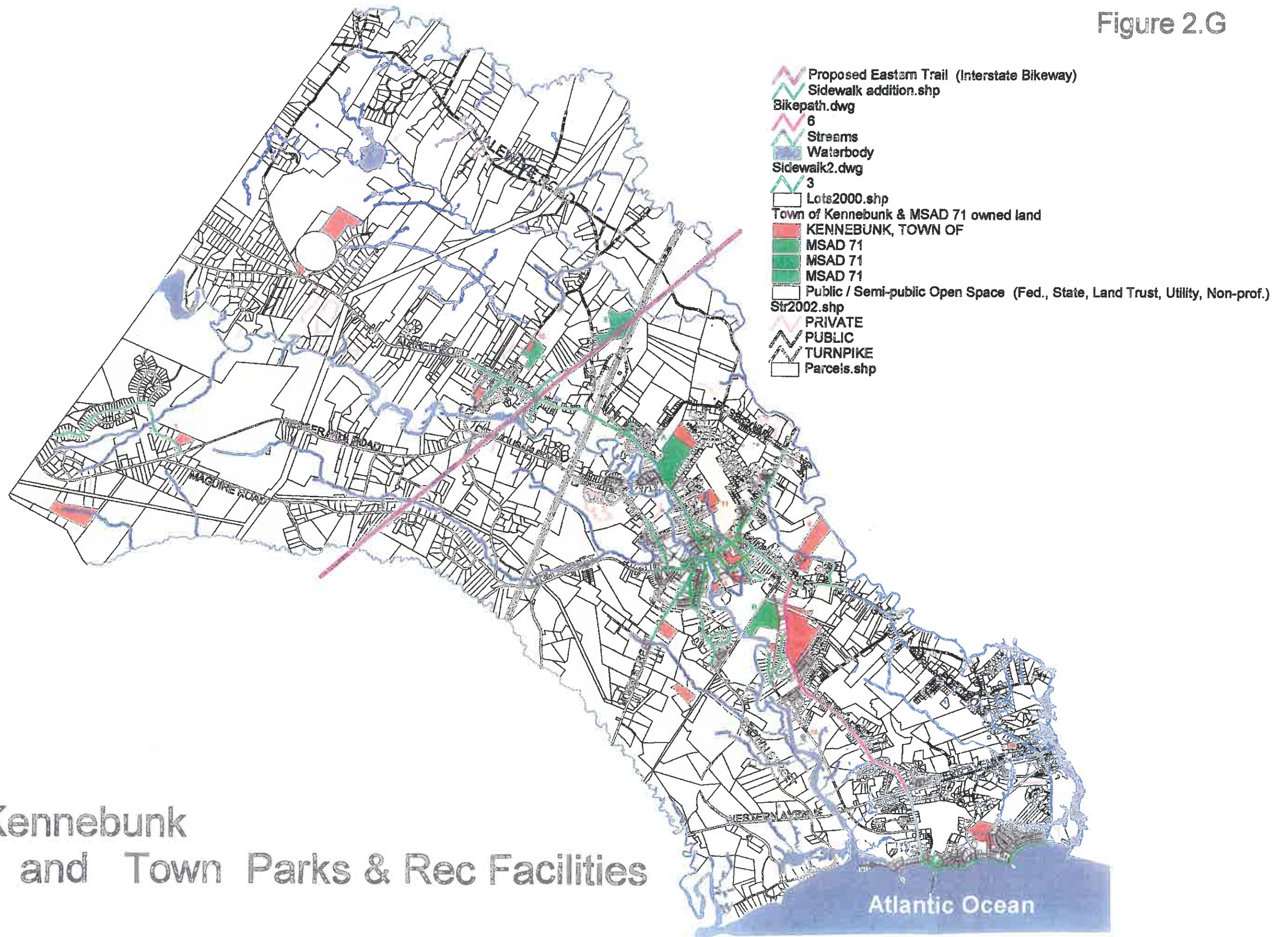
- The Town and its taxpayers have worked hard to keep school facilities up to date, with major renovations recently completed/in progress at Consolidated School, Mildred L. Day School and Kennebunk High School. The three towns in the RSU are currently experiencing different rates of growth in terms of elementary age schoolchildren. Enrollment in Arundel is high and it remains strong in Kennebunk in the third, fourth and fifth grades, but is lagging in Kennebunkport. Middle and High School enrollments remain solid. This seems to be directly tied to the limited amount of starter homes available for sale, and explains why Arundel has the strongest enrollment in the lower grades and Kennebunkport the lowest. Kennebunk is also seeing reduced enrollment in the very early primary grades, which picks up as families are able to move up to a higher price point in the real estate market.
- When school enrollment falls below a certain level, it generates negative consequences in two areas. A typical class size is between 16-20 pupils. If lower grades have only enough enrollments to fill one class, there will be only one teacher per grade, and pupils will spend years with the same classmates. This reduces classroom vitality and students' ability to adapt to change, as well as having a negative impact on teachers' professional resources. A low enrollment also means the school's efficiency will be impaired, as generally the same administrative and facilities costs will be spread over few students.

- The RSU has begun actively looking at ways to balance elementary school enrollment among the three communities.

Recommendations: All Municipal Facilities

1. The Town should plan for succession in key personnel positions and prioritize building and facility needs (Kennebunk Police Department, Fire Rescue, Public Services, Washington Hose, Town Hall, Parks & Recreation). The Town should have strategic plans with objectives and timelines to reach those objectives.
2. The Town should implement planning processes for climate change, housing, transportation, and land use to accommodate changing needs in these critical areas.
3. The Town should proceed with the State-mandated Codification of Ordinances, a formal Disaster Recovery Plan and enhanced security systems at Town Hall.
4. The Town should continue to explore cost efficiencies through regionalization and cooperation with neighboring towns (Fire Rescue, Animal Control and Harbormaster being a good start.)
5. The Town should develop a plan (and budget process) to transition Fire Rescue from increasingly scarce “per diems” and volunteers to full time staff.
6. The Town should evaluate the effectiveness of the land use existing planning process, inclusive of staff review, site plan review and the Planning Board. The evaluation should include a review of other like-sized towns’ processes, and recommend a more streamlined structure.
7. The Town should consider the restoration of the Assistant Town Planner position to allow greater focus on future planning.

Figure 2.G



Town of Kennebunk
MSAD 71 and Town Parks & Rec Facilities

Chapter H: Historic, Archaeological and Cultural Resources

History of Kennebunk

In the Abenaki language, Kennebunk means "the long cut bank," presumably the long bank behind Kennebunk Beach. "Kennebunk, the only village in the world so named," was featured on a large locally famous sign attached to the Kesslen Shoe Mill (now the Lafayette Center) on Route 1.

Kennebunk was first settled in 1621. A series of falls on the Mousam River provided power for sawmills and grist mills, and the Kennebunk River served as a port of entry and base for building wooden ships. Homes, churches and mercantile uses clustered around these early centers of commerce, and rudimentary early roads were created to allow teams of oxen and horses to haul loads of lumber from the western forest to supply the burgeoning shipbuilding industry.

Kennebunk was part of the town of Wells until 1820, when it incorporated as a separate town. By 1835, four distinct village centers had emerged: Mousam Village, the most populous of the village centers, which bordered "the turnpike" that would later become Route 1; Lower Village, at the mouth of the Kennebunk River and home to many wharves used by coastal shipping vessels; the Landing, center of the nascent shipbuilding trade; and the Plains-Alewive farming community. Small farms filled the areas between the villages, and houses were built along the expanding network of roadways.

In 1842, the Portsmouth, Saco and Portland railroad line came through the western part of Kennebunk, and a depot was built next to the twine mill at Middle Falls, which resulted in the creation of Kennebunk Depot (later renamed West Kennebunk), a small village with eateries, lodging and stores to support the needs of residents, workers and travelers.

Mousam Village continued to grow with the advent of a thriving manufacturing complex along the Mousam River in the Water Street-Brown Street-Route 1 area, producing a variety of products including twine, cotton, thread, doors, sashes and blinds, and shoes; nearby worker housing began to mix with the grander homes along Summer Street owned by ship merchants. Among the firms doing business there were the Kennebunk Manufacturing Company, the Mousam Manufacturing Company, the Leatheroid Company and the Rogers Fibre Company. Stores and community gathering places opened along Main Street. In the 1870s the Boston & Maine Railroad laid tracks from South Berwick through Kennebunk to Portland, with a new station off Summer Street that delivered tourists to newly built hotels and cottages being developed by the Boston and Kennebunkport Seashore Company. Inter-town travel was further facilitated during the 1899 to 1927 period when Kennebunk was a stop on the Atlantic Railway, a trolley line that connected many York County points.

The Landing area between Lower Village and Downtown played a primary role in the town's 19th century shipbuilding industry and still shows visible remnants of this history, including a shipway and timbers from an old dock. As the size of merchant ships

increased in the 1850s and it became too difficult to maneuver them downstream, shipbuilders moved their enterprises to Lower Village. An article in the Eastern Star Newspaper, dated 2 April 1915, lists all of the ships built in Kennebunk Landing from 1800 until 1885. The first ship was built in 1755 on the Kennebunk River at Mitchell's Wharf by John Bourne. The list was created by Seth E. Bryant and a copy of the article can be found at the Brick Store Museum or at its website: www.brickstoremuseum.org.

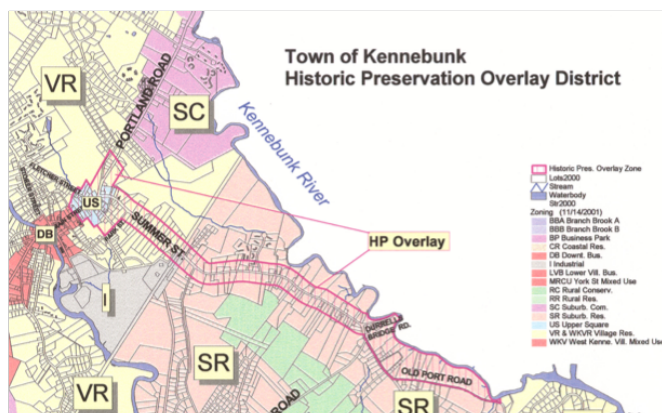
Lower Village initially served as a coastal shipping point, and later supplanted the Landing for shipbuilding, until the era of wooden ships and their construction largely came to an end in 1918. Its next role, as a destination for the growing tourist trade, was cemented in 1883 when a 4.5 mile B&M branch line along Kennebunk Beach into Lower Village opened the area to development of hotels, summer homes and supporting mercantile establishments. As automobiles began to dominate the transportation scene and roads were paved, train ridership declined and in 1926 the Lower Village branch line was abandoned. Regardless, the district's role in the development of Maine's coastal tourism industry continued to grow.

Historic Assets

In response to a November 2017 Town Resident Survey, 38 percent of respondents listed the "character of housing and neighborhoods" within the top three reasons for moving to Kennebunk, just after "small town atmosphere" and "access to beaches and coast."

Coastal Living (www.coastalliving.com) listed the Kennebunks as second out of 20 Best Places to Live on the Coast in 2018, after Santa Cruz, California. It lists the neat row of Ship Captain homes and its "thriving" Lower Village as two of the attractive features drawing people to Kennebunk. This is further evidence that historic properties, which constitute a major part of the Town's character, are considered a positive attribute of value to visitors and residents alike.

During the 1960s, recognition that historic properties were worthy of protection and preservation resulted in the creation of historic districts in many towns and cities across the country. In Maine, Kennebunk's Summer Street had the distinction of becoming the state's first Historic District, established in 1963. The district was listed on the National Register of Historic Places in 1974 (Information System ID 74000324). Its boundaries begin 300 feet from the centerline of Portland Road from Barnard's Tavern at the north to Bourne Street on the south, including properties on Fletcher Street which fall within the 300 foot boundary; all properties on Dane Street, all properties on Elm Street and Green Street; and properties on Summer Street from Portland Road to Durrell's Bridge Road.



The Overlay District contains fine examples of early architecture, the most famous of which is the Wedding Cake House,

a Federal-style dwelling extensively decorated with scroll saw Gothic trim. The Wedding Cake House has often been listed in several travel sites and periodicals and has a reputation for being the most photographed home in Maine. In 1994, the local Historical Overlay District was expanded to include properties below Durrell's Bridge Road to Old Port Road on the Kennebunk River side of Summer Street and properties on the north side of Port Road. This area is not included in the National Register.

Also in 1994, the Lower Alewife National Register District became part of the National Register (System ID: 94000178). The district includes a row of four farmsteads on the north side of Emmons Road, east of junction with Route 35 in West Kennebunk consisting of 208 acres. The farmsteads include: 1) Smith Farmstead (built c.1753, added to NR 1982); 2) Walker-Russell Farm (c. 1797); 3) Seth Emmons Farm (1840); and 4) Collins Emmons Farm (c. 1870).

In addition to the two National Register Districts, there are multiple registered or individually recognized National Historic Register Buildings in Kennebunk. A 2011 Central York County Connections Study listed several of these properties as:

- Bourne Mansion: 8 Bourne St. in Kennebunk. Built in 1812.
- James Smith Homestead: 5 Russell Farm Road in Kennebunk. Built in 1753, it is one of the few surviving mid-18th century homes
- William Lord Mansion: 20 Summer St. in Kennebunk. Built in 1822.
- John Storer Mansion: 7 Storer St. in Kennebunk. Built in 1758 and birthplace of renowned author Kenneth Roberts
- Wallingford Hall, 21 York Street
- Park Street School, 14 Park Street (This building was repurposed and is now managed as the Park Street School Apartments.)
- Chestnut Hill Farm, 617 Alewife Road
- Fairview Farm, 164 Alewife Road
- Goodall Worsted Company/Kesslen Shoe Company (now Lafayette Center), 2 Storer Street.
- JJ Keating Antiques, 70 Portland Road
- Maple Top Farm, 885 Alewife Road
- 34 Fletcher Street
- 54 Fletcher Street
- 59 Fletcher Street
- 584 Alewife Road
- 785 Alewife Road
- 89 High Street
- Alewife House Antiques, 756 Alewife Road
- Upper Dam, Mousam River, Main Street

Historic Studies and Surveys completed since 2003 Comprehensive Plan

- In 2012 the Board of Selectmen unanimously approved incorporating design standards into the Town Ordinance based on the Kennebunk Historic Preservation Overlay

District Design Guidelines and the Secretary of Interiors Standards. The recommended changes to Article 12 were presented to and approved by the Town voters on the November 2012 ballot.

- In 2015 the Maine Historic Preservation Commission certified a Local Government (CLG) Grant to complete Architectural Survey of National Register District for parts of Summer St. and a rewrite of the National Register District nomination to add addresses (July 2015) conducted by Scott Stevens of Goundroot Preservation Group, LLC.

Archeology

Urban Archaeology is the systematic recovery and examination of material evidence from a city's or town's past. Remnants of human activity -- structures, artifacts, and other remains -- which are often buried under subsequent layers of development, illuminate and augment the information already available through historical documents. Archaeology is often the only source of knowledge about prehistory and the largely undocumented lives of women, children, native, minority, immigrants and the poor.

Because of the irreplaceable nature and historic value of archaeological resources, they are protected by city, state and federal laws. In certain situations, government agencies, individuals or other entities are required by these laws to identify archaeological resources, assess their significance, and mitigate the potential damage their project may do to these resources.

Historic Archaeological sites in town include:

- Nathaniel Gilpatrick site (c.1788-1824)
- Emerson-Lyman-Bourne site (1776-1805)
- Lyman-Kingsburry site (early 19th century).

There are six known Prehistoric Archaeological sites in town -

- Site 004.07 through 004.10,
- Site 004.15
- Site 005.11
- Site 004.09 is located in the Maine Turnpike right-of-way and has been completely excavated by Maine Historic Preservation Commission
- Sites 004.10 and 004.15 are located on the Kennebunk Plains.

Other possible sites may be located on maps held by the Brick Store Museum.

Shipwrecks



A number of shipwrecks occurred in Kennebunk over the last few centuries. These, at times, have been unearthed on Goochs Beach and Mother's Beach after severe storms.

The following ships sunk or ran aground in the waters off of Kennebunk:

- Merchant - This 139-ton brig was built on the Kennebunk River by shipbuilder Nathaniel Gilpatrick and launched October 13, 1804. She was cast away on the Kennebunk sandbar in April 1820.
- Colombia - Owned by Joseph Moody, Richard Gilpatrick and Jeremiah Paul, this 160-ton brig launched upriver just a week after the Merchant. She sank in November 1818.
- Horace - A 389-ton barque was built in Scarborough in 1827. The ship was lost off Kennebunk's Boothby's Beach (now Mother's Beach) in May 1838.
- Industry - The coasting packet Industry was the first vessel ever built in St. George by Irish shipbuilders. Her captain was David Patterson II. Built in 1770 she was lost on her maiden voyage.

Other fishing vessels are known to have been victims of the winter storms, and may temporarily appear on the Kennebunk beaches. Not much is known about these vessels. More information on the overall Archeological and Shipwreck sites can be found in Table # ? in the appendices.



CAPTAIN NATHANIEL LORD MANSION

Kennebunk Historic Preservation Commission (HPC)

Preservation is defined as the act or process of applying measures necessary to sustain the existing form, integrity, and materials of a historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. The HPC bases its decisions for granting a “Certificate of Appropriateness” on the Kennebunk Historic Preservation Overlay District Design

Guidelines, available at www.kennebunkmaine.us and hard copy books are available at the Town Hall, and Secretary of the Interior Standards for the Treatment of Historic Properties. Its most recent (2017) standards and recommendations for historic preservation, rehabilitation, restoration, and reconstruction are available through the U.S. Department of the Interior National Park Service, Technical Preservation Services at www.nps.gov/tps/standards/treatment-guidelines-2017.pdf.

The HPC was founded in 1963 to “promote, encourage, and assist the educational, cultural, economic, general welfare, and amenity of Kennebunk through the preservation and protection of qualifying sites, buildings, and districts...through their maintenance as

landmarks in the history of Kennebunk, York County and Coastal North America...”
The Kennebunk Historic Preservation Overlay District (KHPOD) is the oldest historic district in the State of Maine.

As a result of establishing the HPC, Kennebunk was granted status as a Certified Local Government (CLG) in February 1990 with the approval of the National Park Service. Kennebunk is one of only ten cities or towns in the State of Maine to be certified as a CLG. This CLG status affords the Town of Kennebunk access to funding in the form of grants and tax abatements for historic properties that require significant repair/maintenance, technical assistance from national and state historic preservation programs/funds, and annual workshops for commission members, planners, elected officials and other preservationists. The HPC has produced a letter to realtors in Kennebunk for prospective buyers in the historic district advising them of what property ownership involves within an historic district.

The HPC consists of five members and two alternate members. Members are appointed by the Board of Selectmen based on a demonstrated interest, knowledge or training in fields closely related to historic preservation that include architecture, history, landscape architecture and archeology. Each HPC commissioner or alternate serves without pay and for a term of not less than three years or such longer term as the Selectmen may determine. (Town Ordinance Article 12, Sections 1,2,3, and 4)). The HPC meets on the second and fourth Mondays of each month upon receipt of applications within 12 days prior to the meeting.

Applications Reviewed by HPC for Structural Alterations, Landscaping, and New Structures:

| | |
|------|----|
| 2018 | 30 |
| 2017 | 36 |
| 2016 | 42 |
| 2015 | 30 |
| 2014 | 21 |
| 2013 | 31 |
| 2012 | 23 |

Kennebunk’s Historic District is specifically known for its diversity of the historic styles and architecture and the HPC strives to respect the organic (natural) quality in its treatment of each individual who applies for a Certificate of Appropriateness. Over the past several years, energy conservation and the emphasis on maintaining a structure’s historic appearance continue to be of concern for property owners. Exterior color, windows and period-appropriate landscaping are also reoccurring issues. Many of these issues are addressed in preservation articles and ordinances both in Kennebunk guidelines and in various historic districts throughout the United States. These articles are available for review either through the www.kennebunkmaine.us, Maine Historic Preservation Commission website (www.maine.gov/mhpc), or The National Association of Preservation Commissions website at (www.napcommssion.org).

The Kennebunk HPC has approved the introduction of alternative construction materials and accepted them for projects where original materials could not be duplicated. The new products are visually identical matches to profile, sheen, and texture of the original structural components, with the benefit of high quality and extended life. Many of the new materials and technologies are accepted as a result of consulting with the Maine Historic Preservation Commission (MHPC) and the Department of Interior. Each case involving the use of alternate materials and technologies is reviewed on a case-by-case basis.

Despite resources available to owners of historic homes to perform maintenance and repairs, the cost of owning such a home can be a large financial burden. At any given time, some historic homes will be in need of painting or repairs. At the time of this writing, the notable example of a home that requires repairs is the venerable and much beloved Wedding Cake House. In some cases, it may be possible for homeowners to create accessory apartments or condos to lessen maintenance costs while still maintaining the historic integrity of the property.

As a result of a CLG Database Grant awarded in 2012, an HPC Application Records Digital Conversion project was completed in 2013. A total of 790 records were digitized containing the Application #, Map/Lot/Unit#, Property Address, Application Request Description, Owner Name, Applicant Name, Date Filed, HPC Ruling Date, HPC Ruling Status, As Built Date, and Current Land use of the property. These data items continue to be maintained as digital records for new HPC Applications.

In 2017, HPC approved the Kennebunk Landing Historic Sign Project being undertaken by the Brick Store Museum and the residents of the Kennebunk Landing, which involves 59 Historic Plaques being placed on structures initially in the Landing area and then to eventually include all historic structures in Kennebunk. The plaques are being made available to and paid for by historic property owners.

Issues and Implications

1. In August 2012, Kennebunk downtown supporters from public and private sectors met with the Maine Downtown Center's (MDC) team to discuss past efforts, current activities and future visions for Kennebunk economic development of its downtown area. The MDC presented a report to the Town in October of that year with recommendations and suggestions to enhance future development. One recommendation was to extend the HPC's design review authority to the entire "Main Street" commercial district. The MDC emphasized the importance of the town's irreplaceable buildings, their character-defining value, and their potential to leverage the benefits of incentives such as the federal and state historic tax credits to restore and preserve them well into the future. The report stated that historic preservation is a proven economic development tool that can significantly raise the level of revitalization. While not in the downtown area, the Park Street School Apartments and Bibber's Funeral Home is a perfect marriage between a historic property and a local

business enterprise. Similar business models can be emulated for future business development involving Town historic structures.

2. The November 2017 Town Resident Survey included a question asking Kennebunk residents if the Town should expand the Historical Preservation Overlay District. The responses indicated that:
 - 38% of survey respondents believe the district should NOT be expanded
 - 34% of survey respondents believe the district should be expanded
 - 26% of survey respondents had no opinion
 - 2% of survey respondents did not respond to the question

According to Town Zoning Ordinance: Article 12, Section 2 G., whenever an area is proposed for inclusion in the Kennebunk Historic Preservation Overlay District pursuant to the procedures for amending the Kennebunk Zoning Ordinance, the HPC shall notify each property owner within the area of the proposed amendment and, if the Board of Selectman vote to place the proposed amendment on the warrant for Town Meeting, the HPC shall notify each such property owner of the Board's decision within ten days following the decision.

3. For several years, Kennebunk had an individual dedicated to researching and preparing Certified Local Government (CLG) grant requests. CLG status enables Kennebunk to apply for federal grant funds through the Maine Historic Preservation Commission to assist with education, planning and capital projects. Currently, there is no individual assigned to prepare CLG grant requests. Grants have been obtained to help repurpose historic properties such as the Park Street School Apartments now serving as affordable housing. CLG grants have benefited Kennebunk's effort for revitalization, in conducting surveys/inventories of historic properties/sites as well as other projects involving historic interests. More information on CLG grants is available at www.maine.gov/mhpc.

4. Guidelines defining responsibilities of owning property within a Historic Overlay District are available online and in hardcopy. Historic buildings need proper care and rehabilitation to correct deferred maintenance and/or unsympathetic changes that have occurred over time. There may be financial hardships incurred in maintaining or rehabilitating historic properties. When researching historic guidelines through Federal and State websites, residents will discover that Maine Historic Preservation Commission and the U.S. Department of Interior currently make several grants available to property owners for rehabilitation and preservation of structures within historic districts. These grants as well as Federal Tax Credits can be acquired by property owners. Additional information on grants and tax credits can be found at www.maine.gov/mhpc. Some of these appear in this plan's appendices.

5. Residents of the Overlay District are required to go before the HPC for a "Certificate of Appropriateness" (COA) before making changes to structures and landscapes. There are occasions when changes to property or landscapes do not receive a COA. When this occurs, the HPC contacts the homeowner and requests information about the changes. If

a response is not received, a notice of noncompliance is forwarded to the Town Code Enforcement Officer. Some residents have not been aware of the actual historic ordinances. To help remedy this situation a letter was produced for local realtors to be included in realty packages providing a brief summary of the preservation responsibilities for homeowners in the District.

Recommendations

1. The Town should assess the benefits and potential cost/concerns for expanding the Historic Overlay District to include Kennebunk downtown area as recommended by the Maine Development Foundation's Downtown Center team.
2. The Town should ensure that a process for writing Certified Local Government (CLG) grant requests is available through a CLG grant writer.
3. The Town should support a youth outreach program for historic preservation as part of an educational program to raise awareness of the historic attributes of buildings, properties and archaeological sites within Kennebunk. A Kennebunk High School student could be assigned to serve an internship on the Historic Preservation Commission. This would be recognized/accepted as the student's Community Service requirement. The duties could involve research of historic properties, inputting application data, and assisting in identifying projects in need of grant funding and writing.
4. The Town should encourage strategies to help preserve the cultural and historic heritage of the Town in the face of frequent turnover of property ownership, and deterioration of some properties.
5. The Town should review existing historic preservation ordinances to strengthen and clarify the intent of the Kennebunk Historic Overlay District Guidelines and associated requirements for obtaining a Certificate of Appropriateness. However, the Town should remain flexible in reaching accommodations with purchasers of homes and current residents within the Overlay District, especially when working with more notable structures that may require exceptional rehabilitation to maintain its historic structure and character.

Cemeteries

Three years of research conducted by the Kennebunk Cemetery Committee was completed in April 2009 to bring the Town of Kennebunk into compliance with state law in regard to veteran's graves. Accomplishments included:

- An inventory of cemeteries of the town, to include veteran's graves.
- An estimate of the person hours needed to clean a cemetery.
- A list of the locations of cemeteries, so proper GIS mapping could be completed by the Code Enforcement and Tax Assessment offices.

As of 2009, the committee found 84 cemeteries in Kennebunk, to include public and private cemeteries and family plots on private property.

- 36 contain one or more veteran graves
- 12 may contain veteran graves, but requires genealogical research
- 14 cemeteries with veterans, in poor to extremely poor condition
- 22 cemeteries with no known veterans, in poor to extremely poor condition

The following cemeteries were listed as partially funded by the Town (towards upkeep of veteran plots):

- Evergreen Cemetery Corporation (Association)
- Home Cemetery
- Hope Cemetery Corporation (Association)
- Pine Grove Cemetery (Association)

Town Cemetery

- Mt. Pleasant Cemetery

The Cemetery Committee made the following recommendations to the Town in 2009 at the conclusion of the three-year project:

- As defined in Maine State Statute Title 30-A Sect 3107, acquire all “Abandoned Cemeteries.”
- In accordance with Title 30-A Sect 5723, “Public Works,” raise and appropriate money to:
 - Maintain (to include fences) private cemeteries (abandoned cemeteries) established prior to 1880.
 - Care for graves of veterans and maintain fences around cemeteries in which veterans are buried.
- Continue efforts to comply with Title 13 Sect 1101. Maintenance and repairs; municipality, and with Title 30-A Sect 2901. Decoration of veterans’ graves on Memorial Day (with recommendation that American Flags remain on graves in appropriate flag holders, through the entire year.) (Note: The American Legion now place flags on all veteran graves for Memorial Day in appropriate flag holders, at the five main cemeteries in Kennebunk. The flags do not remain at the graves year round; they are removed after Memorial Day.)

Issues/Implications

1. Many of the recommendations from the 2009 study were not implemented. The private gravesites remain in disrepair.
2. There is no budget for maintaining private gravesites. While there is a State fine of \$100 per gravesite that is not maintained, the maintenance cost far exceeds the fine (e.g., the cost of replacing crumbling headstones would be \$500 each).
3. Relating to the first recommendation of 2009 study to take over the care of private cemetery lots, the Town would not let any town volunteers work on repair of the private sites due to current landowner liability issues. There had been a suggestion that these landowners be offered a tax incentive for the town to take responsibility for the private cemetery lots.
4. More recently, the increasing trend towards cremation and scattering ashes is putting financial strain on cemeteries. In Hope Cemetery, 80% choose this method as opposed to burial leading to a decline in revenues, which is threatening their ability to maintain the cemeteries. To avoid having to turn over upkeep responsibilities to the Town, some are establishing innovative partnerships that will both enable them to maintain upkeep responsibilities and to provide public benefits to the Town, such as parks and walking trails.

Recommendations

1. The Town should establish a Cemetery Workgroup to research and promote the heritage of the Kennebunk ancestral history.
2. The Town should support a budget for the care and work done on behalf of Kennebunk cemeteries. The Town should encourage creative solutions and partnerships to maintain the cemeteries and enhance their public benefits.



KESSLER DAM

Mousam River Dams

Within the Town boundaries there are three historic dams on the Mousam River: Sayward (1653), Dane Perkins (1724), and Twine Mill (1801). These dams have played an important role in the formation, development and evolution of the Town of Kennebunk, especially the downtown business area. In 2016, the owner, Kennebunk Power and Light District, made the decision not to renew the dams' license for producing electricity to the Town.

The licensing for the dams expires in 2022.

The Federal Energy Regulatory Commission is currently reviewing a Pre-Application Document for licensing the Lower Mousam Project (FERC No. 14856).

Recommendation

1. The Town should continue to follow the progress of the FERC environmental assessment and the status of licensing of the dams to America First Hydro, LLC. The Town Manager should ensure the Kennebunk Selectmen and town residents receive ongoing updates on the process. The Town should also stay informed of other developments that might arise concerning the future of the dams.

Cultural Assets

The Brick Store Museum



BRICK STORE MUSEUM

The Brick Store Museum is a privately funded, accredited year-round museum and art gallery. Founded in 1936, and located in four linked historic buildings and an adjacent small theatre in the Upper Square (upper Main Street along with the Kennebunk Free Library and First Parish Unitarian-Universalist Church), it holds over 70,000 items. It is considered to be the Town's historical society for record keeping. The museum

also has meeting space for lectures and musical theatre events. Its mission is to discover and maintain a record of the historical heritage of Kennebunk and only to provide educational programs and exhibits designed to promote awareness and understanding of this heritage in order to tell the Kennebunk story, then and now. To this end, the participation in its various programs has been growing rapidly in recent years. Its new History Hopper App (created in partnership with Dietz Associates) is the only app of its kind in the country. It allows iPhone and Android users to tour through the Kennebunks (Kennebunk, Kennebunkport, West Kennebunk) and Arundel to learn about events and people in local history. It can be downloaded to smart phones either through the Apple App Store or the Google Play Store.

The Museum archives hold extensive primary source materials ranging from diaries and family papers to commercial records, maps and architectural drawings, attracting researchers of all ages. Particularly significant are more than 3,000 historical photographs and vintage postcards, plus indexes for Kennebunk-built ships, local history subjects and

genealogical collections. Area newspapers dating back to 1877 exist as bound originals and/or on microfilm.

Issues and Implications

- Parking and internal space are concerns and barriers to growth for the Brick Store Museum.

Recommendations

1. The Town should continue to collaborate with the Brick Store Museum to identify additional archaeological sites and consider strategies to protect and preserve archaeological sites and resources.
2. The Town should encourage educational programs and collaboration with other historical and cultural assets in the Town to broaden understanding of our cultural heritage and its impact on the life of Kennebunk today.

Kennebunk Free Library



The Kennebunk Free Library (KFL) is a 501c3 not-for-profit institution, supported by Town funds and donations. It is governed by a volunteer policymaking Board of Trustees. Its mission is to serve the diverse cultural, informational, educational, and recreational needs of Kennebunk.

Formally organized in 1881 as the Free Library Association of Kennebunk, there is a long history of personal dedication that culminated in the construction of the current building in 1907. In 1974, the KFL was listed in the National Register of Historic Places in the State of Maine. In the early 1990's, a major renovation almost doubled the size of the building. In 2007, the KFL celebrated 100 years of growth in virtually every aspect of its operation including greater community participation, a wider variety of resources, more space, and most of all, staying up to date with current new media and technology that drives it.

KFL is currently staffed by eight full-time and six part-time employees and is open 51 hours each week. Besides an extensive collection of books, the library also offers large print books, periodicals, DVDs, CDs, audio books, reference material, as well as a "Maine Collection." As a member of the Minerva Consortium, KFL offers free and rapid access to over six million items outside of the KFL facility. KFL programs are offered to children, teens and adults as well as museum passes to a wide variety of other cultural programs ranging from the Portland Art Museum to Maine State Parks. The KFL also



serves the homebound, convalescents, and disabled in the “Books on Call” free delivery service.

Currently the library offers patrons ten internet stations, five Wi-Fi hot spots, and text abstracts from leading periodicals and books through the MARVEELI database. For a small fee, KFL offers patrons printing from computers and wireless devices,

scanning documents, fax services, photocopying as well notarizing documents. KFL facilities allow space for public meetings, a gallery for Children’s Illustrators as well as the Speers Gallery, which features rotating art exhibits.

Issues and Implications

1. Lack of parking and internal space are challenges for the library.

Recommendations

1. See Transportation Chapter for parking recommendations.

River Tree Arts

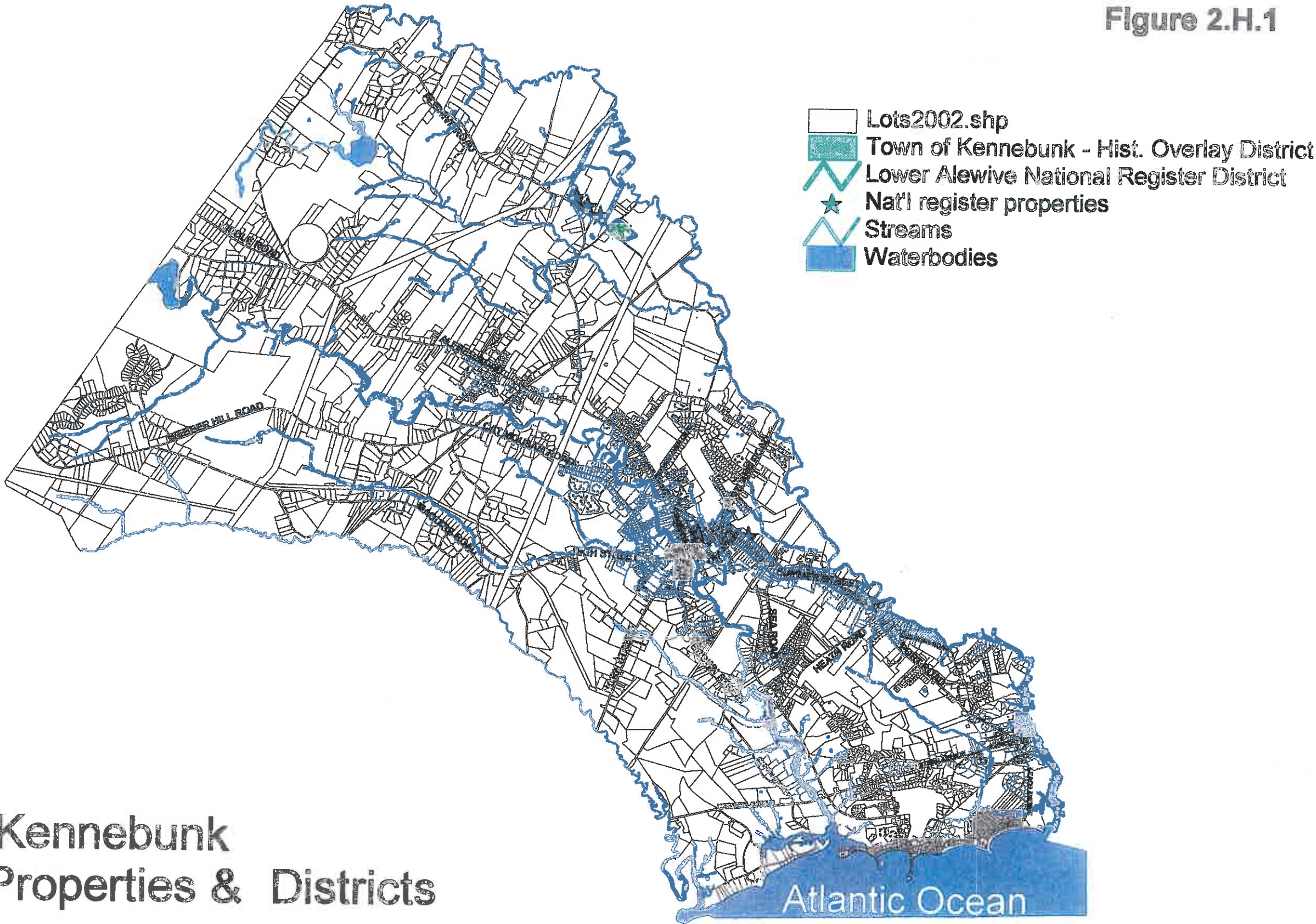
River Tree Arts, founded in 1982 and located in the Lower Village, is an active membership-based 501(c)(3) arts organization for both adults and children. It is governed by a volunteer board of directors. It offers art, theater, dance, and music classes through after-school programs, summer camps, workshops, Craft Nights, gallery shows, and special events. Its mission is to “bring the joy and benefits of music, theater, and visual arts to everyone in the Kennebunks, regardless of age, income, or prior experience.” River Tree Arts believes “the arts are crucial to the process of building community and fosters opportunities for people to come together to create, learn, and celebrate.”

River Tree has two staff members as well as the support of 20 regular volunteers and 155 members. The organization serves about 600 students annually, primarily those residing in the Kennebunks. River Tree Arts also rents meeting and event space for events, exhibits, theater, and musical performances.

Issues and Implications

- None identified

Figure 2.H.1



Town of Kennebunk Historic Properties & Districts

Chapter I: Marine Resources

Kennebunk Harbor

The lower reaches of the Kennebunk River, which is tidal almost up to its intersection with Route 1, is the only harbor in Kennebunk. The width of the navigation channel averages approximately 50 feet with a depth averaging between 13 and 15 feet at high tide and between three and 6 feet at low tide. The speed of the river depends upon the time of year and the nature of the tide. Generally the speed is considered to be between three to five knots.

The harbor hosts 13 marinas providing over 300 slips (65-70 of which are on the Kennebunk side of the river) and 360 linear feet of linear dock space used by recreational and commercial vessels.

In 1984 the Towns of Kennebunk, Kennebunkport and Arundel established a Kennebunk River Committee to oversee all harbor activities. This committee facilitates the development of and compliance with the harbor ordinances originally adopted in 1985. That ordinance grants the Harbormaster the authority to administer and enforce harbor ordinances. Along with overseeing harbor operations, the Harbormaster has the authority over all moorings, their locations and assignments. There are presently 68 moorings on the river. Thirty-one moorings are registered as commercial. Twenty-seven of these are fishing vessels, three are held by Charter fisherman. One mooring is held by the state for use by Marine Patrol. Thirty-six of the moorings are registered to non-commercial, recreational users. One mooring is managed by the town and is available for rent by transient boaters (with a maximum stay of three nights). According to the Harbormaster, in 2018 the waiting list for moorings numbered 30, 6 of whom are commercial users. The average waiting period for a mooring in the river is 8.0+ years.

The following recaps the profile of commercial users relying on mooring in the Kennebunk River in 2018:

- 27 Lobster boats
- 3 Private Charter fishing/Tuna boats

Outside of the mooring field the river is also home to several other commercial vessels. Most of these are located at slips in various locations on the harbor:

- 1 party fishing boat, (Kennebunk)
- 1 whale watch boat, (Kennebunk)
- 1 whale watch/ eco excursion boat (Kennebunk)
- 2 lobster cruises and (1 in Kennebunk)
- 4 to 6 fishing charters.

In 1964 the Army Corps of Engineers (ACOE) signed an agreement with the Town of Kennebunk and Kennebunkport for the joint maintenance of the navigation channel. The goal is to provide a navigable channel for all recreational and commercial vessels travelling upriver as far as Doane's Wharf. The most recent dredge of the lower river was done in the spring of 2013. A partial dredging was done in 2016.

The winter storms of 2017-18 resulted in heavy shoaling at the mouth of the river and severely damaged the rock structure on the leeward side of the Colony Jetty. Recommendations to 1) repair the structure of the wall, 2) conduct a partial dredge at the mouth, and 3) establish the timeframe for scheduling the next full dredge were reviewed by the Army Corps. In the winter of 2018 the Army Corps took depth soundings throughout the navigational reach of the river, and ultimately determined that additional dredging is not warranted at this time.

The Army Corps agreement provides for the maintenance of two dredged anchorages, one of approximately four acres and one of approximately two acres. Each of these attained a depth of six feet. The ACOE also signed off on a 2018 project to improve the facilities and elevate the operations at Government Wharf in Kennebunkport. The agreement stipulated that, because the costs would be shared by the two Towns, access to the wharf has to remain open to all residents.

In 2018 the project to rebuild Government Wharf in Kennebunkport was completed. This rebuild was driven by two factors: (1) the need to elevate the physical structure (bait shack), ramp and public float over the FEMA surge zone and, (2) a need to improve the safety, utility and efficiency of this working fishing pier. Once completed, the new shed, floats, pilings, hoists and the elevated parking will support 23 commercial fishermen.

The Kennebunk River Harbor Management Plan (adopted 1985) is a three-town plan amended in 2000, 2002, 2005, 2011 and 2014 and provides protection for commercial and recreational vessel usage vis a vis management of moorings (50-50 split) and channel maintenance. A Town ordinance stipulates allocation of moorings and overview of responsibility by Kennebunk River Committee and Harbormaster, along with rules for public use of river.

Over the past decade there has been a dramatic increase in the level of activity associated with recreational boating. Most recently we have seen a rapid increase in the number of people kayaking and stand-up paddle boarding. During the peak season, mid June through September, the intersection of paddlers, recreational boaters, charter boats and commercial fisherman, leads to an overcrowding of the navigable channel. Future use of the river will likely involve increased recreational use, with more privately owned docks, more commercial passenger vessels offering tours, and more non-traditional uses such as the floating swimming pool launched in 2018 at a

Kennebunkport resort. The Harbor Management Plan is intended to assure that commercial users, including fishermen, retain access, and prevent conversions from traditional working harbor use to recreational use. Should there be future fishery changes in the Gulf of Maine that impact local fishermen, the Town would need to re-evaluate use of the harbor.

The Maine Working Waterfront Access Protection Program, which provides funds to protect and secure commercial fishing access in Maine, has not been utilized in Kennebunk (the only York County site to date has been in the town of York). The Program mandates that future development of funded property retain its use for commercial fishing and closely related activities. Related information: <https://www.maine.gov/dacf/lmf/>
http://www.accessingthemaineoast.com/coastal_access_toolkit/zoning_for_access.shtml

Today the berthing space on the Kennebunk side of the river is quite limited. Considered collectively the marinas in Kennebunk (Performance Marine, Doane's Wharf, Federal Jacks and DiMillos) offers roughly 50 slips. This includes about a dozen slips available for transients. To put that in perspective, the river is home to nearly a dozen marinas providing slips for 300 vessels and roughly 360 feet of dock space. All of this is open to visitors arriving in either a recreational or commercial vessel.

In Kennebunk (the southwest side of Kennebunk Harbor), most land adjoining the water (including the area of Doane's Wharf and the Monastery) is zoned Coastal Residential, except for a small portion along Western Ave between Beach Ave and the Lanigan Bridge, which is zoned Lower Village Business. The Lower Village Business section is heavily developed with multiple restaurants and two working marinas. One marina also serves as a seasonal paid parking lot that accommodates autos and tour buses. The Coastal Residential zone supports a mix of single-family residences, hotel/monastery and KSD pump station; a large tract of monastery-owned property along the river and Goochs Creek is undeveloped woodlands and wetlands.

Upstream of the Route 9 bridge, only small motorized boats, canoes, kayaks and other small craft have access. While both state law and local ordinances mandate that the entire reach of the Kennebunk River be travelled at a 'no wake' speed, incidents of water skiing and jet ski operations have caused safety concerns in the upper basin area of the river. In order to insure the safe use of the waterway by all persons, 'no wake' buoys and signs are posted from the upper basin to the mouth of the river.

Kennebunk River: Public Access

One of the biggest deficiencies along the waterway is the lack of public access. While recent and past surveys of Kennebunk citizens show overwhelming support for increasing pedestrian and small boat access for both fishing and recreational purposes, today Kennebunk only offers one small parcel where the public can 'put-in' a kayak, canoe or paddleboard. That location is accessible from Seagrass Lane and there is limited parking, with a permit necessary from the Kennebunk Police Department. There are no other public boat launch facilities located on the Kennebunk side of the river.

Pedestrian access to the banks of the Kennebunk River is provided through the property belonging to the Franciscan Monastery off Beach Street.

Private launching facilities on the Kennebunk side of the River are available from Performance Marine. On the Kennebunkport side of the river Chick's Marina and Kennebunkport Marina offer launching services. Fees are based on vessel size.

Fishermen access moorings from skiffs docked at Government Wharf. All other boaters with moorings in the river must depend on private marinas to access their skiffs.

Beaches

Kennebunk is bordered by ocean frontage that includes extensive stretches of sandy beach. These beaches are among the most important recreational and tourist features of the Town. Each of these locations, Goochs Beach, Middle Beach, and Mothers Beach, are town-owned and remain open to public use (MAP HERE SHOWING BEACHES AND PARKING TO COME). Parking for these public beaches is available along one side of Beach Avenue (some of which is permitted) and along several of the adjoining side streets. Starting in July and running through Labor Day, lifeguards are stationed at Mothers and Goochs. Portable restrooms are also available at those two locations.

In addition to the publicly owned beaches, Kennebunk has been provided access to Parsons Beach. Parsons is a private beach located off Route 9, adjacent to the discharge of the Mousam River. Public access is provided, courtesy of the generosity of the family association that owns the land, from the mouth of the river to a point south along the Little River. The Town provides some of the public safety and maintenance needs required for the public's use of Parsons Beach. Users of this beach are asked to comply with all the messages that define the permitted uses while on private property.

Goochs Beach is the largest public beach in Kennebunk. In surveys of Tourism commissioned by the state of Maine, Goochs Beach is often cited as the #1 tourist destination for visitors coming to the Kenneburns. Goochs offers opportunities for swimming, surfing, sunbathing, kayaking, and paddle-boarding.

Issues & Implications

Water Quality Issues

- Water quality is a concern, and is addressed in the Natural Resources chapter.

Commercial Moorings

- The Kennebunk Board of Selectmen adopted an amendment to the Harbor Ordinance in 2015 that requires 50% of the moorings available in the harbor for commercial fishing use only.

Recommendations

1. The town should work with local property owners and others to protect major points of physical and visual access to coastal waters, especially along public ways and in public parks.
2. The Town should assess whether additional steps should be taken to ensure adequate future opportunities for commercial boats and ensure that commercial marine uses are retained along the harbor.
3. The Town should expand public access to the Kennebunk River and Mousam Rivers, which has been identified as a high priority need.
4. The Town should continue to monitor the balance of commercial and recreational use of the harbor (including mooring use).
5. The Monastery is a very significant and valuable open space area along the Kennebunk River. The Town should work collaboratively with the Monastery to preserve or expand public access to this riverfront property.

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Chapter K: Climate Change and Sea Level Rise

“Climate change ... refers to a change in the state of the climate that can be identified ... by changes in the mean and/or the variability of its properties, and that persists for an extended period...” (IPCC Fourth Assessment Report). There is widespread statistical evidence supported by the vast majority of climate scientists that average global air and ocean temperatures are rising at a significantly higher rate than has been the case in past centuries. (See discussion below). Coastal communities are especially vulnerable to rising temperatures because of the following specific effects:

- Sea level rise (inundation of shoreline property, roads and bridges)
- Changes in precipitation and storm intensity (flooding and wind damage)
- Change in habitat (impact on fisheries from rising ocean temperatures)

This chapter will deal primarily with the first two of these because it is something that the Town of Kennebunk can directly address through specific policies and strategies.

Sea Level Rise

According to a century of data from the Portland, Maine tide gauge, the sea level is rising. This is believed to be driven by higher water temperatures which, in turn, can cause more extreme weather. The Town of Kennebunk faces at least two major challenges from these trends: 1) the threat to public and private coastal property and infrastructure from the higher sea level and 2) the potential damage not only to the Coast but to the Town as a whole from major storms. This chapter inventories the best available data on historical and recent trends in sea level change, offers the best available current predictions for the future and establishes the basis on which the Town’s policy response to sea level rise should be framed.

A brief note about units of measure. Most of the global science about sea level rise is performed and reported in metric units whereas the non-scientific community in the United States tends to use inches and feet. Both measures are used in the text of this report. Most, but not all, conversions were from metric to US standard, and the converted numbers are approximate. In graphics borrowed from other sources, expect to see metric units only. Metric abbreviations used here include “mm” for millimeter and “M” for meter

Trends in Sea Level Rise

There is a clear historical pattern of sea level rise which began about 11,000 years ago and which is still occurring. For the past couple of thousand years there has been a pattern of only minor, gradual increases in sea level but the most recent data appears to be showing an increasing rate of rise.

Scientists believe that there are two dominant components. The first is thermal expansion of the water, as the ocean temperature warms. The second is volumetric increase caused by melting of glaciers and ice sheets. It should also be noted that seasonal wind patterns can change tide levels during different periods within each year. For instance, in our area, tides will run lower during periods of sustained northwest winds in the winter because the winds blow water offshore. This effect is entirely independent of more broadly felt astronomical tide patterns.

When scientists look at data on a specific piece of coast, like the shoreline of Kennebunk, there are local reasons for changes in sea level in addition to global reasons. Some movement of the land up or down has persisted since the end of the last ice age. As the crust of the earth in this area was covered with thousands of feet of ice, it sank in response to the weight. When the ice age ended, the land experienced “isostatic rebound”, as the crust bounced back up. Some isostatic rebound is still happening, but the effect now is very slight.

Thirteen thousand years ago at the end of the last ice age, the land in Maine was so crushed by ice that sea level was 230 feet (70 meters) higher than it is today. Eleven thousand years ago after the ice had receded, the land rebounded so that sea level was about 200 feet (60 meters) below today’s levels. Continued melting of ice filled the oceans, and in the last five thousand years, levels in Maine have been very stable. It is important to note that this is the period when our modern beaches and wetlands as we know them today were formed. See Figure 1.

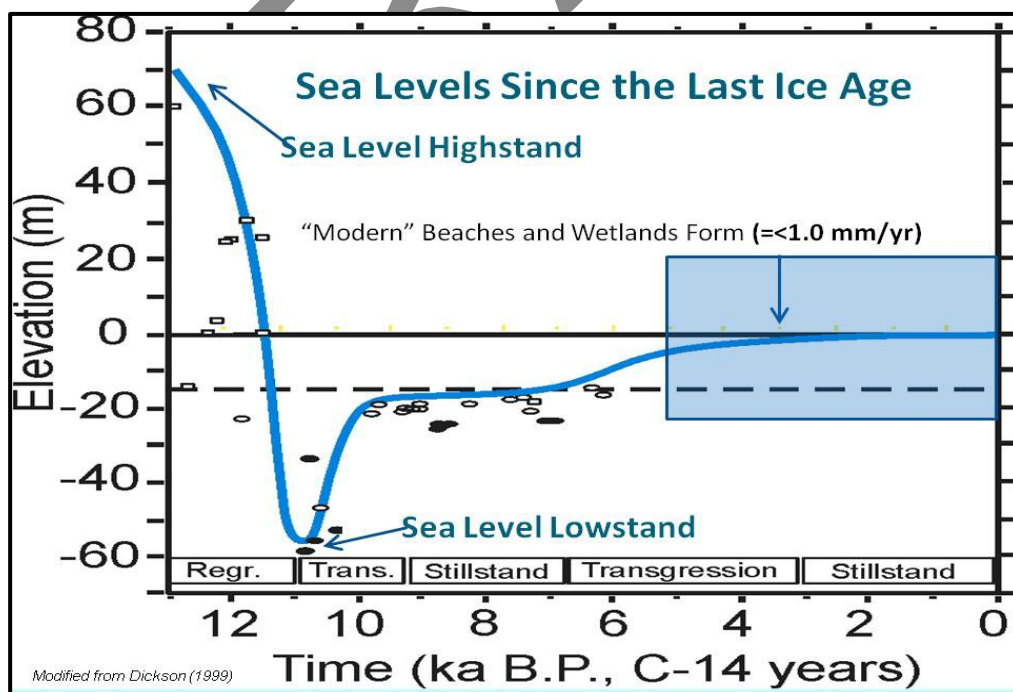
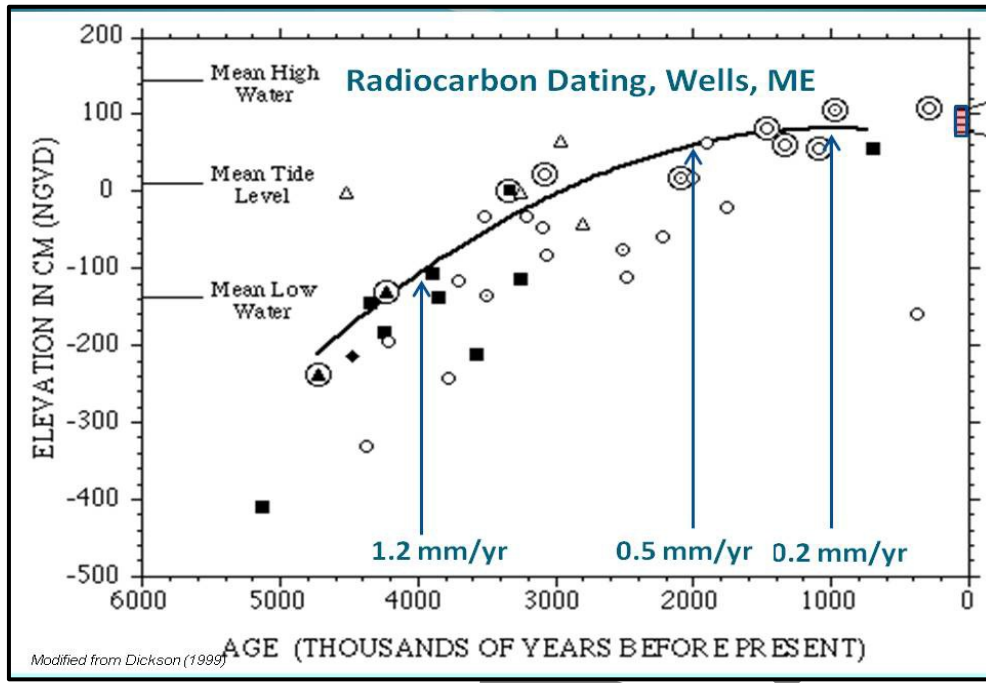


Figure 1: Elevation of Sea Level in Maine – 13,000 Years Ago to Present

Not far from Kennebunk, studies of marshes in Wells show that in the last five thousand years (the shaded area in Figure 1) the rate of change in sea level leveled off from over .04 inch (1 mm) per year to only .01 inch (0.2 mm) per year about a thousand years ago. This data was derived by radiocarbon dating of marsh borings. Please see Figure 2.

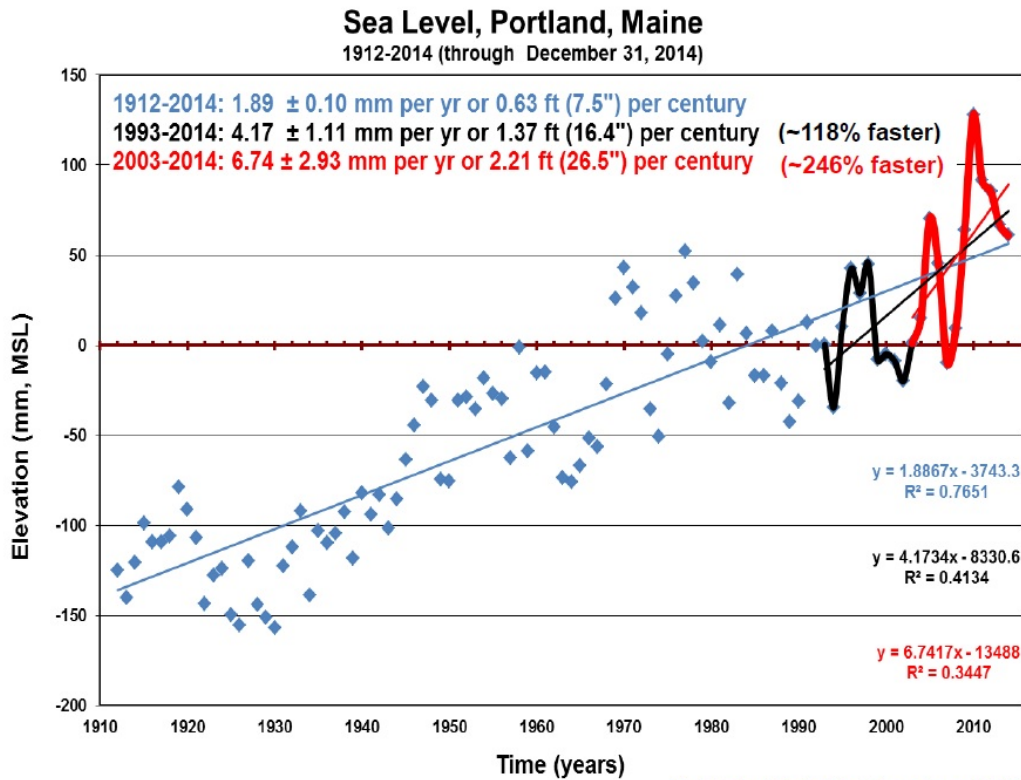
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Figure 2: Sea Level Change in Wells, ME – 5,000 Years Ago to Present



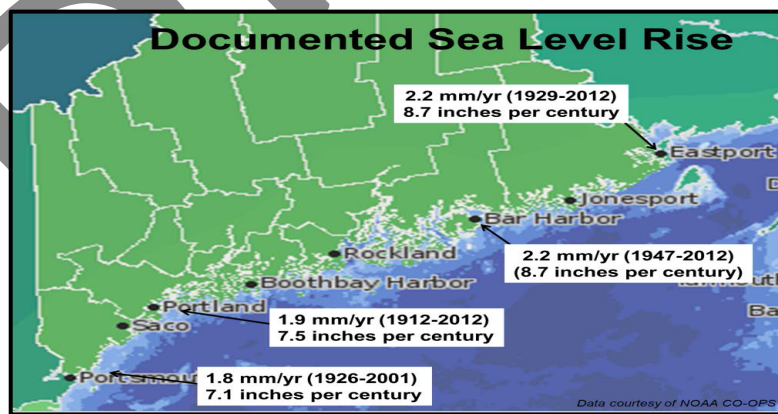
The very gradual sea level rise that has been experienced for the past several thousand years appears to be over. The Portland tide gauge shows that over the last hundred years, since 1912, the sea level has risen 7.5 inches (190mm) or at a rate of .075 inches (1.9 mm) per year. This mirrors global ocean sea levels, as measured from orbiting satellites, showing about .071 inch (1.8 mm) rise per year. However, when the period between 1993 through 2014 is measured for mean sea level, the pace of sea level rise increases and then increases again when measured between 2003 and 2014. See Figure 3.

Figure 3 – Portland Tide Gauge – Mean Sea Level – 1912 to 2014



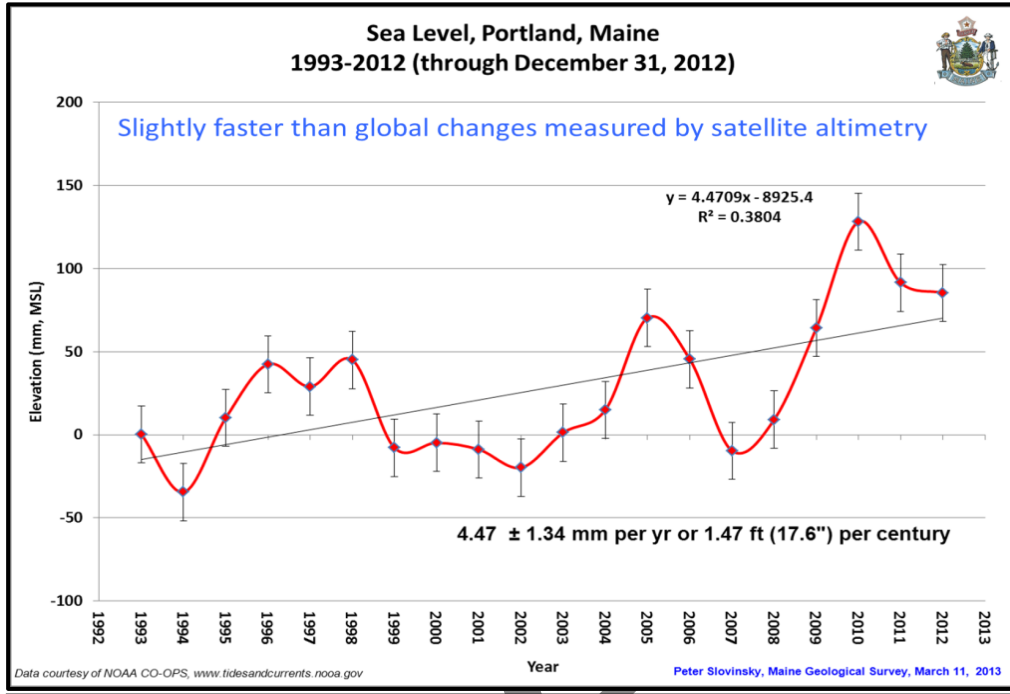
Similar results for the century are found up and down the Maine coast, as documented at nearby tide gauges. See Figure 4.

Figure 4 – Recent Rates of Sea Level Rise – Portsmouth to Eastport



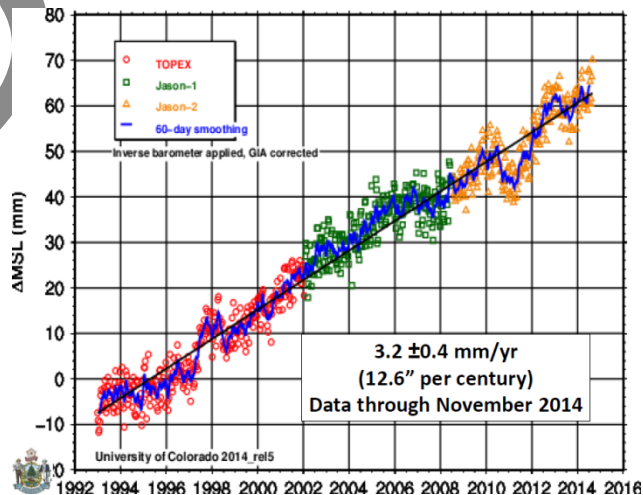
For the last 20 years or so, the rate of sea level rise around Portland, Maine has increased to .17 inch (4.3 mm) per year, or 17 inches (430 mm) per century. See Figure 5.

Figure 5 – Portland Tide Gauge – Mean Sea Level – 1993 to 2012



Similar to Maine, the rate of sea level rise globally has increased, as measured by orbiting satellites. Since 1993, global sea level has risen at a rate of .13 inch (3.2 mm) per year, or 12.6 inches (320 mm) per century. See Figure 6

Figure 6 – Global Rates of Sea Level Rise



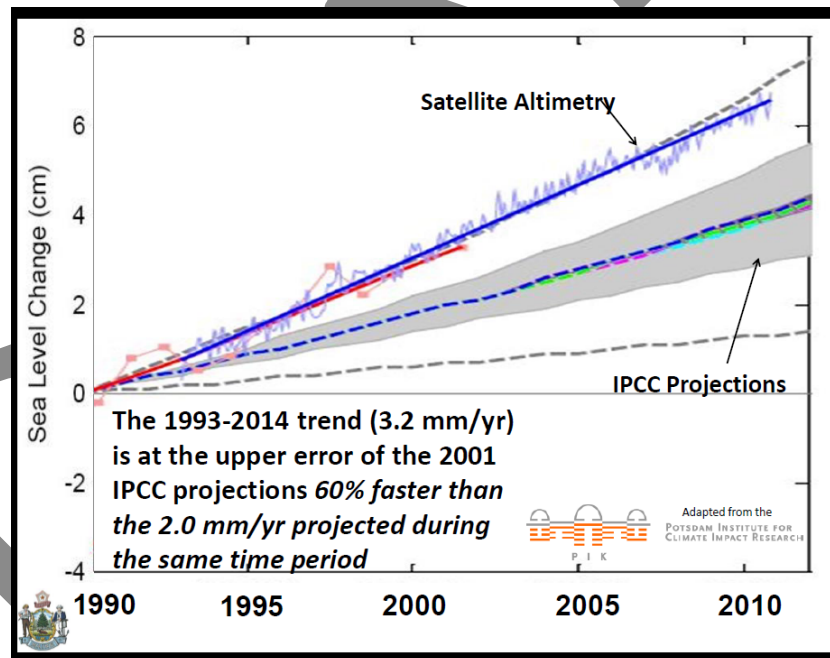
Best Predictions of Future Sea Level Rise

There is consensus in the scientific community that sea level will continue to rise throughout this century. A rising sea level has planning implications for coastal communities like Kennebunk. Some buildings and roads will be impacted on a daily basis or during storms where overall rising sea levels will worsen storm-related impacts. While the degree of certainty is unknown, it is nonetheless important to consider the implications and take stock of the range of likely alternatives.

The next hundred years will probably be triple the rate of sea level rise of the past century according to the projections of the Intergovernmental Panel on Climate Change (IPCC - <http://www.ipcc.ch>) and reach at least two feet. And this may be an understatement since the IPCC projections do not include contributions from the melting of glacial, land-based ice sheets.

Figure 7 shows that if you superimpose the Portland tide gauge data from 1993 to the present, as well as the satellite measurements of the global ocean level, that sea level rise during the last 20 years is tracking at the HIGHEST PROJECTION curve of the IPCC.

Figure 7: Recent Data Compared to Past Predictions

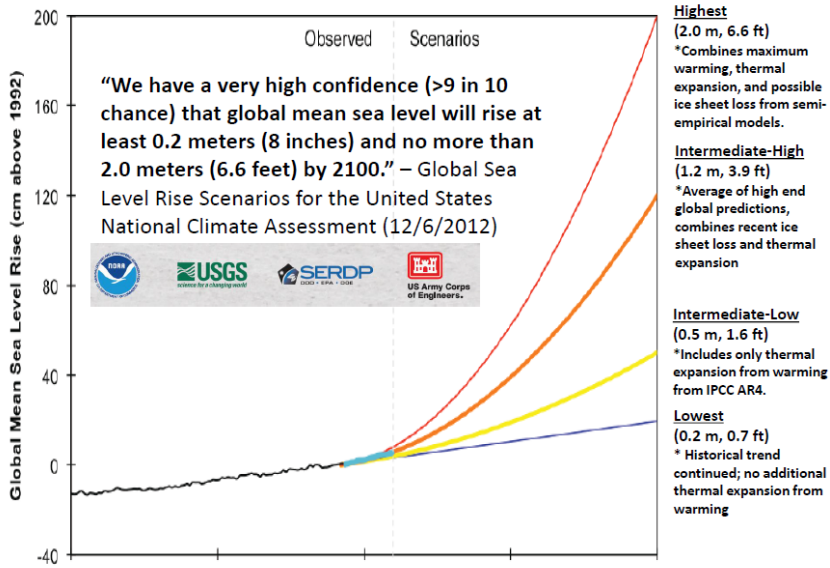


There is another factor at work that may exacerbate the situation. Geologists and glaciologists are finding that ice sheets on land in Greenland and Antarctica are melting, which could add substantial amounts of water to the world's oceans. This phenomenon has not been included as a contributing factor over the past hundred years. The 2011 SWIPA report (Snow, Water, Ice, and Permafrost in the Arctic) by Glaciologist Eric Rignot, of the University of California Irvine and NASA's Jet Propulsion Laboratory (JPL) and his team shows that "if current Antarctic and Greenland ice sheet melting rates

continue for the next four decades, their cumulative loss could raise sea level by an additional 5.9 inches (150 mm) by 2050. When this is added to the predicted sea level contribution of 3.1 inches (79 mm) from glacial ice caps and 3.5 inches (89 mm) from ocean thermal expansion, total sea level rise could reach 12.6 inches (320 mm) by the year 2050.” (More information is available from the American Geophysical Union, via the Web: <http://www.agu.org>).

For planning purposes, it is recommended that Kennebunk adopt a scenario-based approach with consideration given to the range of the lowest through the highest forecasts. Given current global trends, we are nearing the “Intermediate High” scenario from the National Climate Assessment (www.globalchange.gov) Global Sea level rise scenarios, which puts us somewhere around 3.3-3.7 feet by the year 2100. The United States National Climate Assessment is very confident that the next hundred years will see at least an 8 inch rise and no more than a 6.6 foot rise by 2100. See Figure 8

Figure 8: Sea Level Rise Scenarios

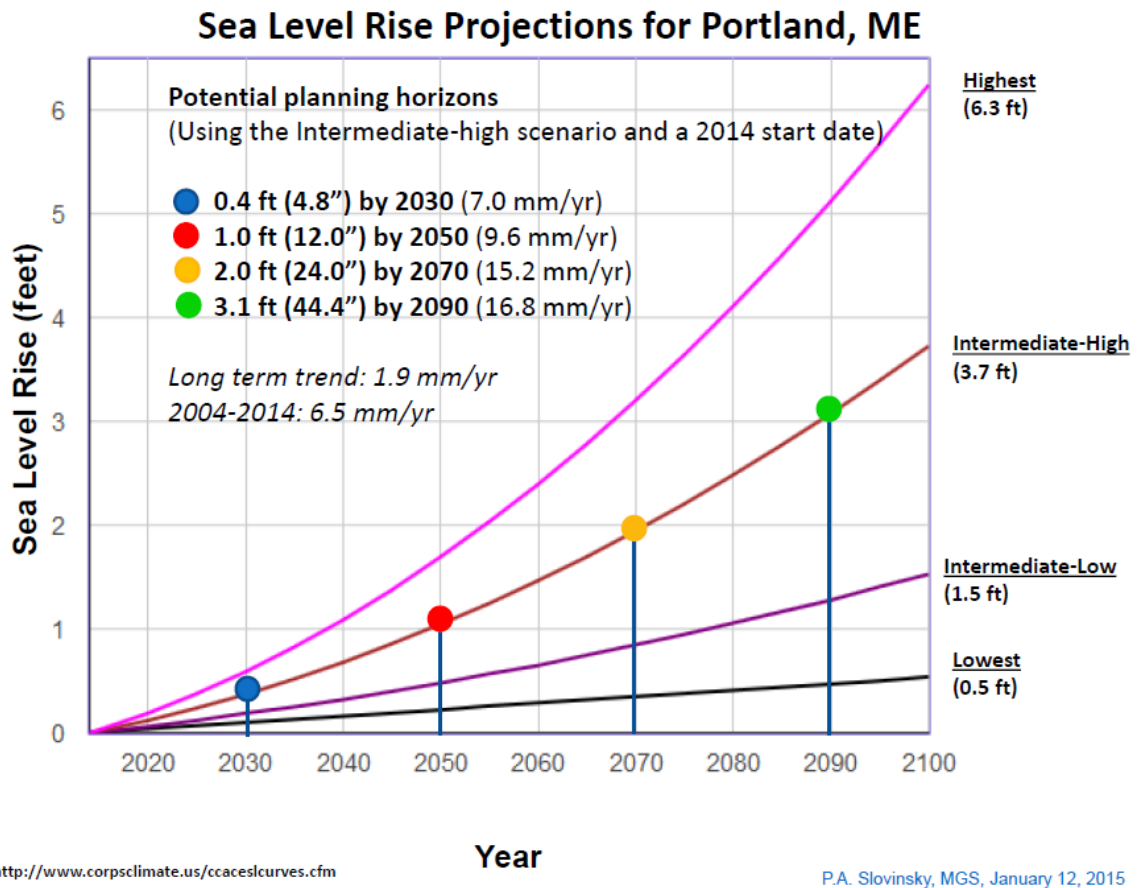


Recommend using a “Scenario” Based Approach

Figure 8 shows the potential planning horizons for the Town of Portland, Maine. Using the Intermediate-High scenario and a 2014 start date, sea level will rise nearly 5 inches by 2030, 1 foot by 2050, 2 feet by 2070 and over 3 feet by 2090. Given Kennebunk’s proximity to Portland, it is reasonable to conclude that Kennebunk would, under this scenario, experience much the same amount of sea level rise.

It seems clear from these expert projections that Kennebunk can expect and should plan for some degree of sea level rise in the coming years. How much and in what timeframe are the key unknowns.

Figure 9: Sea Level Rise Projections for Portland, Maine

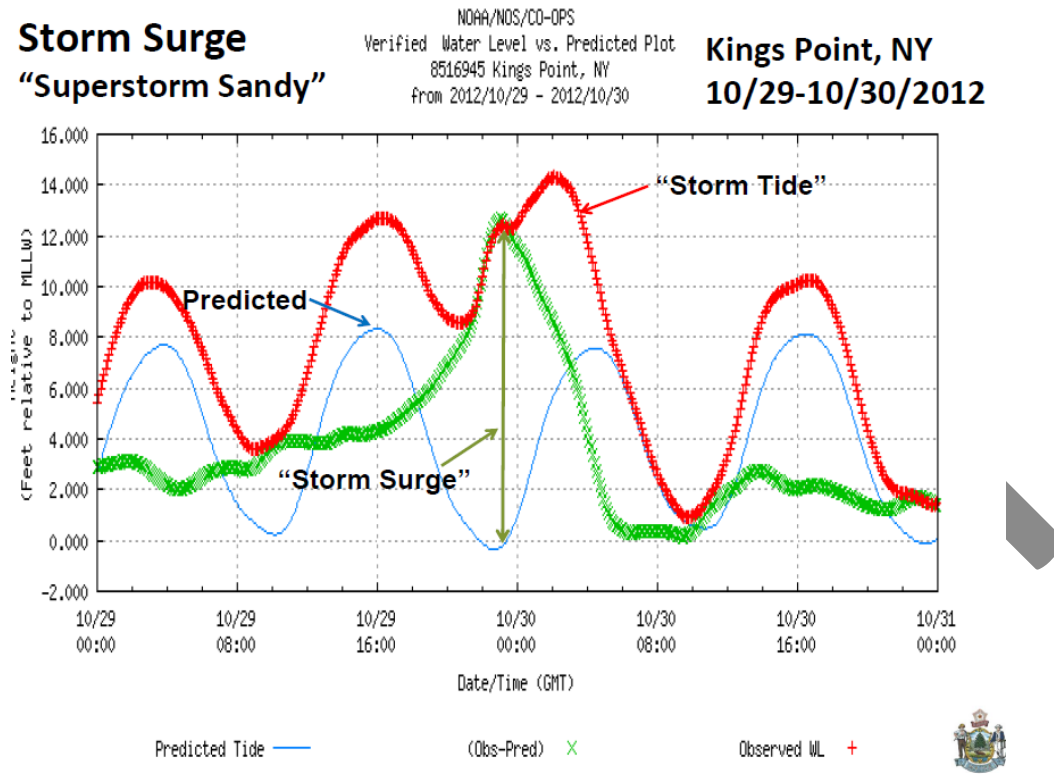


Vulnerability Assessment – Sea Level Rise, Storm Tide and Storm Surge

It is important to note that in addition to an increase (from sea level rise) in the water level at highest annual tide (HAT), consideration must be given to the impacts of storm conditions under those higher sea level scenarios. For Kennebunk, the HAT elevation is about 6.2 feet. Storms can effectively increase the sea level for the duration of the storm. The 1978 storm is the storm of record with respect to ocean-related storm impacts and produced a temporary increase in sea level of about 2½ feet. Both storm surge and storm tides play a role in how storms affect the shore. As defined by the National Hurricane Center, storm surge is an abnormal rise of water generated by storm, over and above predicted astronomical tides while storm tide is water level rise due to the combination of storm surge and astronomical tide.

Superstorm Sandy’s impact on sea level at Kings Point, New York (east of Queens) is illustrated below. Clearly storm tides and storm surge played a huge role in the severe damage experienced by New York and New Jersey.

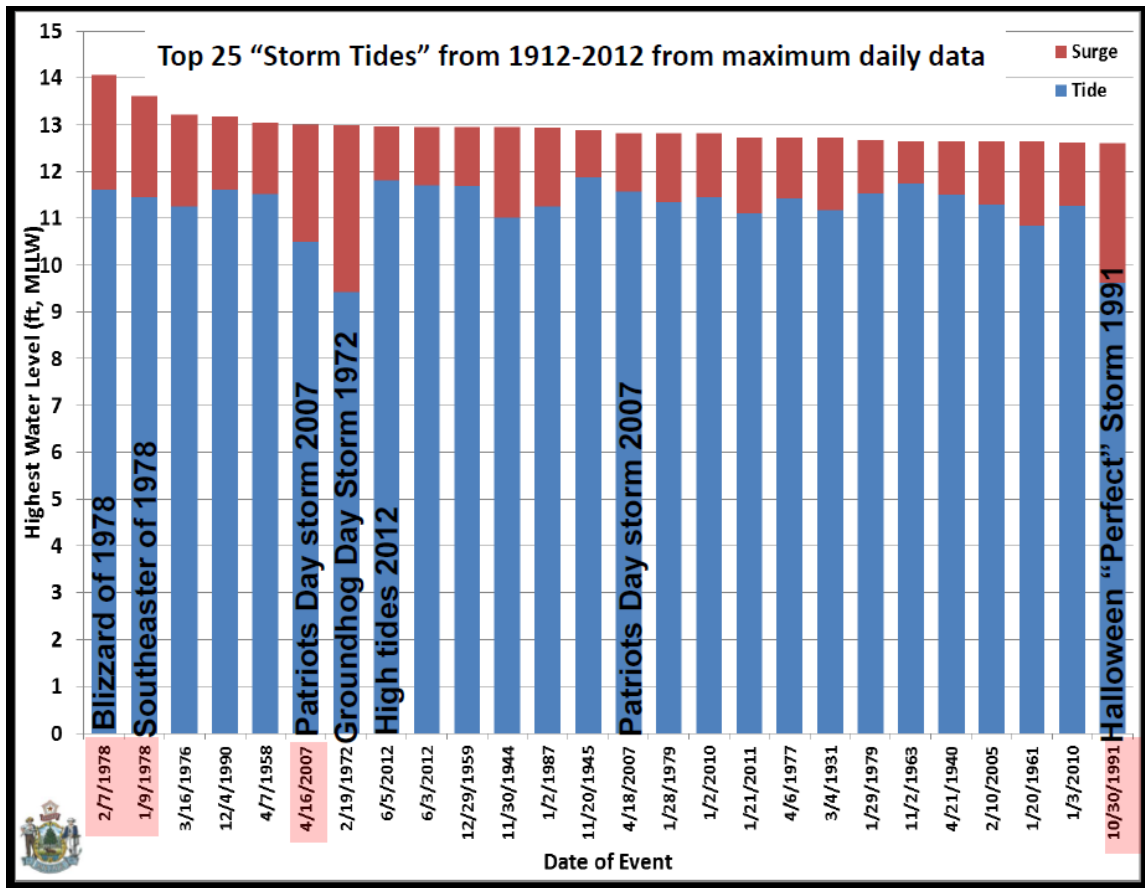
Figure 10: Superstorm Sandy's effect on sea level at Kings Point, New York



Because of Maine's tidal variation, the potential combination of astronomical tide and storms is extremely concerning. Figure 11 shows Portland's top 25 storm tides from 1912-2012 and the proportion of the total storm tide that was tide and what was the storm surge.

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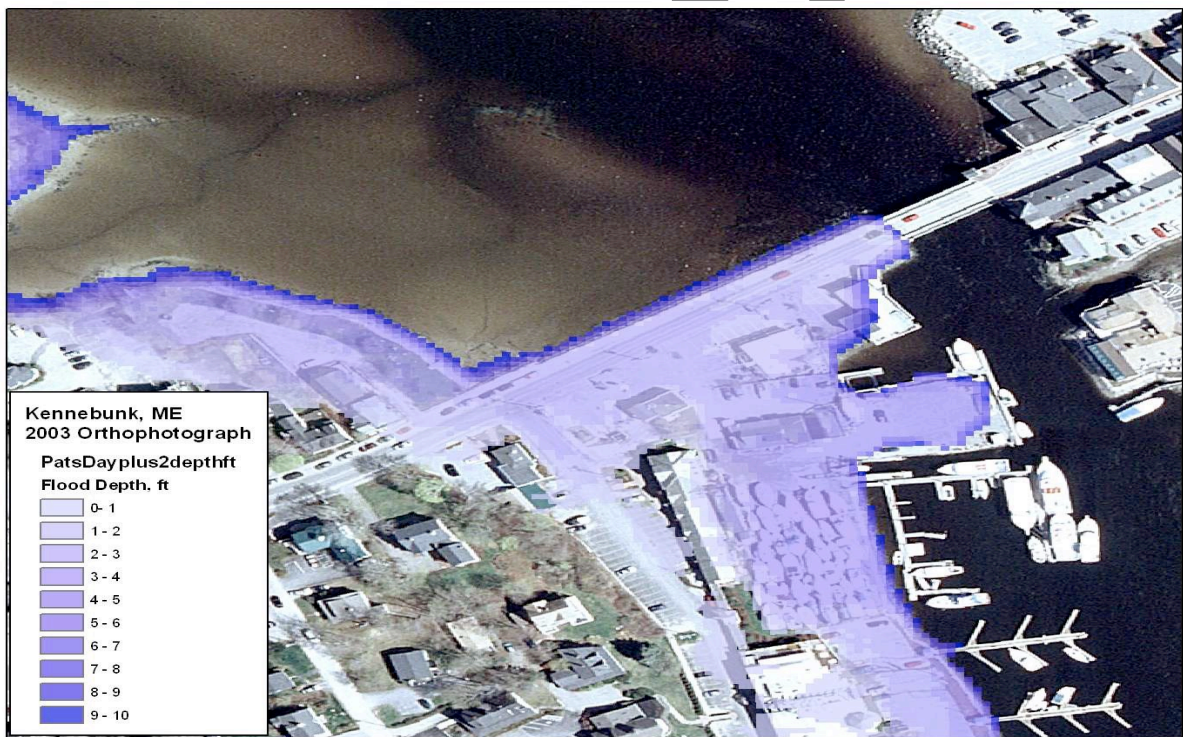
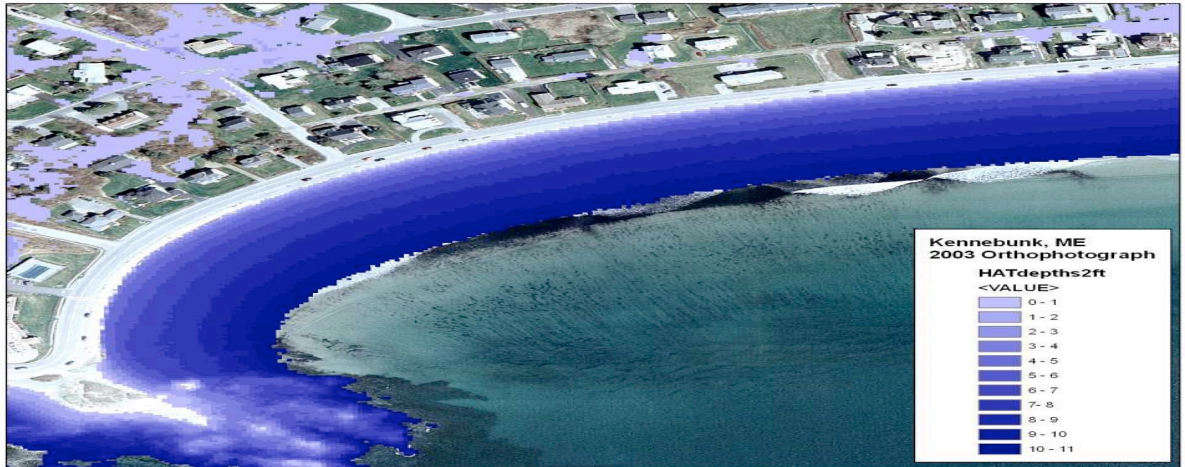
Figure 11: Top 25 Storm Tides 1912-2012



Highest Annual Tide Scenarios (HAT)

The graphics below show the impact of various HAT assumptions on Goochs Beach and in Lower Village.

Figure 12: Potential Inundation Scenarios for Kennebunk



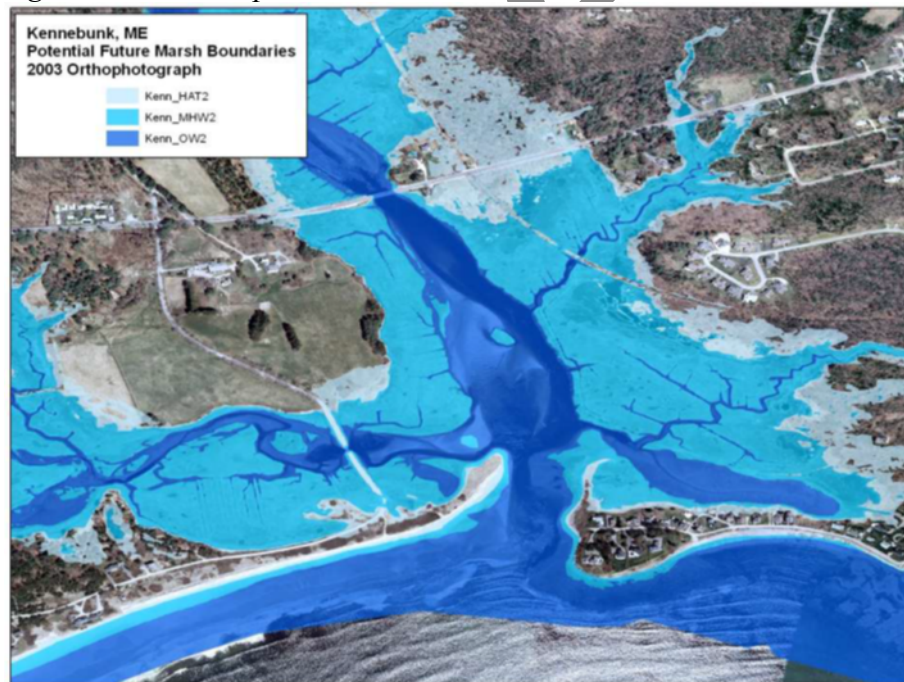
Impacts to Marshes

The role that coastal wetlands play in protecting shoreland during storm events has received much public attention in the years since Hurricane Katrina caused so much damage in Louisiana. *Coastal wetlands* as defined in Maine’s shoreland zoning regulations refer to all tidal and subtidal lands which have salt water tolerant vegetation present and any swamp, marsh, bog, beach flat or lowland that is subject to tidal action

during the highest tide level. Coastal wetlands can include portions of coastal sand dunes. There are two types of coastal wetlands, called marshes, which play a role in protecting Kennebunk. There is *low marsh* which is intertidal so is covered and exposed by the tide each day. *High marsh* is the area of salt marsh beginning that is only sporadically covered by water. To quote a 2013 report on sea level rise undertaken for Sustain Southern Maine: “Marshes provide valuable ecosystem services, including pollution filtering and flood buffering. Not only do they slow and buffer waters during coastal flood events, but they also slow erosion which might otherwise affect developed areas.” High marsh and low marsh areas were delineated using tidal elevations as proxies for actual on-the-ground surveying. The 2013 report provides assessments for each of 13 southern Maine communities and for Kennebunk, it concludes that “marsh migration is also likely to be an issue for Kennebunk. This will particularly be an issue along lowlands adjacent to the Kennebunk River. Even modest amounts of (sea level rise) could cause extensive changes to marshland in this area.”

Marshes can migrate inland and have been able to do so during the gradual sea level rise experienced since the last Ice Age; but when sea level rise rates increase, high marsh environments cannot survive the increased inundation and give way to low marsh environments. This decreases the diversity of salt marshes as a whole and diminishes their ability to buffer the shoreline from erosion. If the rate of sea level rise is too rapid or abrupt, low marsh environments will also drown, leaving the shore unprotected from battering waves. Another factor that limits marsh migration is development – houses and roads block marshes from moving inland

Figure 13 Marsh expansions



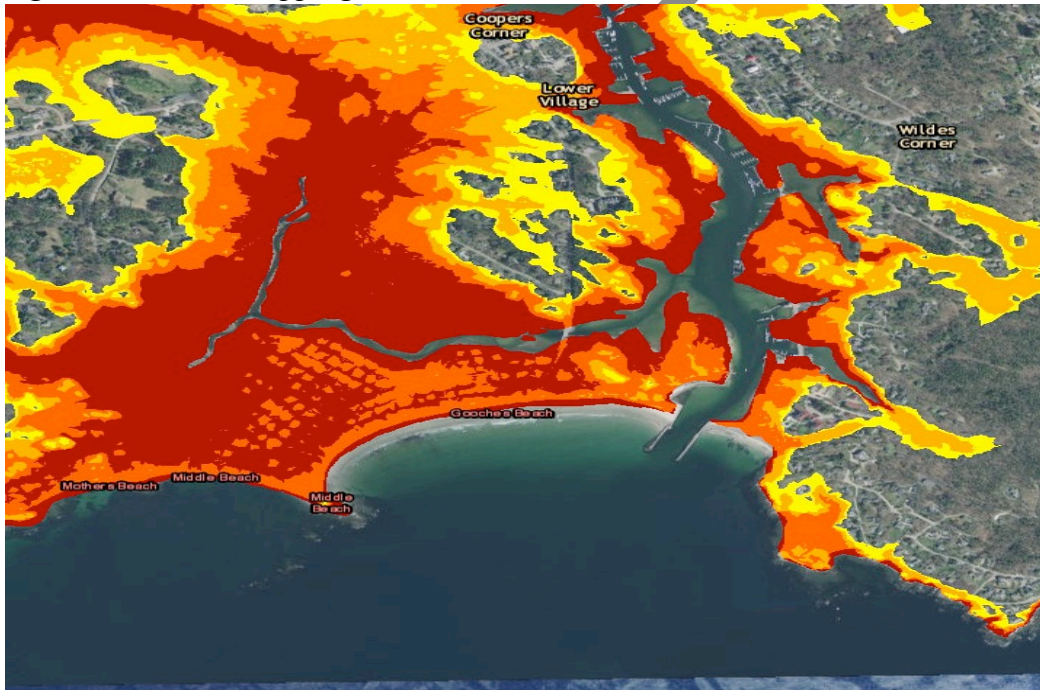
Source: Maine Geological

Potential Hurricane Inundation

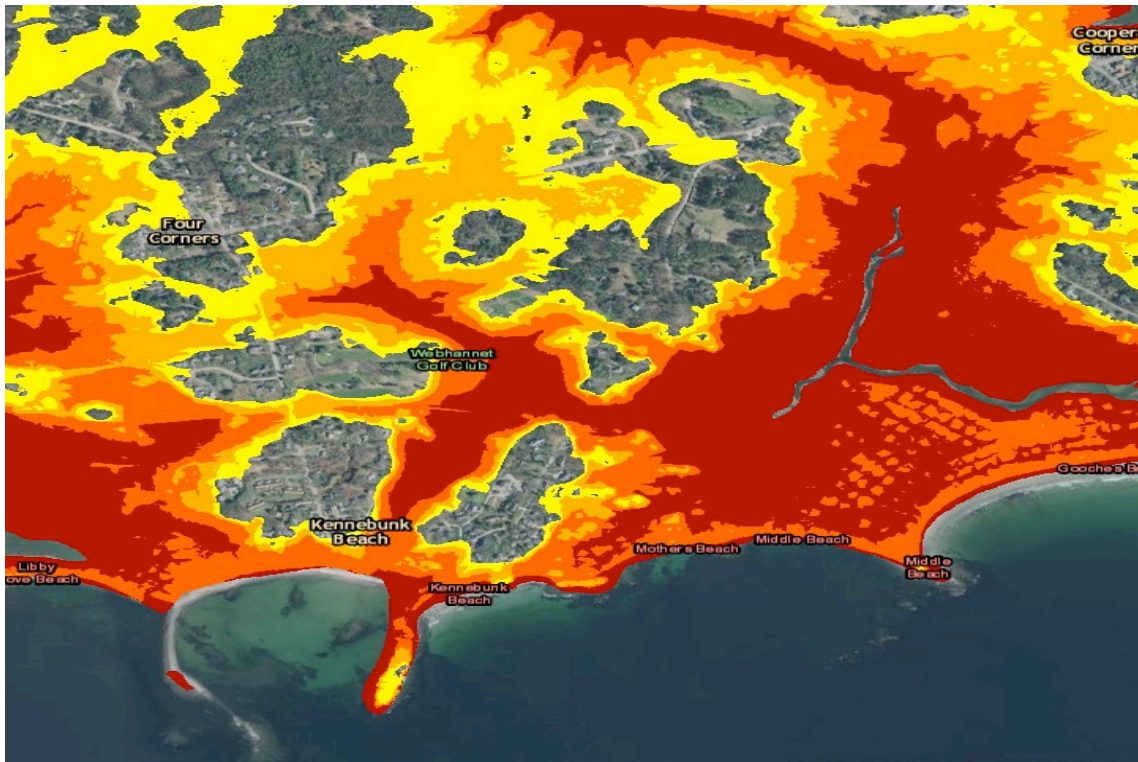
Potential hurricane inundation mapping has been done in Maine through a FEMA grant to Maine's Floodplain Management Office accompanied by consultation with National Hurricane Partnership representatives on tool development, proposed process and techniques. The Geographic Information System (GIS) tool that was developed uses Sea Lake and Overland Surges from Hurricanes (SLOSH – developed by the National Hurricane Center) to model the data.

Modeling potential hurricane inundation scenarios can assist in investigation of potential impacts to critical infrastructure, storm evacuation planning, emergency management planning and community outreach and education.

Figure 13 SLOSH Mapping



Source: Maine Geological



Source: Maine Geological

Future Infrastructure Impacts

As part of an assessment based on potential Sea Level Rise and Storm Surge impacts, it is important to analyze the infrastructure that may be at risk. Much of this information is based on local (State wide analysis) that has been vetted over the years. As noted earlier in this chapter, this information is empirical data collected to project the future. Based on this data, a series of models have been built on the impacts to coastal communities such as Kennebunk. In order for the community to make intelligent decisions on how to deal with coastal issues, a table has been developed (see below) that indicates what streets will be impacted under different scenarios.

There are two sets of scenarios that are reflected in the table. One scenario addresses the streets that could be flooded out during a Highest Annual Tide (HAT) plus 1-6 feet of sea level rise. As a point to plan for, the State of Maine is projecting HAT +3 feet of SLR as the likely increase by the year 2100.

The second set of scenarios are called Sea Lake and Overland Surges from Hurricanes (SLOSH) Maps which show the impacts based on Hurricane Storm Surge impacts. The State of Maine looks primarily at Category 1 & 2 which are also included in the table below. The table indicates the **linear footage** of road impacted under the various scenarios. The color coding moving from the Green to the Red indicates little to no impacts up to major impacts. An accompanying map can be found in the Planning Department for further review. There are four (4) streets that are of immediate concern:

- Parsons Beach Road
- Beach Avenue

- Crescent Surf Drive
- Durrell's Bridge Road

Once planners have this kind of information, adaptation or mitigation strategies may be adopted. The roads in question may be deemed “noncritical” but require evacuation routing and/or detour routing. Others may be critical to the functioning of the community in which case elevation of the roadway might be considered. The 2013 report concludes “it is likely that road flooding would occur with all levels of flooding..... The SSM analysis found that at 2 feet of flooding 6 road segments are vulnerable, at 1 meter of flooding 12 are, and at 2 meters of flooding 20 segments are vulnerable. This suggests that further analysis of road network flood vulnerability should be undertaken to ensure the integrity of evacuation routes. It is, of course, also likely that significant damage would occur to public infrastructure and private real estate along Kennebunk’s coastal beaches, with neighborhood-wide inundation occurring as flooding approaches 2 meters.

DRAFT

| Road Name | Scenario | | | | | | | Legend | |
|--------------------|----------|------------|----------|------------|-----------|----------|-----------|--------|-----------------------|
| | HAT | HAT + 1 ft | HAT+2 ft | HAT+3.3 ft | Cat 1 MHT | HAT+6 ft | Cat 2 MHT | | |
| Arundel Way | | | 188 | 328 | 324 | 520 | 520 | | No impact |
| Atlantic Cir | | | 141 | 236 | 264 | 334 | 356 | | 1-50ft |
| Bayberry Ave | | 168 | 714 | 2276 | 2365 | 3182 | 3182 | | 50-100ft |
| Beach Ave | 50 | 52 | 54 | 947 | 1017 | 5849 | 7447 | | 100-150ft |
| Blue Heron Ln | | | | | | | 132 | | >150ft or entire road |
| Boothby Rd | | 243 | 652 | 963 | 983 | 2081 | 2412 | | |
| Bruen Pl | | | | 177 | 226 | 346 | 347 | | |
| Bufflehead Cove Ln | | | | | | 16 | 141 | | |
| Cattail Path | | | | | | | 40 | | |
| Christensen Ln | | | | | | 156 | 243 | | |
| Christopher Rd | | | | | | | 141 | | |
| Commodores Way | | | | | | | 26 | | |
| Coveside Ln | | | | | | 17 | 42 | | |
| Crescent Ave | | | | | 27 | 137 | 137 | | |
| Crescent Surf Dr | 21 | 310 | 1151 | 1352 | 1428 | 1826 | 2174 | | |
| Doanes Wharf Rd | | 39 | 149 | 220 | 223 | 330 | 357 | | |
| Durrells Bridge Rd | 11 | 11 | 14 | 16 | 20 | 296 | 302 | | |
| Dutcher Ln | | | 124 | 277 | 286 | 439 | 440 | | |
| Ebb Tide Ln | | | 57 | 109 | 113 | 254 | 280 | | |
| Evergreen Ave | | | 258 | 745 | 761 | 761 | 761 | | |
| Fairway Dr | | | | | | 259 | 404 | | |
| Forest Hill Ln | | 136 | 256 | 325 | 341 | 467 | 642 | | |
| Gooch Ave | | | 223 | 693 | 831 | 1454 | 1454 | | |
| Governors Way | | | | | | 238 | 404 | | |
| Great Hill Rd | | | | 486 | 279 | 2589 | 2770 | | |
| Harbor Ln | | | 230 | 425 | 425 | 816 | 816 | | |
| Harris Ln | | | 196 | 303 | 320 | 448 | 483 | | |
| Harts Rd | | | 76 | 925 | 1015 | 2035 | 2461 | | |
| Hickory Ln | | | | | | 75 | 221 | | |
| Larboard Ln | | | | | | 761 | 923 | | |
| Leeward Ln | | | | 174 | 177 | 212 | 212 | | |
| Linden Ave | | | | | | 49 | 95 | | |
| Little River Way | | | | | 31 | 136 | 229 | | |
| Lords Point Rd | | | | 414 | 518 | 693 | 738 | | |
| Magnolia Ave | | 102 | 238 | 249 | 249 | 249 | 249 | | |
| Marsh View Ave | | | 167 | 1007 | 1017 | 1332 | 1331 | | |
| Mineral Spring Way | | | | | | 133 | 186 | | |
| Oak St | | | | | | 59 | 341 | | |
| Oceanside Ln | | | | 43 | 61 | 261 | 262 | | |
| Old Port Rd | | | | | | 15 | 175 | | |
| Parsons Beach Rd | 376 | 1082 | 1473 | 2473 | 2296 | 3630 | 4992 | | |
| Peninsula Dr | | 32 | 518 | 1318 | 1327 | 1374 | 1374 | | |
| Preserve Dr | | | | 115 | 121 | 275 | 363 | | |
| Railroad Ave | | | | 135 | 135 | 622 | 622 | | |
| Ridge Ave | | | | | | 346 | 401 | | |
| Robie Rd | | | 123 | 512 | 578 | 632 | 632 | | |
| Rocky Shore Ln | | | | | | | 27 | | |
| Sand Dollar Ln | | | | | | 102 | 144 | | |
| Sandy Point Ln | | | | | | 87 | 167 | | |
| Sea Fields Dr | | | | | | 312 | 648 | | |
| Sea Garden Cir | | | | 129 | 171 | 454 | 677 | | |
| Sea Grass Ln | | | 104 | 448 | 474 | 962 | 962 | | |
| Ship Locks Dr | | | | | | 85 | 277 | | |
| Shorebreezes Ln | | | | | | 94 | 476 | | |
| Shoreline Way | | | | 22 | 22 | 249 | 382 | | |
| Starboard Ln | | | 59 | 123 | 170 | 300 | 300 | | |
| Strong Ln | | | | | | | 33 | | |
| Surf Ln | | | 467 | 2049 | 2224 | 2604 | 2604 | | |
| Tidewater Ct | | | | | | | 122 | | |
| Valley Ave | | | | | | 431 | 696 | | |
| Water St | | | | 49 | 33 | 95 | 294 | | |
| Wentworth Ave | | | | | | | 14 | | |
| Western Ave | | 14 | 1125 | 2971 | 3167 | 6059 | 7321 | | |
| Woodland Ave | | | 10 | 124 | 138 | 626 | 1068 | | |

Adaptation and Mitigation

Many coastal towns are adopting climate adaptation and mitigation strategies that may or may not come into play as circumstances warrant. As the EPA suggested in a 1995 report on Anticipatory Planning for Sea-Level Rise Along the Coast of Maine, “*There are opportunities to avoid adverse impacts by acting now*, opportunities that may be lost if the process is delayed.” International, Federal, State and regional agencies have compiled a vast range of resources that are readily available to planners and local committees to assist in adaptation and mitigation strategies. Many towns (Kittery, for example) are also linking these mitigation and adaptation strategies to energy consumption, fuel sources and public education.

Selected Resources for Climate Data and Modeling:

NOAA Climate Service - <https://www.climate.gov/>

US Climate Resilience Toolkit - <https://toolkit.climate.gov/#steps>

Digital Coast - <https://coast.noaa.gov/digitalcoast/>

Wetlands Inventory - <https://www.fws.gov/wetlands/data/mapper.html>

FEMA Map Service Center - <https://msc.fema.gov/portal>

Local Government and Climate Change Adaptation Toolkit - <http://www.iclei.org/>

Preparing for Climate Change: A Planning Guide for State Coastal Managers - <https://coast.noaa.gov/czm/media/adaptationguide.pdf>

Northeast Regional Climate Center - <http://www.nrcc.cornell.edu/>

Intergovernmental Panel on Climate Change - <http://www.ipcc.ch/>

New England Climate Adaptation Program - <https://necap.mit.edu/>

Find Your Flood Risk: <https://floodiq.com/pol/953e12a50a996a22e99e34120ab7bf08>

Surging Seas: Riskfinder: <https://riskfinder.climatecentral.org/>

Mitigation via Energy Efficiency

It is broadly accepted that a primary cause of climate change is the centuries long build-up of CO₂ in the earth’s atmosphere caused by the burning of hydrocarbons to fuel global industrialization. Therefore, a primary climate change mitigation strategy is reduction of CO₂ emissions via reduced dependence on hydrocarbons and increased reliance on renewable energy sources like wind, solar and hydro. Part of Kennebunk’s Energy Efficiency Committee’s mission is “to promote ways for the government and residents of Kennebunk to reduce fossil fuel use, resulting in lower energy bills and greater use of sustainable energy sources.” The Committee’s goal has been to assist Kennebunk in meeting its commitment as a signatory to the *US Mayor’s Climate Protection Agreement* (<https://www.usmayors.org/mayors-climate-protection-center>), which the Kennebunk Board of Selectmen signed in 2006 and renewed in 2014.

Energy Efficiency

The Kennebunk Energy Efficiency Committee (KEEC) has researched multiple entities that are dealing with the issue of climate change and has determined that the Global Covenant of Mayors for Climate and Energy, an international body that provides technical support for towns and cities around the world in their efforts to address climate disruption, seemed like an excellent fit for the Town. The KEEC has requested the Select Board renew their commitment by signing

onto the Global Covenant of Mayors for Climate and Energy (GCofM) at their August 14, 2018 meeting. One of the primary strategies of the Committee will be the development of a greenhouse gas emissions inventory as a foundation for recommendations, including energy audits for all Town-owned buildings, in order to provide the data necessary for any decisions made regarding improved insulation, installation of storm windows, changes in type of fuels consumed, etc.

Beginning in 2007 and continuing on through 2018, KEEK has sponsored:

- Multiple town-wide workshops and mailings on energy conservation, energy-efficient lighting, and “build your own storm windows,” and encouraged Kennebunk Light and Power to offer an all-renewable energy supply resource (the first in the State) for customers. The committee continues to work on waste issues with the failing market for recycled material and recently updated the policy for type and placement of taxpayer-supported lighting on streets, town-owned buildings and related facilities and parking lots.
- Films and speakers on wind energy development; climate change via An Inconvenient Truth and research in Antarctica; food waste and proliferation of plastics.
- A no idling policy for the Town that was voted in by the Select Board in May 2009.
- Bella Rossberger, a 5th grade student, who approached the Select Board asking them to prohibit the use of single use plastic bags in town. Through this, a successful single-use plastic bag ban ordinance was adopted by the Town in 2016.

Issues & Implications

- Insurance costs are rising based on new Floodplain maps.
- For planning purposes, the types and extent of capital investment need to be identified in order to safeguard at-risk infrastructure.
- Existing storm water management infrastructure is likely unable to cope with increased frequency and intensity of precipitation events.
- Sea level rise is creating damage to private and public infrastructure every year, costing a significant amount of dollars to repair and reinforce. Is this a sustainable activity?
- Kittery and York Comprehensive Plans are extremely detailed and well informed on this topic. This should be a starting point for Town Climate Change Committee discussions.

Recommendations

1. The Town should form a Workgroup comprised of staff and volunteers, making sure that members of related committees such as Energy Efficiency, Economic Development and the Conservation Commission are involved. The Workgroup’s role would be to monitor the flow of information around climate change and sea level rise as they impact Kennebunk, and to recommend best practices for adaptation and mitigation. Town staff’s role should be to assist this effort by providing data and record-keeping expertise, as well as historical continuity.
2. The Town should use cost benefit analysis to inform decision-making with regard to location and design of new infrastructure as well as the fortification or retrofitting of

existing infrastructure – sea wall, etc. This provides detailed financial information to help determine the most cost-effective strategy in terms of adaptation measures. In support of this:

- a. The Town should improve analysis and mapping capabilities to identify vulnerable areas.
 - b. The Town should support and participate in continued development of models and data collection to help track and predict sea level rise, etc.
 - c. The Town should identify public assets at risk from sea level rise.
 - d. The Town should incorporate sea level rise into decision-making and design of transportation improvements – road elevations, surfaces, storm water management, bridge heights, etc.
3. The Town should review floodplain management and land use ordinances to strengthen standards in vulnerable areas. Future zoning and setback requirements need to be adapted to discourage growth and new development in threatened areas.
 4. The Town should periodically update HAT (Highest Annual Tide) levels on the shoreland zoning map.
 5. The Town should continue to participate in NFIP (National Flood Insurance Program) and CRS (Community Rating System) to assure best practices.
 6. The Town should adopt a policy to restore more natural flows where tidal flows have been restricted by existing road crossings or other development.
 7. The Town should create a communications plan around climate change and sea level rise and adaptation for residents about the impacts and the steps the Town is taking – and encourage the school department to provide education on the same.
 8. The Town should collaborate in local and regional efforts to address climate change and sea level rise.
 9. The Town should increase the use of renewable energy resources.
 10. The Town should make carbon free decisions and purchases whenever and wherever feasible.
 11. The Town should seek out cost-effective materials created from recycled material and support companies using this material whenever feasible.

Chapter L: Land Use Patterns

Historical Patterns of Development in Kennebunk

Land use patterns develop over decades of human involvement and are the sum total of factors that include topography, relationship to neighboring communities, and the establishment of early transportation networks. Other factors include coveted natural resources, including navigable water, forests, and soil. It is important to understand how and why certain land use patterns develop. Every community is different.

Early Development – 1621 through 1945

Like many coastal towns, Kennebunk's early development occurred primarily along the rivers, with four distinct villages forming by the mid-1800s. Mousam Village was the site of today's downtown area, with homes, churches and mercantile uses clustered around the junction of "the turnpike," which would later become Route 1, and the mills on the Mousam River. The Landing in the lower Summer Street area, was center of the Kennebunk River shipbuilding trade. The Plains-Alewive farming community was further west, bordering the upper Kennebunk River. Lower Village, at the mouth of Kennebunk River, was home to many wharves used by coastal shipping vessels. When the railroad came through the western part of Kennebunk, the village of Kennebunk Depot (later West Kennebunk) formed. Small farms dotted the areas between villages, and houses sprang up along an ever-expanding network of roadways that connected the villages. Thus, most of the older homes in town are clustered in these village areas and along those early roadways.

After the era of wooden shipbuilding ended in the early twentieth century, the economic void was filled by the nascent tourism industry, with many large hotels constructed along the beachfront. A train line ran for a time into Lower Village to service this industry. Large summer "cottages" were built in newly created neighborhoods along the beaches and along Great Hill, gradually displacing farms and grazing areas.

Postwar Development

Nationwide, the 1945 to 1970s postwar housing boom resulted in the construction of hundreds of thousands of ranches, Capes, Colonials and split level homes desired by young and growing families. This trend was represented in Kennebunk through infill development along early roadways, as "modern" style houses began to mix with older homes. The first subdivisions, which were generally constructed on new cul-de-sac and dead-end roadways, were built perpendicular to main roads. Examples include Fletcher Street, High Street, Cat Mousam Road, Brown Street, and Sea Road. Along the beach areas, older beachfront hotels began to disappear. Vacation homes for individual owners were constructed in new neighborhoods created between the ocean and salt marshes, with some houses built on "fill" ground to extend the limited space available.

The average size of residential homes began to increase nationally during the 1980s, with newly built homes in Kennebunk larger than those in the first wave of postwar residential housing. New

subdivision growth took place in most areas of the town, off Sea Road, Port Road, between Route 1 north and Ross Road, and in West Kennebunk off Alfred Road and Alewife Road. Condominium development began in earnest, with construction of a significant number of units in the Upper Square, Ross Road, Cat Mousam, Brown Street, Sea Road and Summer Street areas.

A rudimentary set of Town zoning regulations existed as early as 1950, but the adoption of comprehensive regulations in June 1963 provided a more formal and nuanced review of proposed new residential construction. Minimum lot square footage was required, with lot size keyed to the density of various zones in village areas and more rural areas. Shoreland Zoning and Resource Protection regulations began to require more protection of land adjacent to waterways, reducing the total land area available for development.

A Current Overview

In today's Kennebunk, the past is still present in many ways, but the town has stepped into the 21st century gracefully.

The agrarian nature of the Plains-Alewife district still exists, although its early distinction as a village is no longer applicable. Early homes and a few long-standing agricultural businesses still dot the historic section of Alewife Road. New home lots are large and subdivision growth is intentionally tucked away from Route 35 (Alewife Road) to maintain a rural look and feel that includes scenic vistas of rolling hills. Kennebunk Elementary school is located on Alewife Road.

Although the Landing area is likewise no longer categorized as a village, it features a number of well-preserved homes from the shipbuilding era. Vestigial evidence of the district's historical importance includes The Landing Store, Jim's Service Station, the Landing Chapel, the Waldo Emerson House B&B and the architecturally unique Wedding Cake house, a private home that draws considerable visitor interest. Recent residential development along the Summer Street/Port Road corridor has consisted largely of infill homes, with a small amount of minor subdivision growth.

West Kennebunk Village was categorized in previous incarnations of the Comprehensive Plan as both a village center and a Growth Area, and these designations have resulted in the recent construction of several cluster subdivisions as well as the addition of infrastructure improvements, including sidewalks and street lighting to support a condensed business area featuring eateries and service businesses. The district has a robust inventory of older homes that date back to its heyday as a producer of lumber and grains, as well as infill homes of newer vintage. The Animal Welfare Society, Middle School of the Kennebunks, Dorothy Stevens Community Center, a fire substation, two seasonal campgrounds and a portion of the Eastern Trail add to the village's fabric. Commercial and business facilities are located adjacent to the Alfred Road/Alewife Road junction at Maine Turnpike's Exit 25. The exit itself includes a rest stop offering traveler conveniences.

Lower Village's continuing role as a tourist-centric destination has resulted in its evolution as a mixed-use village of shops, hotels, art galleries, restaurants and homes. Other notable points of

interest include the Franciscan Monastery on Beach Avenue and Kennebunk town beaches. The shipbuilding industry has been replaced by a thriving maritime trade of working marinas, lobster boats, and a variety of commercial whale watch, charter fishing, scenic and schooner cruises, which co-exist with recreational use of the river in the form of kayaks, sailboats, and motorboats. Recent infrastructure improvements include new sidewalks, plantings, benches, and street lighting on Western Avenue between the River and Coopers Corner and the recent replacement of the bridge over the Kennebunk River, incorporating pedestrian overlooks. Residential subdivision growth is occurring outside the core area of the Village, off Western Avenue (Route 9), Port Road (Route 35) and Boothby Road. Long established residential subdivisions on both sides of Sea Road have seen recent infill activity.

The former Mousam Village is now known as Downtown Kennebunk. Along busy Route 1 (Main Street), a half-mile-long traditional linear downtown attracts visitors as well as serving everyday needs for residents, with shops, restaurants, service businesses, community churches, Town Hall and the Kennebunk Free Library, enhanced with new sidewalks, extensive plantings and other streetscape improvements. Also in the district is the Police Department and EMS center, the Brick Store Museum, Hope Cemetery, and the Waterhouse Center. The neighborhoods on either side of Main Street are predominantly comprised of homes from the 17th through early 20th centuries, and include two 1920s-era brick schools that have been enlarged and transformed into housing. Growth in the long-established residential neighborhoods within the district has consisted solely of infill construction.

On either end of the downtown exists what are known as Route 1 North and Route 1 South. Route 1 North is a traditional commercial center already densely developed with a varied mix of service-oriented businesses, including health, government, banking, legal, home and personal products, recreational activities, eateries and a large supermarket. Recently adopted design standards will provide a framework for increased enhancement of the corridor. This corridor is the next area slated for infrastructure improvements including pedestrian and streetscape enhancement to further promote walkability. It is adjacent to established residential neighborhoods, including elderly housing.

Route 1 South, considered a gateway to Kennebunk from neighboring Wells, is a mixture of small scale retail, manufacturing and service activity. It has recently become known as the “home improvement mile,” where many conveniences for the home can be purchased without leaving the community. Although wetlands constraints have historically limited the scale of development in this area, recent expansion of public sewer to a portion of Route 1 South has encouraged some redevelopment, expansion and new development. It is one of the last sectors of the community that is in need of infrastructure improvements, including drainage improvements, streetscape and other amenities.

Residential Development Trends since 1990

The 1991 Comprehensive Plan sought to promote a land use pattern that would neither encourage nor discourage growth but would attempt to direct growth toward the Village area(s) where public services and infrastructure are more concentrated. In furtherance of this goal, the 1993 Zoning Ordinance expanded the Village growth areas by allowing more growth to occur in

and around the three villages and attempted to discourage growth in the rural areas by increasing the minimum lot size and providing for mandatory clustering of lots within new subdivisions. The 2003 updated Comprehensive Plan expanded the growth area around West Kennebunk Village Residential (WKVR) district by identifying two areas, A and B, as expansion areas; a subsequent Comprehensive Plan amendment added growth area B to the WKVR district. As noted earlier, this change has resulted in new development of single-family homes.

The success of these Comprehensive Plan goals has been mixed. While formally approved subdivision activity has almost entirely been located in or near the intended growth areas, there has been a notable increase in the number of newly created lots that are exempt from public review standards. These include 1) construction of homes on “lots of record” that were approved before the introduction of more stringent Shoreland Zoning regulations and had previously gone unbuilt due to environmental constraints and 2) development of lots utilizing Maine’s Family Subdivision exemption statute, which permits owners of larger lots to parcel off sections for use by family members. Some of this new construction is occurring in the rural areas.

Commercial and Industrial Development Trends

Previous Comprehensive Planning efforts sought to support and expand (where possible) the existing commercial and industrial districts in Kennebunk. Due to changing economic trends toward service-based business versus industrial uses, a significant portion of the expanded Turnpike industrial area was changed via Contract Zone designation to create an area for mixed industrial base and commercial development. Current use of this area includes a medical treatment facility, convenience store/gas station, a child care provider and a new Hampton Inn. Previous commercial expansion at the Alfred Road/Alewive Road junction included the Corning-Costar plant and the former William Arthur facility, now Kennebunk Savings Bank’s operations center. The former William Arthur parcel still offers a significant area of land with development potential.

Kennebunk’s Downtown and Lower Village continue to be important elements of the Town’s traditional business development pattern. Due to consistent Town maintenance and improvements to the infrastructure and aesthetics of these areas, private business investment has increased, resulting in re-adaption of existing buildings as well as complete replacement of other buildings.

In addition, several businesses along both Route 1 North and Route 1 South have enlarged, upgraded and visually improved their facilities.

Floodplain Management

The Town has a comprehensive Floodplain Management Ordinance available on the town’s website at <https://www.kennebunkmaine.us/381/Town-Ordinances-Charter-Policies>. Last updated 1/31/09, and consistent with State and Federal standards, the ordinance covers such items as permitting, review and development standards, review of subdivision and development proposals, appeals and variances, enforcement and penalties, and definitions. The Town participates in the National Flood Insurance Program, which benefits homeowners purchasing flood insurance.

Recommendations

Residential

1. Residential growth continues to occur in both growth areas and rural areas. To more effectively support the traditional village/rural pattern and discourage the move to make rural areas into suburban areas, the Town should continue to limit the number of homes that may be built in the rural areas, while providing adequate space for new homes in the village growth areas, which are supported by services and infrastructure.
2. Demographically, Kennebunk has a high percentage of residents over age 65, the group most likely to “downsize” to homes offering one floor living; the town’s stock of older multiple-story homes in the village growth areas cannot meet this need. The Town should continue promoting the recognition and expanded use of “accessory units” to help to fill this need, while also encouraging appropriate infill development in village growth areas, which may include a mix of single family, multi-family and apartment dwelling units.
3. The Town should address the issue of rising sea level, which is beginning to impact the safety and structural integrity of homes and town infrastructure in areas located in the 100 year and VE zones on FEMA flood plain maps. (See Climate Change Chapter).

Commercial

1. The Town should identify patterns of development that occurred prior to zoning and reevaluate current lot size zoning requirements to identify opportunities to facilitate infill uses without adversely impacting abutting landowners.
2. The Town should continue to invest in Downtown, West Kennebunk Village and Lower Village maintenance and infrastructure improvements to encourage additional private investments in these districts.
3. The Town should investigate solutions to increase seasonal parking options, including public-private partnerships, along with additional options for shuttle bus service from designated remote parking locations.
4. The Town should assess zoning regulations in certain commercial districts that had previously been zoned to include residential use to consider whether some portions should incorporate mixed-use residential/commercial use rather than solely commercial use.
5. The Town should investigate the potential and benefit of expanding the boundaries of the present business zoning districts.
6. The Town should continue to study and evaluate wetlands in the Route 1 South district to enhance environmental protections while allowing for appropriate business expansion.
7. The Town should evaluate zoning classifications next to interstate rail and highway transportation corridors to preserve adjacent land for potential non-residential reuse.

Stormwater Management

1. The Town should take steps to address environmental impacts from existing stormwater management practices.

Figure 2. K. 1.

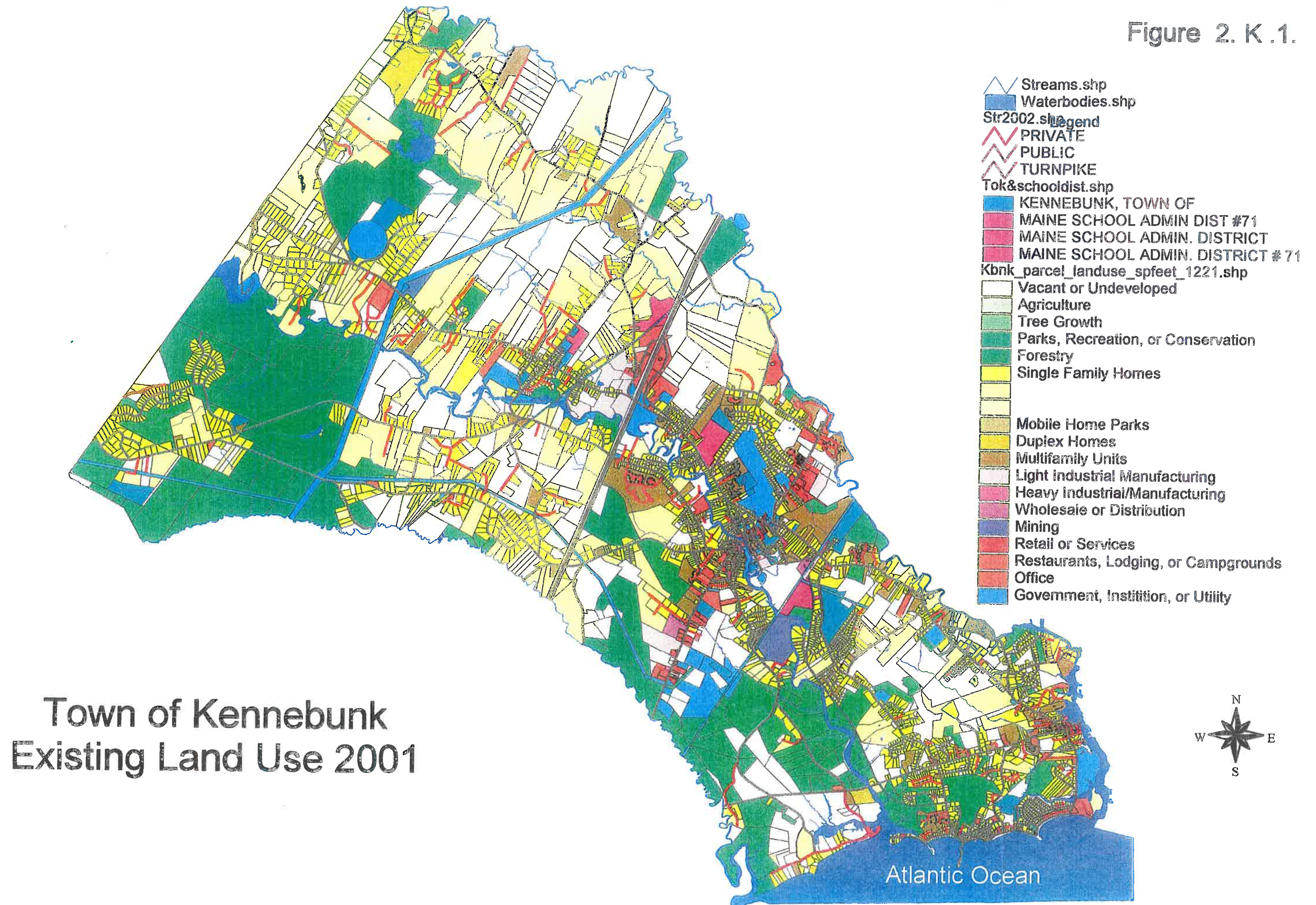
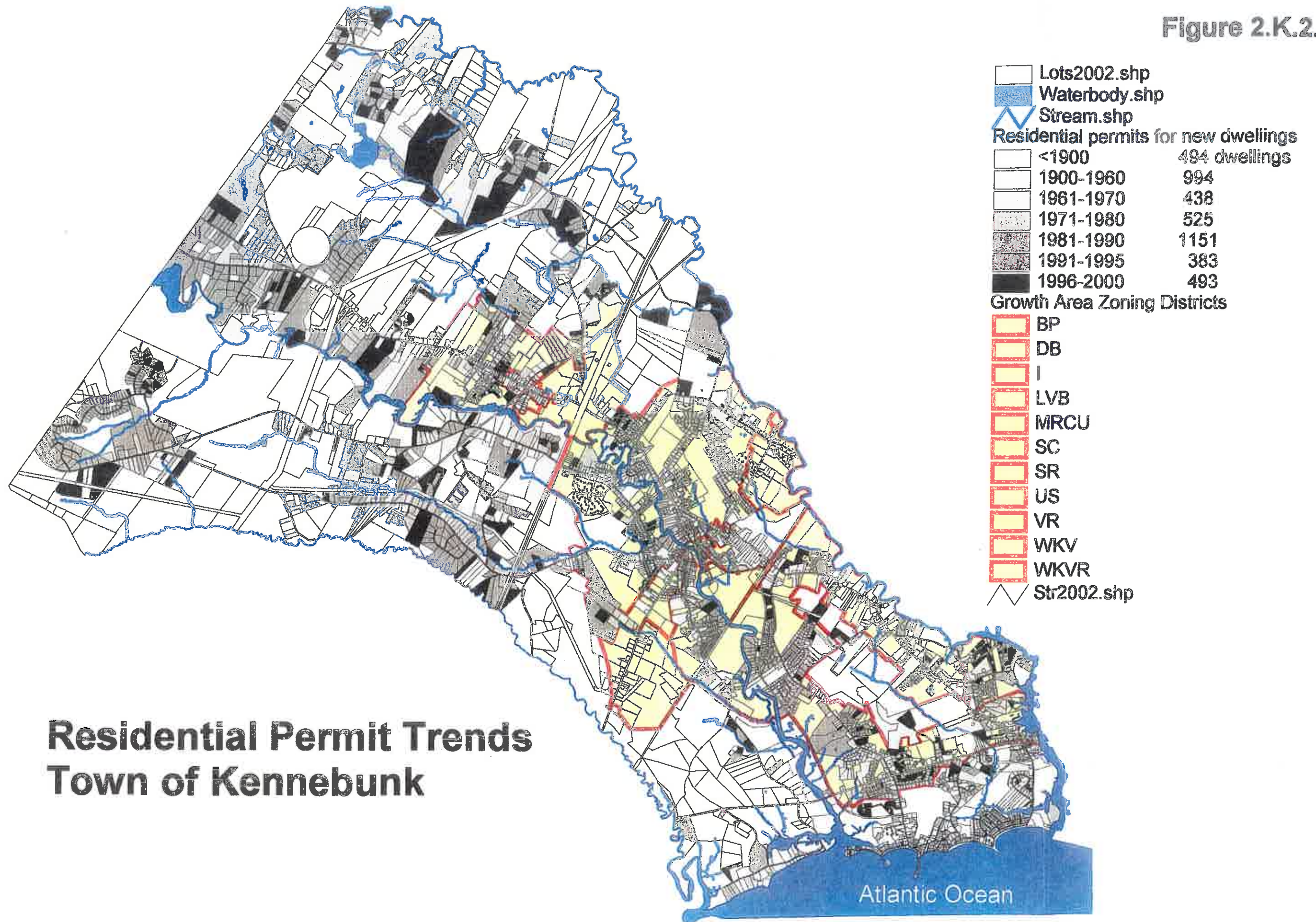


Figure 2.K.2.



Chapter M: Fiscal Resources

Assessed Value

Town revenues are primarily a function of property valuations and property tax rates. Both the Town and the State track the community's property valuation. The Town's total valuation reflects actual market values only in the years in which it conducts a revaluation and upgrades values to 100% of market value. The State's valuation figures theoretically are adjusted each year to equal true market value. By State law, when the Town's valuation drops below 70% of the State's valuation, a townwide revaluation must be carried out. Kennebunk last conducted a revaluation in 2003. For fiscal 2017, Town valuation was equal to 89% of Equalized State Valuation.

The following table shows the growth in the Town's property valuation over the years. The decade 2000-2010 showed rapid growth at a 10.5% annual rate but there was a significant slowing to 2.5% for the ten years ended 2018.

Kennebunk
Assessed Value and Tax Rate
1990-2017

| | Local Assessed Value (\$000) | State Assessed Value (\$000) | Annual % Change | Tax Rate |
|------|------------------------------|------------------------------|-----------------|----------|
| 1990 | 585,560 | 711,850 | | 14.85 |
| 2000 | 764,887 | 845,600 | 1.7 | 18.50 |
| 2010 | 1,897,950 | 2,288,950 | 10.5 | 13.95 |
| 2011 | 1,922,409 | 2,126,200 | -7.1 | 14.30 |
| 2012 | 1,936,881 | 2,128,300 | 0.1 | 14.40 |
| 2013 | 1,944,205 | 2,097,550 | -1.4 | 14.40 |
| 2014 | 1,991,757 | 2,085,300 | -0.6 | 14.95 |
| 2015 | 2,029,269 | 2,159,200 | 3.5 | 14.90 |
| 2016 | 2,043,619 | 2,245,800 | 4.0 | 15.30 |

| | | | | |
|------|-----------|-----------|-----|-------|
| 2017 | 2,061,351 | 2,316,900 | 3.2 | 15.90 |
| 2018 | | 2,380,350 | 2.7 | 16.55 |

The table below shows a comparison with neighboring communities, York County and the State. Declines in the first half of the decade were due to the 2008-2010 recession which had a lagged and significant impact on home sales, home valuations and real estate foreclosures.

| | Comparative State Valuations 2008-2018 - \$000,000 | | | | | | | | | | | Annual Rate of Change |
|-----------------|---|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|-----------------------------|
| | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | |
| Kennebunk | 2,327 | 2,361 | 2,289 | 2,126 | 2,128 | 2,098 | 2,085 | 2,159 | 2,246 | 2,317 | 2,380 | 0.23% |
| Kennebunkport | 1,829 | 1,785 | 1,924 | 1,938 | 1,802 | 1,811 | 1,832 | 1,832 | 1,938 | 2,018 | 2,128 | 1.53% |
| Kittery | 1,623 | 1,657 | 1,701 | 1,609 | 1,509 | 1,488 | 1,478 | 1,499 | 1,508 | 1,552 | 1,618 | -.03% |
| Ogunquit | 1,241 | 1,312 | 1,328 | 1,298 | 1,283 | 1,272 | 1,256 | 1,304 | 1,296 | 1,334 | 1,342 | 0.78% |
| Wells | 2,844 | 3,012 | 2,935 | 2,875 | 2,810 | 2,801 | 2,774 | 2,933 | 3,034 | 3,106 | 3,167 | 1.08% |
| York | 4,119 | 4,124 | 4,206 | 4,164 | 4,041 | 3,929 | 3,886 | 3,967 | 3,977 | 4,039 | 4,267 | 0.35% |
| York County | 30,950 | 31,407 | 31,458 | 30,462 | 29,638 | 29,012 | 28,703 | 29,117 | 29,878 | 30,630 | 31,714 | 0.24% |
| Maine (Billion) | 159.5 | 164.6 | 166.6 | 163.2 | 159.6 | 156.2 | 154.9 | 156.0 | 159.1 | 161.6 | 165.7 | 0.39% |

Source: State of Maine Website

Operating Expenditure and Revenues

The table below provides detailed revenues and expenses for the Town as well as ten-year and five-year point-to-point annual growth rates. As noted above, taxes (primarily property) are the primary source of revenues although charges for services (5% of total revenues) have grown at a faster rate than taxes. Charges for services consist primarily of ambulance fees and Parks & Recreation fees. Expenses are dominated by the Town's allocation of RSU 21 School District expense at 59% of 2017 expenses. Overall expenses have pretty much paralleled revenues but exceeded them slightly in the most recent five-year period during which the Town issued bonds to cover the excess. Within the departmental breakdown of expense, the Public Services line item can be quite volatile, reflecting the impact of weather on annual snow removal and road repair costs.

| | <u>2007</u> | Governmental Activities - \$ Millions | | | | | | Annual | |
|----------------------------|-------------|--|-------------|-------------|-------------|-------------|-------------|--------------------|--------------|
| | | <u>2012</u> | <u>2013</u> | <u>2014</u> | <u>2015</u> | <u>2016</u> | <u>2017</u> | Growth Rate | |
| | | | | | | | | <u>10 Yr.</u> | <u>5 Yr.</u> |
| Revenues | | | | | | | | | |
| Taxes | 24.19 | 29.70 | 29.91 | 31.77 | 31.77 | 33.58 | 35.17 | 3.8% | 3.4% |
| Charges for Services | 1.23 | 1.59 | 1.66 | 2.08 | 2.08 | 2.08 | 2.11 | 5.6% | 5.8% |
| Other | 3.33 | 2.28 | 2.10 | 1.55 | 1.56 | 1.57 | 1.70 | -6.5% | -5.7% |
| Total | 28.75 | 33.57 | 33.67 | 35.41 | 35.41 | 37.23 | 38.98 | 3.1% | 3.0% |
| Expenses | | | | | | | | | |
| Education | 15.63 | 19.50 | 19.54 | 20.66 | 20.83 | 21.70 | 22.71 | 3.8% | 3.1% |
| Police & Fire | 1.42 | 4.04 | 4.15 | 4.28 | 4.37 | 4.47 | 4.64 | 12.6% | 3.1% |
| General Government | 1.54 | 1.78 | 1.85 | 2.09 | 1.97 | 2.50 | 2.53 | 5.1% | 7.3% |
| Public Works | 0.60 | 2.81 | 1.99 | 2.05 | 2.51 | 2.41 | 2.73 | 16.4% | -6.0% |
| Employee Benefits | 1.33 | 1.52 | 1.52 | 1.58 | 1.71 | 2.05 | 2.12 | 4.8% | 6.9% |
| Recreation & Culture | 1.11 | 1.14 | 1.24 | 1.37 | 1.43 | 1.46 | 1.51 | 3.1% | 5.8% |
| County Tax | 0.97 | 1.11 | 1.15 | 1.27 | 1.28 | 1.31 | 1.35 | 3.4% | 4.0% |
| Health & Welfare | 0.31 | 0.39 | 0.28 | 0.27 | 0.29 | 0.33 | 0.34 | 0.9% | -2.7% |
| Interest on Long-term Debt | - | 0.24 | 0.22 | 0.30 | 0.32 | 0.29 | 0.35 | NA | 7.8% |
| Other | 5.46 | 0.34 | 0.30 | 0.42 | 0.73 | 0.43 | 0.35 | NA | 0.6% |
| Total | 28.37 | 32.87 | 32.25 | 34.30 | 35.44 | 36.96 | 38.63 | 3.1% | 3.3% |

Source: Town of Kennebunk Audited Financial Statements

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Borrowing Capacity

Kennebunk's bonds are rated AAA by Standard & Poor and Aa1 by Moody's. Of those with rated debt, nine other towns and cities in Maine had the same rating or higher in 2017. Most towns in Maine are not rated by the national agencies, either because they have little or no debt or because they borrow through the Maine Municipal Bond Bank. As of June 30, 2018, Kennebunk had \$13.7 million in bonds outstanding. Other obligations include accrued vacation and sick time (\$0.37), pension benefit obligations (\$0.31) and a net pension liability (\$2.04).

Outstanding Bonded Indebtedness 6/30/2017

| Year Issued | Purpose | Balance (Mil.) June 30, 2018 | Interest Rate | Retirement |
|-------------|--------------------|------------------------------------|---------------|------------|
| 2007 | General Obligation | \$0 | 4.0%-5.0% | 2026 |
| 2010 | General Obligation | \$3.21 | 1.4%-4.0% | 2029 |
| 2013 | General Obligation | \$3.00 | 2.0%-4.0% | 2028 |
| 2016 | General Obligation | \$2.39 | 2.0%-5.0% | 2030 |
| 2018 | General Obligation | \$5.15 | 2.28% | 2032 |

Source: Town of Kennebunk 2018 Bond Prospectus

Kennebunk is contingently liable for its share of any defaulted debt by entities of which it is a member. At June 30, 2017, York County had outstanding debt of \$5.1 million and RSU 21 had outstanding debt of \$65.1 million. Kennebunk's share was as follows:

| | Direct Debt | Town's Percentage | Contingent |
|-------------------|-------------|-------------------|---------------|
| Town of Kennebunk | \$10.3 | 100.00% | \$10.3 |
| County of York | \$5.01 | 7.52% | \$00.4 |
| RSU 21 | \$65.1 | 51.34% | \$33.4 |
| 6/30/2017 | | | \$44.1 |

Source: Town of Kennebunk Fiscal 2017 Financial Statements

State law allows debt to rise as high as 15% of State assessed valuation (with certain limitations on the share that can be devoted to school, sewer, and other purposes). For the year 2017, the legal limit for the town would be \$347.5 million. Realistically, a community approaching the 15% limit might be stretched beyond its means. A more prudent threshold of 5% would translate, for Kennebunk, into a debt of \$116 million.

The 2005 Maine State Planning guidelines suggested that "The Town's per capita debt (total debt divided by population) should not exceed 4-5% of the Town's per capita income. If a community's tax base includes a large component of commercial, industrial, or second home properties - thus relieving year-round home buyers of a significant share of the bill - the tolerable per capita debt can be higher".

In 2017, Kennebunk's debt per capita including its share of RSU 21 and York County debt was \$3,929 or 8.1% of 2017 per capita income. But if we assume that seasonal homes (15.5% of the 2014 housing stock) have 4 residents (versus 2.2 for year round residents) and that those residents have per capita income twice that of Kennebunk residents, the debt per capita would fall to \$2,970 or 6.1% of per capita income - still slightly above the State guidance.

The table below shows Kennebunk's debt relative to neighboring towns. It should be noted that school systems and water and sewer may or may not be consolidated into a town's financials. And when water and sewer are consolidated, they are often offset by user fees rather than tax revenue. Therefore, care should be taken when comparing budgets, tax rates and debt levels from town to town.

Fiscal 2017

| | Population (2010 Census) | Equalized State Valuation (000) | Total Debt (000) | Debt/ EV | Per Capita Debt |
|--------------------|--------------------------------|--|------------------------|-------------|-----------------------|
| Kennebunk (1) | 10,798 | \$2,246 | \$11.6 | 0.5% | \$1,075 |
| Kittery - 2016 (2) | 9,490 | \$1,508 | \$15.9 | 1.1% | \$1,676 |
| York (3) | 13,641 | \$4,039 | \$34.4 | 0.9% | \$2,519 |
| Wells (4) | 10,184 | \$3,106 | \$3.1 | 0.1% | \$303 |
| Kennebunkport (5) | 3,535 | \$2,018 | \$0.9 | 0.5% | \$267 |

- (1) Excludes Water & Sewer and Schools. Including School debt, debt/capita \$4,052, debt/equalized valuation 1.9%. Kennebunk Sewer District debt was \$5.5 million at the end of 2016.
- (2) Includes Sewer and Schools
- (3) Includes Schools. Water & Sewer are independent
- (4) Excludes Water & Sewer and Schools. Including School debt, debt/capita \$2,680, debt/equalized valuation 0.9%
- (5) Includes Sewer. Including School debt, debt/capita \$7,727, debt/equalized valuation 1.4%

Capital Improvement Plan

The Town has a Capital Improvement Plan (CIP). The CIP includes a list of all capital improvements proposed within the next five succeeding fiscal years as an inventory of possible capital projects, some of which may ultimately be financed through the issuance of indebtedness. The issuance of debt, however, is subject to the prior review and recommendation of the Board of Selectman to the Town Meeting for voter approval. Traditionally, the Town sets aside reserves each year to provide funds that are ultimately used to finance the acquisition of various capital improvements. Other capital improvements are typically financed from appropriations from the Town's current funds, for the respective fiscal year, or from federal or State grants, to the extent available. No official action has been taken by the Town at this time to authorize bonding for future projects in the CIP. The following displays the next ten years of the Town's current Capital Improvement Plan:

Capital Improvement Plan

| <u>Project</u> | <u>2019</u> | <u>2020</u> | <u>2021</u> | <u>2022</u> | <u>2023</u> | <u>2024</u> | <u>2025</u> | <u>2026</u> | <u>2027</u> |
|-----------------------------------|--------------------|--------------------|--------------------|--------------------|--------------------|--------------------|--------------------|--------------------|--------------------|
| Police Vech | \$51,000 | \$114,000 | \$84,000 | \$94,000 | \$114,000 | \$42,000 | \$84,000 | \$114,000 | \$126,000 |
| Police Equip | 110,600 | 14,600 | 15,300 | 13,900 | 59,400 | 36,100 | 44,100 | 20,000 | 5,000 |
| Fire Vech & Equip | 100,300 | 665,800 | 17,000 | 1,021,600 | 14,000 | 655,000 | 47,500 | 27,000 | 149,600 |
| EMS Vech & Equip | 0 | 283,000 | 18,000 | 317,000 | 37,800 | 301,000 | 0 | 266,000 | 56,600 |
| EMA Equip (generators) | 120,000 | 0 | 0 | 0 | 0 | 90,000 | 0 | 0 | 0 |
| Public Ser Vech & Equip | 686,000 | 324,500 | 260,000 | 361,000 | 210,000 | 412,000 | 133,800 | 320,000 | 8,450 |
| Recreation Vech | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 50,000 |
| Recreation Fac | 0 | 400,000 | 35,000 | 60,000 | 25,000 | 40,000 | 25,000 | 70,000 | 140,000 |
| Gen Govt Fac | 284,500 | 50,000 | 50,000 | 50,000 | 50,000 | 50,000 | 50,000 | 50,000 | 50,000 |
| Other Miscellaneous | 25,000 | 25,000 | 25,000 | 25,000 | 25,000 | 25,000 | 25,000 | 25,000 | 25,000 |
| Sub-Total Vech & Equip | 1,377,400 | 1,876,900 | 504,300 | 1,942,500 | 535,200 | 1,651,100 | 409,400 | 892,000 | 610,650 |
| Roads & Sidewalks | 1,600,000 | 1,000,000 | 1,000,000 | 1,000,000 | 1,000,000 | 1,000,000 | 1,000,000 | 1,000,000 | 1,000,000 |
| Total | \$2,977,400 | \$2,876,900 | \$1,504,300 | \$2,942,500 | \$1,535,200 | \$2,651,100 | \$1,409,400 | \$1,892,000 | \$1,610,650 |

| <u>Project</u> | <u>2028</u> | <u>2029</u> | <u>2030</u> | <u>2031</u> | <u>2032</u> | <u>2032</u> | <u>15 Year Total</u> | <u>15 Year Average</u> |
|-----------------------------------|--------------------|--------------------|--------------------|--------------------|--------------------|--------------------|----------------------|------------------------|
| Police Vech | \$84,000 | \$0 | \$42,000 | \$84,000 | \$114,000 | \$124,000 | \$1,271,000 | \$84,733 |
| Police Equip | 22,600 | 23,800 | 30,000 | 17,500 | 17,500 | 17,500 | 447,900 | 29,860 |
| Fire Vech & Equip | 614,500 | 167,200 | 63,400 | 82,500 | 60,000 | 494,000 | 4,179,400 | 278,627 |
| EMS Vech & Equip | 0 | 285,800 | 70,000 | 248,000 | 16,000 | 280,800 | 2,150,000 | 143,333 |
| EMA Equip (generators) | 0 | 0 | 40,000 | 10,000 | 0 | 0 | 260,000 | 17,333 |
| Public Ser Vech & Equip | 225,000 | 640,000 | 270,000 | 170,000 | 205,000 | 119,500 | 4,345,250 | 289,683 |
| Recreation Vech | 85,000 | 85,000 | 0 | 0 | 120,000 | 0 | 340,000 | 22,667 |
| Recreation Fac | 45,000 | 0 | 40,000 | 0 | 0 | 0 | 880,000 | 58,667 |
| Gen Govt Fac | 50,000 | 50,000 | 50,000 | 50,000 | 50,000 | 50,000 | 984,500 | 65,633 |
| Other Miscellaneous | 25,000 | 25,000 | 25,000 | 25,000 | 25,000 | 25,000 | 375,000 | 25,000 |
| Sub-Total Vech & Equip | 1,151,100 | 1,276,800 | 630,400 | 687,000 | 607,500 | 1,080,800 | 15,233,050 | 1,015,537 |
| Roads & Sidewalks | 1,000,000 | 1,000,000 | 1,000,000 | 1,000,000 | 1,000,000 | 1,000,000 | 15,600,000 | 1,040,000 |
| Total | \$2,151,100 | \$2,276,800 | \$1,630,400 | \$1,687,000 | \$1,607,500 | \$2,080,800 | \$30,833,050 | \$2,055,537 |

Issues & Implications

- It should be noted that it is very difficult to make debt and tax rate comparisons between towns. This is because some municipal governments consolidate some or all of the following into their operations: schools, sewers, water service and trash collection. For Kennebunk, sewer and water are entirely separate from the Town financials, while school expenses are included in the tax rate, and school debt is accounted for only as “indirect” debt (i.e. not on the Town balance sheet).
- A significant increase in RSU 21 debt and an increasing inventory of major capital projects (for municipal facilities, roads and sidewalks, seawalls, etc.) has led to a significant increase in Kennebunk’s direct and indirect debt in recent years. This, coupled with rising interest rates, is likely to put increasing pressure on the tax rate.

Recommendations

- Moody's Investor Services announced in February 2018 that municipalities' preparedness and planning for climate change would be taken into consideration when assessing credit risk. Recognizing this, the Town should immediately proceed with recommendations elsewhere in this plan for addressing climate change.
- The Town should take care to match its debt with the lives, or term, of assets being financed. The use of long-term debt to finance current expenses or short-lived assets only results in shifting current shortfalls to future taxpayers.

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Chapter O: Open Space

Open Space Trends

A town's open space can be broadly defined as land that is protected from development by virtue of its ownership or by deeded easements, for example: Federal, state or town land; land trusts and conservation organizations; deeded open space in cluster subdivisions; water districts and certain other utilities.

Recreational open spaces include existing and proposed spaces used for passive (hiking, biking, walking, etc.) and active (baseball, soccer, etc.) recreational purposes as well as access to water resources for canoeing and kayaking. Kennebunk has an array of town-owned parks, athletic fields on school properties, public access points to rivers and waterbodies and other publicly accessible lands within its boundaries.

With concerns about loss of open space becoming evident in 2001, the Planning Board recommended that a committee be set up to investigate the issue of open space and develop an open space plan – the intention being to seek out opportunities to protect lands, as well as to encourage sound planning and growth strategies. In December 2001, the Kennebunk Board of Selectmen appointed a 12-member Open Space Planning Committee to develop a plan and policy for preserving and protecting open space lands in the Town. Their final report was submitted to the Town and approved by the voters in November, 2004. As such, it became an addendum to the 2003 Comprehensive Plan Update.

The Committee's first task was to develop a working definition of open space. After much discussion among the committee's diverse membership, the following definition was agreed upon:

Underdeveloped land areas that have important ecological functions, natural resources, or cultural resources that are worthy of conservation and protection.

Kennebunk's open spaces are ecologically diverse. They include wildlife and plant habitats, spaces for active and passive recreation, waterbodies, streams and riparian areas, cultural/ historic sites and scenic vistas. The KCOSPC reviewed a complete set of natural resource map coverages and prioritized the various resource areas based upon their vulnerability to development and permanent open space value in the Open Space Plan. (See discussion in the Natural Resources Chapter D.)

As of 2015, all of the open space areas in the Town, including Town-owned parks, Water District owned, etc., totaled approximately 5,215 acres, or about 23% of Kennebunk's total land area. That number was up from 20% in 2003, as shown in the comparative table below.

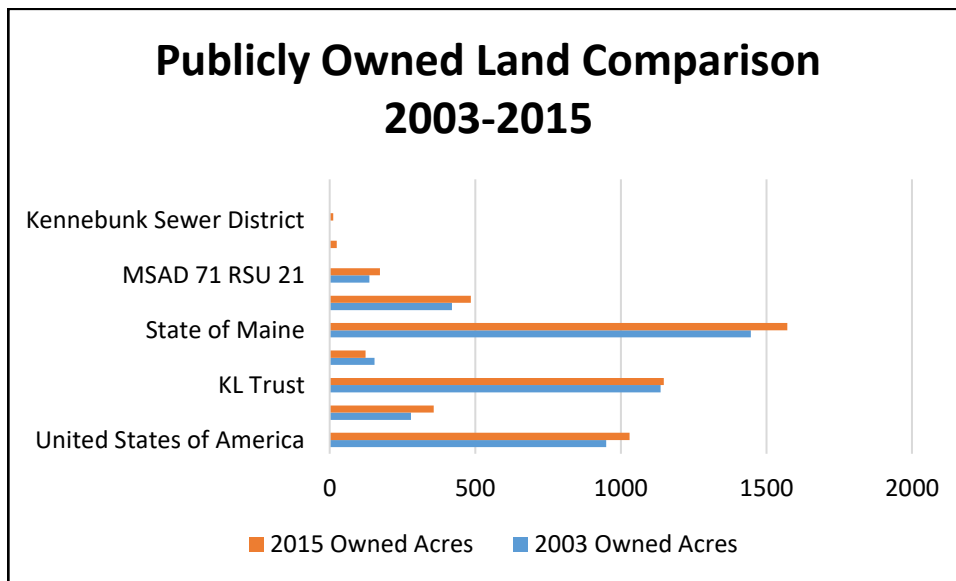
The table shows the breakdown of open space lands by owner. Note that the 2003 numbers did not include Kennebunk Light & Power or the Kennebunk Sewer District land - small pieces in the overall acreage . It should be noted that in addition to land that the Kennebunk Land Trust owned in fee, the Trust held conservation easements on an additional 342 privately owned acres, which permanently protects those lands from development.

**2003/2015 Conservation/ Gov't./ Utility Parcels
Town of Kennebunk Comparison**
(number of acres rounded)

| | 2003 Owned Acres | 2015 Owned Acres |
|-----------------------------|------------------|------------------|
| United States of America | 949 | 1030 |
| Town of Kennebunk | 280 | 347 |
| Kennebunk Land Trust | 1136 | 1364 |
| Nature Conservancy | 154 | 123 |
| State of Maine | 1447 | 1642 |
| KK&W Water District | 420 | 500 |
| RSU 21 | 137 | 173 |
| Kennebunk Light & Power | | 24 |
| Kennebunk Sewer District | | 13 |
| Other | | |
| Total | 4522 | 5215 |
| Total Town Acreage (23,000) | | |
| | 19.66% | 22.68% |

Source: Kennebunk Tax Assessor

The graph below shows a comparison of land ownership between 2003 and 2015 by ownership and relative size.



Source: Kennebunk Tax Assessor

As part of the Open Space Plan, a one-mile radius was drawn around the public parks and recreation areas as a start in determining how accessible the recreation spaces are by pedestrian and bike travel from the village neighborhoods and whether there were underserved areas where additional sidewalk extensions might aid accessibility to parks. In addition, consideration was given to identifying neighborhood areas where no open space(s) existed and which could benefit from the development of such open spaces.

The Open Space Plan sets six goals and offers policies and strategies for reaching those goals. In addition, the Plan identifies and prioritizes Environmental Priority Areas based on resource value in relation to the level of protection (if any) and the potential vulnerability from development or use. The Plan also identifies or prioritizes Town Character Priority Areas based on the degree to which the landscapes and facilities provide opportunities for daily cultural exchange, the degree to which these open spaces foster a sense of place and community and whether the resource needs further protection and/or greater accessibility.

On 11/2/2004 the Open Space Committee was merged with the Conservation Commission.

For more detailed information on Kennebunk's wildlife and plant habitats and marine environments, please see Chapter D: Natural Resources, Chapter I: Marine Resources and Chapter K: Sea-Level Rise, while further information on the Town's cultural and historic sites can be found in Chapter H: Cultural, Historic and Archeological Resources.

Recreational Resources

Following is a table of Town-maintained recreation resources.

Recreational Facilities Maintained by the Town of Kennebunk

Source: Town of Kennebunk

| FACILITIES | ACREAGE | AMENITIES |
|---|---------|---|
| <i>Parsons Field</i> 14 Park Street | 7.3 | 2 tennis courts, 2-baseball fields, multi-purpose field, basketball court, 2 volleyball courts, Harbor Playground, Youth Community Center, and picnic area. |
| <i>West Kennebunk Field</i> Holland Road | 4.9 | 2 tennis courts, basketball court, playground, baseball, softball, multi-purpose fields, and picnic area. |
| <i>Lloyd G. Nedeau Park</i> Clear Brook Crossing | 9.13 | Basketball court, playground, baseball, multi-purpose field, picnic area. |
| <i>Tommy Mcnamera Park</i> School House Lane | 2.7 | Basketball court, playground, baseball field, whiffle ball field, multi-purpose field and picnic area |
| <i>Rogers Pond</i> Water Street | 3.9 | Picnic area, grills, pond, and fishing with small boat access to the river. |
| <i>Rotary Park</i> Water Street | .35 | Picnic area, open field, and gazebo. |
| <i>Lafayette Park</i> Storer Street | .87 | Picnic area and open field. |
| <i>Wonderbrook Park</i> Plummer Street | 37.2 | Nature trails & waterway. |
| <i>Skateboard Park</i> Factory Pasture lane | 2 | Multiple skateboard ramps and obstacles. |
| <i>Wiggins Pond</i> Wood Pond Lane | 13.37 | Pond and nature trails. |
| <i>Memorial (or Cannon) Park</i> Corner Fletcher St./Rt. 1 | .24 | Park benches, World War I Memorial, World War I Cannon. |
| <i>Washington Park</i> Corner Summer St./Rt. 1 | .18 | Park benches, War Memorial. |
| Police Station | 1.3 | |
| Town Hall | .62 | Auditorium |
| <i>Dot Stevens Center</i> Thompson Road | 1.8 | Various community and senior activities, which has kitchen facilities |
| <i>Highway Department</i> 36 Sea Road | .32 | Facility entrance. |
| <i>Dog Park</i> 36 Sea Road | | Fenced, gazebo (located on Public Works Department property) |
| Ethelyn Stuart Marthia Park Beach Avenue | | Beach, benches, Memorial Park |
| Waterhouse Center Main Street | | Pavilion with craft fairs in the summer, ice skating rink in season, and pickleball. |

| FACILITIES | ACREAGE | AMENITIES |
|--|---------|---|
| Downtown Plaza Main Street | | Benches, tables and chairs (weather permitting) |
| Intervale Road Mousam River Boat Launch Intervale Road | | Carry-in boat access with some parking |
| Route 9 Mousam River Boat Landing Western Avenue | | Carry-in boat access with some parking |
| Sea Grass Lane Boat Launch Sea Grass Lane | | Carry-in boat access with 4 parking spaces (by permit only) |
| Miscellaneous Locations | | Town Welcome signs, traffic islands |

The next table shows the recreational facilities operated by the Town’s school system, RSU 21, that lie within the Town of Kennebunk.

RSU #21 Recreational Facilities in Kennebunk

| | Facility | Amenities |
|-----------|---|---|
| A. | <u>High School</u> Fletcher Street | 1 practice field, 1 football field, 2 softball fields, 2 baseball fields, 1 soccer field, 4 tennis courts, track, basketball, goals outdoor |
| B. | <u>Sea Road School</u> Sea Road | 1 open field, 1 football field, 2 basketball courts, 1 playground |
| C. | <u>Middle School of the Kennebunks</u> Thompson Road | 1 softball field, 1 soccer field, 1 baseball/field hockey field |
| D. | <u>Kennebunk Elementary School</u> Alewife Road | 2 multipurpose ball fields |

Note: RSU 21 has additional facilities outside the Town of Kennebunk

The Bridle Path runs from the railroad tracks to Sea Road near the Webhannet Golf Course. The Eastern Trail is a 65-mile scenic recreational greenway connecting Strawberry Bank in Portsmouth, NH to Casco Bay in South Portland. In Kennebunk, the Kennebunk River, Ward Brook, and Duck Brook intersect the Eastern Trail at five locations. The Eastern Trail is part of the East Coast Greenway, a developing trail system that will ultimately connect 2,900 miles of trails between Calais, Maine with Key West, Florida. Completion of the Eastern Trail section running south to the Town of Wells is in the design stage. Southern Maine Planning and Development Commission, through funding from various grants, is in the process of identifying and expanding linkages to existing trails throughout York County.

Various properties open to the public that are owned by the Kennebunk Land Trust offer hiking and snowshoeing opportunities with some properties also allowing trail biking and cross country skiing. The

land trust’s website also includes information on other activities, such as fishing, which are permissible on some of these properties.

Kennebunk Land Trust Properties with Public Access

Source: Kennebunk Land Trust

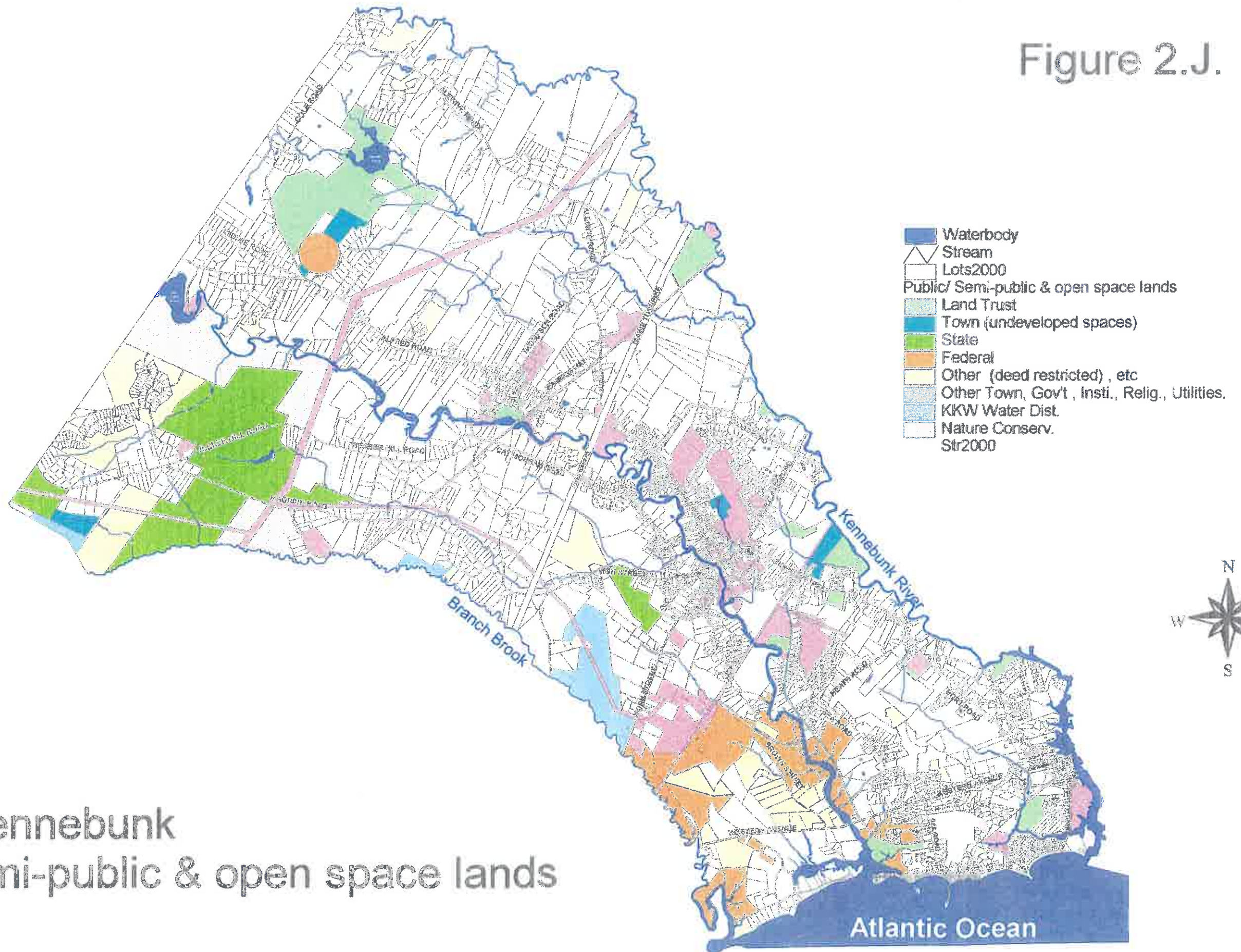
| Name | Access Location | Activities |
|---|----------------------------------|--|
| Alewife Woods Preserve | Cole Road | Hiking, Snowshoeing, XC Skiing, Biking |
| Butler Preserve | Old Port Road | Hiking, Snowshoeing |
| Clark Preserve | Emmons Road | Hiking, Snowshoeing, Biking |
| Kennebunk Wildlife Management Area (now a Nature Conservancy property but Kennebunk Land Trust was a partner in protecting this land) | Route 99 | Hiking, Snowshoeing, XC Skiing, Biking |
| Madelyn Marx Preserve | Route 9 or Sea Road School | Hiking, Snowshoeing |
| Mousam River Wildlife Sanctuary | Water Street | Hiking, Snowshoeing, Biking |
| Sea Road Preserve | Sea Road School | Hiking, Snowshoeing, XC Skiing, Biking |
| The Secret Garden | Port Road via Evergreen Cemetery | Hiking, Snowshoeing, Biking |
| Wonder Brook/Murphy Preserve | Plummer Lane | Hiking, Snowshoeing |

To complete the recreational inventory, the Town owns three coastal beaches that provide public access: Goochs Beach, Kennebunk (Mother’s) Beach, and Middle Beach. Parsons Beach is privately owned.

Recommendations

1. The Town should continue to work with Kennebunk citizens to determine what the long-term open space needs are for the Town, in terms of location, type, and the desired amount, particularly for recreational uses.

Figure 2.J.



Town of Kennebunk Public/ Semi-public & open space lands

Town of Kennebunk 2020 Comprehensive Plan Update

Regional Coordination

Kennebunk's borders touch 5 surrounding communities:

- Arundel
- Kennebunkport
- Lyman
- Sanford
- Wells

Kennebunk is a regional service center community. A service center community is defined by the State of Maine pursuant to M.R.S.A. Title 30-A 4301 Subsection 14-A as:

- (1) any municipality that has:
 - (a) an employment center index or trade center index of 1.0 or greater;
 - (b) an index of 1.0 or greater on any other index; and
 - (c) an index of 0.5 or greater on any additional index;
- (2) a portion of any adjacent municipality that is:
 - (a) a census designated place or an urban compact area; and
 - (b) adjacent to a regional service center identified pursuant subparagraph (1), provided that the municipality in which the census designated place or urban compact area is located is party to an agreement with the regional service center to which it is adjacent to work in a cooperative manner on any project for which the municipality seeks financial or other support as a regional service center; and
- (3) one or more adjacent census designated places or urban compact areas, one of which is adjacent to a census designated place or an urban compact area identified as a regional service center pursuant to subparagraph (2), provided that the municipality in which the census designated place or urban compact area identified pursuant to this subparagraph is located is party to an agreement with the neighboring regional service center identified under subparagraph (1) to work in a cooperative manner on any project for which the municipality seeks financial or other support as a regional service center.

Current Levels of Cooperation

- All six towns are parties to York County Government.
- All six contribute to and benefit from the resources of the Southern Maine Planning and Development Commission.
- All six are party to mutual aid agreements on emergency services.

Arundel

- There have been discussions with the Kennebunk sewer district, but no action has been taken at this time.
- Kennebunk and Arundel are parties (along with Lyman and Kennebunkport as well as Maine DEP, IDEXX, Nelson Analytical Lab, York County Soil & Water, Arundel Land Trust, KKW Water District, FB Environmental, the Wells National Estuarine Research Reserve and NRCS) to the grant funded Kennebunk River Watershed-Based Plan Development Project.
- Arundel, Kennebunk and Kennebunkport form Regional School Unit 21.

Kennebunkport

- Kennebunkport and Kennebunk share access to Kennebunk's Lower Village via the River and Route 9. The towns have developed a close relationship because of such commonalities. Through this relationship, Kennebunkport and Kennebunk share the use of several services which it would find difficult to maintain entirely on its own. Examples of shared services include:
 - Kennebunk's recycling Facility
 - Recreational Programs and Facilities
 - Kennebunk River Committee/Harbormaster
 - Public Safety
 - Fireworks events
 - RSU 21
 - The Kennebunk River watershed study mentioned above
 - Kennebunkport and Kennebunk (along with Wells, York, Ogunquit and Kittery) have also joined together to hire a shared consultant (employed by Southern Maine Planning and Development Commission) to advise them on climate change and sea level rise adaptation and mitigation.

Lyman

- See Kennebunk River Watershed Project under Arundel above.

Sanford

- The City of Sanford is the host community to the Seacoast regional Airport which serves the entire sea coast region in York County.
- Kennebunk contracts out its emergency communications services to the Sanford Regional Communications Center for Dispatch Services.

Wells

- Wells borders Kennebunk to the south with the length of the two communities separated by the Branch Brook which is the primary the drinking water supply for the two communities.

These two communities share several services including:

- Recreation programs
- Regional Household Hazardous Waste Day (along with Kennebunk, Arundel and Kennebunkport)
- Discussions with other southern Maine Coastal communities regarding dredge equipment
- Regional Hurricane / Disaster Preparedness
- The six community Climate Change consultant mentioned above.

Other Shared Resources:

- The Kennebunk, Kennebunkport and Wells Water District manages public water supplies for the three towns.
- Kennebunk Light and Power serves some residents of its neighboring towns.
- The local Chamber of Commerce serves the region of Arundel, Kennebunk and Kennebunkport providing economies of scale to marketing programs.

Conclusion

The surrounding communities should continue to consider joint economic development ventures, joint public service support along with other duplicative critical resources that can better serve the region cost effectively.

There is also an opportunity to consider issues with communities beyond those that touch the Kennebunk border. One example would be workforce housing in the communities along the coast where large numbers of employees require seasonal housing to support the seasonal businesses in the region.

Section 3: Goals/ Policies/ Strategies

The following pages contain the goals, policies and implementation strategies of the 2020 Kennebunk Comprehensive Plan Update and should be considered additions to the 1991 Comprehensive Plan rather than a replacement of that plan.

The development of these goals, policies and strategies resulted from a combination of the Planning Board's discussions and meetings with Town Boards and Committees, discussions with public utilities and community groups servicing the Town, community survey responses, and public forum input. It is also based upon a review of the issues and implications raised in each of the inventory sections of this plan.

A. POPULATION

State Goal: N/A

Local Goal: To accommodate reasonable population and household growth in an orderly and efficient manner.

Policy 1 (2020): The increasing proportion of one-person households should guide zoning to accommodate smaller units at higher density closer to services.

Policy 2 (2020): In order to increase population diversity to a better balance in terms of age and income, more lower-cost housing is needed. Specific recommendations, including the need to engage the public in this discussion of balance, are covered in the Housing chapter.

Policy 3 (2020): Because the average median age of Town residents is older than that of the State and the United States, Town housing and transportation policies must accommodate this demographic. See Housing and Transportation chapters.

Policy 1 (2003): The majority of Kennebunk's projected growth over the next decade should be directed to the Town's "growth areas" in order to provide for a more efficient delivery of public services and a reduction in the costs resulting from rural development ("sprawl")

Strategy 1a (2003): Growth areas should continue to be designated around the existing villages, which are already served, and will most efficiently be served, by municipal services and infrastructure.

Strategy 1b (2003): The future land use plan should provide for enlargement of the growth area(s) in order to continue to allow for the accommodation of the majority of the Town's growth.

Strategy 1c (2003): Design guidelines and public investments should be provided in growth areas to make them more "livable" – with qualities such as attractive, walkable, neighborhoods – with street trees, sidewalks and green spaces and appropriate lighting and which are also attractive to small-scale commercial and business services. ***Status: Partial; downtown and West Kennebunk improvements made; Lower Village in progress***

Policy 2 (2003): During the 1990's large lot development continued to consume land in the designated rural areas. The following strategies are suggested in order to further protect the rural areas from sprawl:

Strategy 2c (2003): Develop a "cluster" standard for lots created which are not part of subdivisions – similar to the open space standard used for "subdivisions."

Policy 1 (1991): Provided that the projected growth in population and households during the 1990's is directed to suitable areas of the Town, the Town has the ability to absorb it. "Suitable areas" means areas relatively free of natural resource constraints, and/or having the public facilities to accommodate growth. The policy of the Town is to manage the projected growth rather than to strive to either limit or encourage it.

B. HOUSING

State Goal: To encourage and promote affordable, decent housing opportunities for all Maine citizens.

Local Goals:

- To recognize that housing availability is essential to the present and future health and well-being of the Town.
- To facilitate a town-wide discussion on what blend of housing is thought desirable in the Town.
- To formulate a housing plan for all age groups and income levels, consistent with these desires and current economic, social and demographic projections.
- To continue to meet state requirements for “affordable” housing.
- To foster public-private partnerships to achieve these goals.

Policy 1 (2020): The Town should establish a Housing work group, with appropriate town staff support, to formulate a Housing Plan consistent with both the economic and demographic projections described in this section as well as the Population section, and the growth policies of the Town. As part of this, the Town should facilitate a town-wide discussion on what blend of housing is desirable. Data to understand the characteristics of vacant, rented and seasonal housing and their impact on the Town should be part of the Housing Plan. Issues to be considered under a Housing Plan include:

Strategy 1a (2020): To create a plan for the development of middle market affordable housing available for households at 80% to 120% of the area median income. It would include creative plans to leverage private and governmental funds, facilitating zoning ordinances and a commitment to provide appropriate housing (“income restricted” and “affordable” and “market”) to meet the needs of the entire population of the town as well as those the town would like to attract;

Strategy 1b (2020): To consider the Sustain Southern Maine Center of Opportunity Village model, with a mix of housing that provides easy (walkable) accessibility to downtown areas and is multi-generational and neighborhood oriented. Multi-unit housing is especially suitable for retired families and those with limitations on transportation and concerns for safety but is also suited for younger working-age families;

Strategy 1c (2020): To identify zoning incentives to promote affordable housing, including mixed-age housing developments. Incentives to consider are density bonuses and zoning overlay districts to permit higher density where public services are available or may be extended;

Strategy 1d (2020): To continue to encourage development of accessory housing units in order to encourage the largest number of units feasible to serve residents who qualify.

Policy 2 (2020): The Town should amend zoning to accommodate smaller units at higher density closer to public services and utilities in order to address the increasing proportion of one-person households.

Policy 3 (2020): The Town should identify zoning restrictions/disincentives that have limited the potential for higher-density affordable housing/workforce housing in areas serviced by public utilities and work to remove those restrictions where appropriate.

Policy 4 (2020): The Town should identify patterns of development that occurred prior to zoning and reevaluate current lot size zoning requirements to identify opportunities to facilitate infill housing or expand existing housing stock without adversely impacting abutting landowners.

Policy 1 (2003): Investigate land use restrictions and development costs which may be limiting the development of affordable housing and revise as needed to address goals.

Strategy 1a (2003): Review zoning regulations – including use, density, lot size, setbacks and other provisions to see if reduction in housing construction cost may be achieved. **Status: Partially implemented**

Strategy 1b (2003): Review zoning regulations to provide provisions/incentives for constructing “affordable” infill development. **Status: Partially incorporated in current zoning; ongoing evaluation should occur**

Strategy 1c (2003): Investigate other land use restrictions which might result in the creation of affordable housing.

Strategy 1d (2003): Investigate and work with the utility companies to determine whether the extension and/or impact fee costs could be reduced for deed restricted affordable housing.

~~Strategy 1e (2003): Assure the long term affordability of the affordable housing created through the use of deed covenants which are set at the time of construction.~~ **Status: Complete; see Article 10, Section 12.D. of Zoning Ordinance.**

Policy 2 (2003): Investigate other strategies which would support the creation of affordable housing.

Strategy 2a (2003): Consider implementing a standard which requires that a percentage of all new residential dwellings be affordable to low and moderate income families – with appropriate covenants to insure that such housing remain affordable.

Strategy 2b (2003): Investigate the creation of a housing trust fund. A trust fund earmarked for a community’s housing needs can be made up of developers’ contributions, sale of municipal owned property, higher building permit fees, town capital budget appropriations, payments made in lieu of providing on-site units, and annual repayments of loans made by the housing trust fund. The money in turn can be used for building or rehab, subsidizing low and moderate-income families’ mortgages and helping finance construction of new housing.

Strategy 2c (2003): Regularly review Town owned properties to determine if they could be made available for an affordable housing venture either as a Town sponsored project or as a joint public/private partnership.

Policy 1 (1991): The Town should review zoning regulations – including density, minimum lot size, and frontage provisions, and provisions dealing with multifamily housing - to determine whether any of them can be uniformly revised to make housing generally less expensive to produce.

Strategy 1A (1991): Restrictions on multifamily housing, including density standards, minimum size of units, and maximum number of units per building, should be eased.

Strategy 1B (1991): ~~Accessory apartments (apartments for whom the apartment is the tenant's primary residence, with no more than one bedroom in owner-occupied homes which have existed for a minimum period prior to the creation of the apartment) should be allowed in single family structures, provided that the structures must be owner-occupied for the entire time that the accessory apartments are in place; and also provided the character and integrity of the neighborhood is preserved.~~ ***Status: Incorporated in current zoning***

Strategy 1C (1991): ~~The Town should review subdivision regulations to determine whether infrastructure requirements (paved width of roads, curbing, etc.) can be uniformly revised to make housing generally less expensive to produce. These requirements should be related to the density, size, and locations of development.~~ ***Status: Incorporated in current zoning; continue to re-evaluate***

Strategy 1D (1991): ~~The Town should enact affordable housing provisions within the Town's zoning and subdivision ordinances that offer incentives for affordable housing in designated growth areas. Such provision would, for example, offer density bonuses for developers of affordable housing and ease infrastructure requirements, provided that the savings are translated into lower priced homes, and further that the character and integrity of the neighborhood is preserved.~~ ***Status: Incorporated in current zoning; continue to re-evaluate***

Strategy 1E (1991): ~~The Town should enact a contract zoning provision for affordable housing within the Town's zoning ordinance. This would allow one-on-one negotiations with developers interested in producing affordable housing. Any easing of zoning and subdivision provisions would come about as a result of the negotiations in turn for specified numbers of affordable housing and assurances of long-term affordability. Any contract zoning proposal would be subject to approval at Town Meeting.~~ ***Status: Contract Zoning incorporated in current zoning***

Strategy 1F (1991): The Town should continue to comply with State law regarding mobile home parks.

Strategy 1G (1991): The Town should review Town-owned properties for which it has no other foreseeable need and consider making them available for affordable housing proposals.

Strategy 1H (1991): The Town should either create a nonprofit organization, or cooperate with an existing nonprofit group, that can foster public-private partnerships for affordable housing. The organization should explore a range of development approaches, including that of a community land trust (which would acquire land, make the land available under long-term, renewable leases, and allow others to produce affordable housing on it for sale to moderate income households). The Town should be a financial contributor to the organization, but should not be its sole or majority means of support.

Strategy 1I (1991): Affordable housing should be scattered and integrated within the community, rather than concentrated in any one area.

Strategy 1J (1991): If a regional Housing Partnership is formed, implementing a recommendation of the York 2000 Housing Committee, the Town should participate with it.

C. Economy

State Goal: To promote an economic climate that increases job opportunities and overall economic well-being.

Local Goals:

- To preserve and expand the base of nonpolluting manufacturing, distribution, healthcare, financial services, food and lodgings services and high technology activity in Kennebunk;
- To assure a supply of industrially zoned land that is near public utilities and that has good access to the regional transportation system, particularly the Maine Turnpike;
- To support tourism as a vital part of the local economy, but manage it so that it enhances the Town's historic, architectural and scenic features and does not compromise the qualities that make Kennebunk unique;
- To support the local arts community and promote the town as a center for cultural, social and educational programs;
- To diversify the local economy;
- To maintain and actively foster Downtown Kennebunk, Lower Village and West Kennebunk Village as vital commercial areas, and to preserve their traditional village pattern of development;
- To maintain and actively foster small scale, neighborhood-oriented commercial uses in the Downtown, Lower Village and West Kennebunk Village;
- To support working from home as a rational form of land use provided it does not cause nuisances in the neighborhoods or alter the residential character of neighborhoods.

Policy 1 (2020): The Town should diversify the tourism industry by incorporating trails, parks, the beach, and historic sites into an eco-tourism program.

Policy 2 (2020): The Town should support the creative economy.

Strategy 2a (2020): To inventory and understand the level and type of creative talent in the community and develop a focused attraction strategy for specific technical and professional sectors;

Strategy 2b (2020): To establish a program that links youth, schools and local companies to the creative economy.

Policy 3 (2020): The Town should support the healthcare industry in Kennebunk.

Policy 4 (2020): The Town should continue to develop Kennebunk as a regional financial center.

Policy 5 (2020): The Town should take advantage of Kennebunk's location and central access to the Turnpike by promoting the Town's presence at the Turnpike rest area.

Policy 6 (2020): The Town should develop a branding program.

Strategy 6a (2020): To place emphasis on improving first impressions at gateway locations;

Strategy 6b (2020): To implement wayfinding systems that are consistent with branding programs.

Policy 7 (2020): The Town should support and provide resources to the Economic Development Committee's efforts to expand access to high-speed broadband, which is an incentive for businesses to locate in Kennebunk and also supports the rising number of at-home workers.

Policy 8 (2020): The Town should evaluate zoning classifications next to state and interstate transportation corridors to preserve adjacent land for potential non-residential reuse, e.g. train, I-95.

Policy 1 (2003): Examine the present boundaries of the Commercial and Industrial Zoning Districts to determine whether those areas could be expanded to accommodate business growth.

Strategy 1a (2003). Propose the extension of utilities (water/sewer/power) to fully serve all the commercial and industrial areas and turnpike access when appropriate.

Strategy 1b (2003). Examine the possibility of land reclamation (i.e. gravel pit reclamation) as a means of better utilizing land in these zones.

Policy 2 (2003): Examine the current land use standards in the commercial and industrial areas to recommend possible changes which could allow for greater infill and business expansion with an eye toward minimizing curb cuts on Rt. 1.

Strategy 2a (2003). Investigate possible zoning changes which will encourage mixed commercial/residential use of buildings and sites in commercial areas. Investigate changes to industrial and business park districts that would permit a greater variety of business uses.

~~Strategy 2b (2003). Investigate possibility of creating a mixed Commercial and Residential Transitional Zone between the Upper Square and Suburban Commercial Zone along Rt. 1 North.~~

Status: Accomplished with establishment of Portland Road Mixed Commercial Residential District.

Strategy 2c (2003). Investigate and design shared driveways and rear connection(s) between uses on Portland Road and on York Street in order to aid both the property owners and the Town in addressing traffic management along the Route 1 corridor.

Strategy 2d (2003). Every effort should be made to develop and apply design standards to all commercial and industrial areas which are sensitive to and enhance community character and livability including standards which promote aesthetic building design, reduce the number of curb cuts, improve the design of parking lots and provide pedestrian friendly standards for all commercial areas.

Policy 3 (2003): The viability of tourism is central to Kennebunk's economic health and the impacts of this industry are considered acceptable and manageable provided:

Strategy 3-A (2003): Develop and apply traditional village type design standards to the downtown areas in order to retain and enhance the historic character of those areas. ***Status: Underway in 2019***

Strategy 3-B (2003): Destination, specialty and pedestrian-oriented types of activities are favored over high-volume, transient and auto-oriented types of activities.

Strategy 3-C (2003): The Town should provide and/or cooperate with local businesses to provide and maintain infrastructure to support commercial activity in the villages, including parking, sidewalks, lighting, landscaping, rest rooms and support for alternative travel modes.

Policy 4 (2003): The town should investigate opportunities to support, retain and help grow local businesses and help prevent local businesses from departing/closing; to help increase sales of locally produced products; and to retain and circulate existing dollars within the local economy.

Strategy 4-A (2003): Investigate financial options and business support services to support and retain local business, i.e. import substitution program, business visitation program, a resource guide to starting and building a small business, and business workshops and seminars.

Strategy 4-B (2003): Investigate possibility of expanding the definition of “home occupation” to provide greater flexibility to new business start-ups.

Policy 5 (2003): Explore possibility of capturing a segment of the educational services sector and expanding the town’s current adult educational offerings

Strategy 5-A (2003): Investigate possible areas where post high school educational services should be encouraged i.e. distance learning, private vocational schools, satellite campuses clerical training and;

Strategy 5-B (2003): Encourage veteran educators, job trainers, employment specialists and local officials to work collaboratively with Kennebunk Adult Education to develop working partnerships with large employers and temporary employment agencies.

Policy 6 (2003): To support businesses and increase the diversity of land uses so they remain vibrant after business hours

Strategy 6-A (2003): Collaborate with building owners to devise strategies and incentives that increase retail activity and nightlife in the downtown in order to recruit a variety of businesses.

Strategy 6-B (2003): Encourage Village Committee(s) to investigate alternatives to traditional retail, i.e. street vendors, cooperatives, farmers and craft markets.

Strategy 6-C (2003): ~~Explore potential of municipal ownership, storage and leasing of capital equipment for use by restaurants and retail in lease-to-own program.~~ **Status: No longer applicable**

Strategy 6-D (2003): Continue to encourage Chamber of Commerce and all other business promotional groups in their business marketing, and promotion efforts.

~~Strategy 6-E (2003): Town should encourage the Affordable Housing Committee to evaluate existing buildings in the downtown and create a building by building strategy that results in affordable dwelling units on the upper floors. **Status: No longer applicable**~~

Strategy 6-F (2003): Study the feasibility of providing a free wireless zone (WI-FI) in downtown.

Strategy 6-G (2003): Consider utilizing a portion of TIF Funds for pedestrian and senior friendly improvements, creating public spaces, and streetscape beautification in the three downtowns.

Policy 7 (2003): Investigate zoning ordinance amendments aimed at encouraging greater business development and which increase land use efficiencies

Strategy 7-A (2003): Investigate parking standards to support business relocation and expansion.

Strategy 7-B (2003): Encourage bike lanes, bus routes, safe sidewalks, pedestrian interconnectivity; and mid-block parking locations to reduce need for parking.

Strategy 7-C (2003): Town should consider adding mixed residential / commercial use provisions in the Suburban Commercial and Business Park district standards.

Strategy 7-D (2003): Investigate rezoning the Industrial District on Factory Pasture Lane to encourage office park development.

Strategy 7-E (2003): Consider increasing the height limits for businesses or office parks.

~~Strategy 7-F (2003): Consider duplicating the Downtown District space and bulk standards and parking standards in the Suburban Commercial District. **Status: No longer applicable**~~

Strategy 7-G (2003): Investigate possibility of creating higher density for the Town's Commercial Growth Areas.

~~Strategy 7-H (2003): Investigate the use of "form-based zoning" along Route One corridor. **Status: No longer applicable**~~

Policy 8 (2003): To preserve existing jobs; increase new jobs in the economy's growth sectors; and develop synergies between businesses and sectors of businesses.

Strategy 8-A (2003): Encourage appropriate town committees to tour and interview key sector companies in Town in order to retain their business.

Strategy 8-B (2003): Investigate the feasibility of creating an incubator building and shared use commercial kitchen for specialty food businesses in Town.

Strategy 8-C (2003): Investigate possibility of creating a synergy in food industry between different food related businesses; with vocational schooling/ teaching culinary arts, appliance repair, commercial test kitchen, business equipment leasing program, more restaurants.

Strategy 8-D (2003): Consider establishing a “Creative Task Force” of artists and supporters who promote Kennebunk as a Center for the Arts and encourage various art forms like: visual arts, sculpture, music, performing arts, art schools and art support businesses.

Strategy 8-E (2003): Consider market branding the town in order to promote the town’s artistic community and reinforce other related events and activities i.e. downtown shows, exhibits, performances, etc.

~~**Policy 1 (1991)**: In cooperation with the Chamber of Commerce, Downtown Revitalization Committee, the Business Association of Kennebunk, and the Lower Village Committee, the Town should establish a nonprofit economic development corporation to promote a variety of business opportunity, industrial and commercial, in industrial districts, downtown, and commercial villages. This organization, drawing on the knowledge of the existing local committees, should have primary responsibility for coordinating implementation of this Comprehensive Plan’s economic policies.~~

~~**Policy 2 (1991)**: The Town should reconfigure, and as necessary expand, the existing Industrial zoning district in the Exit 3-Alewive Road area such that it:~~

- ~~• Has sufficient developable area to accommodate a variety of nonpolluting industrial concerns;~~
- ~~• Excludes large areas of wetlands and other unbuildable areas; and~~
- ~~• Is, or with appropriate actions by the Sewer District, can be fully served by public utilities, including water, sewer, natural gas, and electricity. **Status: Complete; Independence Park Contract Zone created in 2005**~~

~~**Policy 3 (1991)**: The Town should rezone the Industrial district below Cat Mousam Road, which faces serious natural resource limitations, to a residential and, as appropriate, resource protection area.~~

~~**Policy 4 (1991)**: The Town should rezone the area of Route 1 South that is presently in a Highway Business District to a new designation that encourages destination commercial uses and light industrial and similar uses in a planned setting, rather than high volume, high traffic generating uses that would promote a commercial “strip,” duplicate uses elsewhere in Town, and degrade the entry into Kennebunk. **Status: Complete; zoning changed to York Street Multi Use District**~~

~~**Policy 5 (1991)**: The other areas presently in Industrial districts- as segment of Route 1 North and the Depot Street area are appropriately zoned and should be maintained. **Status: Zoning of Route 1 North changed to Suburban Commercial**~~

~~**Policy 6 (1991)**: Tourism is central to Kennebunk’s economic health. Increased visitor population, seasonal traffic congestion, and demand for Town services are an acceptable price to pay compared to the benefits of a tourist economy, provided:~~

- ~~(a) The commercial core serving this sector (retail establishments, small scale lodgings/bed-and-breakfasts, restaurants, and similar enterprises) is confined to the traditional Lower Village and Route 1 areas of Town;~~

- (b) Zoning in areas likely to attract commercial establishments that rely on tourism should support and enhance a village form of development, rather than a highway commercial format;
- (c) A pedestrian environment is retained and enhanced in both the Lower Village and ~~Downtown~~, so that visitors do not have to rely on their automobiles once arrived in the area; and ***Status: Downtown completed, Lower Village partial.***
- (d) Destination, specialty, and pedestrian-oriented types of activities are favored over high volume, transient, and auto-oriented types of activities.

Policy 7 (1991): ~~To help support the promotion and municipal costs of tourism, the Town should work through elected officials in Augusta to share sales, meals, and lodging taxes with the municipality from which they came.~~ ***Status: No longer applicable***

Policy 8 (1991): The Town should provide, or cooperate with local businesses to provide, the following basic infrastructure to manage tourism:

- (a) Off-street municipal parking in strategic locations that will allow visitors to park and to walk or to use alternative means of transportation to reach a variety of destinations; ***Status: Partial; municipal lot behind Washington Hose Company on Port Road; multiple municipal lots in the Downtown.***
- (b) ~~Municipal public rest rooms near the beach and/or in Lower Village; and~~ ***Status: Complete; seasonal port-a-potties provided at Gooch's Beach and Mother's Beach; public restrooms now available in the Grand Hotel on Western Avenue.***

Policy 9 (1991): Downtown Kennebunk will remain viable if it offers the range of goods and services appropriate to a community type of retail center. Certain actions are within the power of the Town to assist in Downtown's long-term viability. These include:

- (a) ~~Assuring that zoning standards, including dimensional standards and off-street parking requirements are appropriate to a downtown environment, and do not impose suburban standards in an urban setting;~~ ***Status: Complete***
- (b) Maintaining and upgrading Town property – streets, sidewalks, street trees, etc. both Downtown and along the streets leading to it, in a way that preserves the village character, eases pedestrian use, and ensures the safety of its citizens; ***Status: Ongoing***
- (c) Encouraging the interaction of residential and commercial uses in Downtown, with revisions to such standards as may discourage these uses.
- (d) ~~Supporting the purposes of the Mixed Residential and Commercial Use District in the area of Route 1 just south of Downtown, such that this area, through preservation of historical architectural features and village-oriented land design, is seen as an extension of Downtown.~~ ***Status: Complete; Creation of York Street Mixed Use District***

Policy 10 (1991): The Town, in cooperation with the Downtown Revitalization Committee, should sponsor a study to determine:

- (a) The mix and amount of businesses needed to keep Downtown a vital economic district, and the degree to which Downtown currently falls short of this goal;
- (b) The appropriate marketing or other strategies necessary to fill any gaps that may exist; and
- (c) Whether one or more of the following types of public-private actions are desirable, and the projected costs and benefits of each:
 - Establishment of a downtown development district that could employ, among other things, tax increment financing to pay for public improvements;
 - Expanded municipal parking;
 - Additional design improvements on public property (landscaping, green spaces, etc); and
 - A loan assistance program to acquire, upgrade or expand downtown properties.

Status: Ongoing; Economic Development Committee replaced the Downtown Revitalization Committee; TIF financing in place; executed redesign of sidewalks and plantings as part of Complete Streets program; Waterhouse Center created.

Policy 11 (1991): Home occupations, provided they do not cause nuisances or disturbances in the neighborhoods, add to the diversity of Kennebunk's businesses. They are a rational form of land use. They allow the integration of home and work place, reduce reliance on the automobile, help to retain Kennebunk as a business center, and provide an affordable way for some residents to be in business. The Town should review its policies with respect to home occupations and:

- Continue to allow home occupations as a matter of right; and
- ~~Review the scope of home occupations and strengthen performance standards governing them in order to assure that the integrity and character of neighborhoods are maintained.~~ ***Status: Complete; Zoning regulations revised in 1993 to address home occupations.***

D. NATURAL RESOURCES

State Goal: To protect the State's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas.

Local Goal: To protect, maintain and, where possible, improve the quality of the Town's natural environment and resources – namely:

- Wetlands
- Wildlife and Fisheries habitat
- Sand dunes
- Shorelands
- Scenic Vistas
- Unique natural areas

Policy 1 (2020): The Town should continue to conserve significant wetlands, riparian areas, and water bodies that have significant functions and values through the use of Aquifer Protection regulations and Shoreland Zoning.

Strategy 1a (2020): To develop and implement enhanced wetland mitigation regulations. Look to best practices in the State of Maine and coastal areas in other parts of the country for guidance;

Strategy 1b (2020): To minimize impervious surfaces around water bodies in order to limit polluted run-offs into ponds, streams, rivers and the ocean;

Strategy 1c (2020): To provide information and outreach to developers and landowners regarding the subject of vernal pools and their role in the maintenance of healthy ecosystems;

Strategy 1d (2020): To review existing wetlands impact regulations and identify possible amendments to the zoning ordinance that could prevent significant loss of wetlands resources from numerous smaller impact applications, i.e., prevent the “nibbling” away of existing wetlands;

Strategy 1e (2020): To consider enhanced setbacks for the protection of wildlife corridors and prevention of the degradation of water quality in streams, rivers and aquifers due to run-off or pollutants.

Policy 2 (2020): This Plan recognizes that the Town's natural resource systems, including its water resources, riparian habitats, and high value plant and animal habitats, are irreplaceable. The inventory of natural resources should continue to be the basis for guiding the Town's future land use pattern. The designation of areas suitable for growth and of areas to be conserved should, to the greatest extent possible, respect the identified high value resources.

Strategy 2a (2020): To continue to support both public and private efforts to acquire and maintain conservation land consistent with the priorities established by the Open Space

Planning Commission in the Plan approved by voters in 2004 and adopted as an amendment to the 2004 Comprehensive Plan Update;

Strategy 2b (2020): To utilize *Beginning with Habitat* Maps as screening documents to guide future development planning and regulation, and for inclusion in Planning Board subdivision regulations;

Strategy 2c (2020): To support efforts to conserve contiguous tracts of undeveloped habitat in order to sustain wildlife corridors and to ensure that the Branch Brook Corridor is included in conservation efforts;

Strategy 2d (2020): To continue to support public education and inform citizens of the immediate risks to health as well as the long-term impact on the soil, water, and air of many non-organic pesticides;

Strategy 2e (2020): To explore the feasibility of an ordinance prohibiting the use of non-organic herbicides by all utilities within the Town of Kennebunk.

Policy 3 (2020): The Town should conserve water resources and improve watershed health.

Strategy 3a (2020): To utilize Maine Department of Environmental Protection Chapter 500 as a resource for developing enhanced standards to regulate and manage storm water quantity and quality;

Strategy 3b (2020): To establish a database of private wells and septic systems;

Strategy 3c (2020): To consider the creation of a Town Ordinance that would require evidence of inspection/pump-out of septic systems at prescribed intervals, which might also include provision for the Town to perform maintenance and lien property for payment;

Strategy 3d (2020): To continue to support and fund Maine Healthy Beaches water quality testing program and volunteer programs to test the Mousam and Kennebunk Rivers;

Strategy 3e (2020): To continue to support the joint effort (Kennebunk, Kennebunkport, Arundel and Lyman, with the assistance of the York County Soil and Water Conservation Commission) to identify and remediate the sources of bacterial pollution of the Kennebunk River and Kennebunk public beaches.

Policy 1 (2003): This plan understands that the Town's natural resource systems including its water resources, riparian habitats, and high value plant and animal habitats, are irreplaceable. The inventory of natural resources should continue to be the basis for guiding the Town's future land use pattern. The designation of areas suitable for growth and of areas to be conserved should, to the greatest extent possible, respect the identified high value resources.

Strategy 4a (2003): To revise/update the Town's future land use plan to incorporate the high value plant and animal habitat areas [per the State's Beginning with Habitat 2001 Report] into the designate "low-growth" areas. **Status: Partial; see July 2018 Map**

Strategy 4b (2003): To evaluate opportunities to create greenways and corridors between parcels or to combine parcels in order to create large blocks of protected, high value habitat.

Strategy 4c (2003): To provide information and outreach to landowners regarding habitat protection, retention, and improvement and create incentives for property owners who carry out such measures.

Strategy 4d (2003): To work to coordinate the resource protection efforts of the Town, the KKW Water District, the Kennebunk Land Trust, the Kennebunk River Committee, Rachel Carson Wildlife Refuge, and other resource related groups.

Policy 2 (2003): Where practical and possible develop land use controls and other non-regulatory measures to protect and conserve natural resources and high value habitat areas being mindful of the balance between private property rights and public responsibility.

Strategy 5a (2003): To, where possible, develop plans and land use controls which result in the avoidance of adverse impacts to natural resources and high value habitat areas. Provide education regarding the use of Best Management Practices (BMP) to both citizens and public works departments as part of this avoidance strategy.

Strategy 5b (2003): To develop a mitigation plan process for activities which have unavoidable natural resource impacts.

Strategy 5c (2003): To develop acquisition/easement priority area(s) list, map, and encourage donations, voluntary protection and enhancement of those important identified resources.

Policy 3 (2003): Continue to conserve significant wetlands, riparian areas, and water bodies which have significant functions and values through the use of Aquifer Protection and Shoreland Zoning.

Strategy 6a (2003): To meet cooperatively with neighboring towns and agencies to discuss measures needed for the protection of shared habitats and waterways.

Strategy 6b (2003): Prior to considering a town regulation of vernal pools, the Conservation Commission should carry out a Town wide inventory of such resources in order to determine the number/size/and location of such areas. ***Status: Inventory complete; see July 2018 map***

Policy 4 (2003): It is the policy of the Town to encourage energy efficient design and maintenance in the design and construction of all public buildings.

Strategy 7a (2003): To investigate, and as appropriate, incorporate “Green Building” standards into the siting and construction of public buildings.

Policy 1 (1991): This Comprehensive Plan recognizes that the Town’s natural resource systems – topographic, hydrologic, soils, vegetative, coastal, and wildlife – are irreplaceable; and that parts of these systems represent constraints to development, and parts represent opportunities for development. The inventory of natural resources should be used as a guide to future land use patterns. The designation of area suitable for growth and of areas to be conserved should to the greatest extent possible, respect the identified constraints and opportunities. In turn, this policy strongly suggests that

areas of opportunity be available for relatively intensive development; while areas of significant constraint be severely limited in their development.

Strategy 1A (1991): The Town should maintain the standards adopted for the Branch Brook Aquifer Protection District as the best means to prevent contamination of the local public water supply. ***Status: Still relevant; see Article 10 pg 13 of Zoning Ordinance***

Strategy 1B (1991): As a general rules, this Plan supports compact, relatively dense development in areas with public sewer and water lines or other designated growth areas, but low density elsewhere, including lot sizes that may be considerably larger than necessary to comply with the recommendations of the State Plumbing Code. This policy protects groundwater while promoting other goals of the Plan, including a village-and-rural pattern of land use. ***Status: Partially implemented through changes to the Zoning Ordinance***

Strategy 1C (1991): Where marginal soil conditions are found to exist, the Planning Board should have the flexibility to require lot sizes large enough to provide a buffer in the event of septic system failure or of wastewater reaching groundwater. Further, the Town should study the track record and reliability of common septic systems and then determine whether, and under what conditions, such systems should be allowed to be used.

Strategy 1C (1991): In areas not served by public water or sewer, the Town should require new developments to demonstrate an increase in nitrates at all well heads and property lines to great than the standard (Presently 10 mg/liter) set by Maine Dept. of Environmental Protection. (Note: nitrates in a water supply are a recognized health hazard.)

Strategy 1D (1991): Although farmland and woodland soils are not central to the community's economy, they contribute to the area's environmental and spiritual well-being and help to define Kennebunk's character. To minimize the loss of these lands, the Town should:

- a. Encourage use of currently available property tax incentive programs that tax farm and woodland based on current use;
- b. Incorporate existing farm and forest enterprises into a locally planned open space system;
- c. Consider a program for the acquisition of development rights of lands with prime farmland soils and/or that support active farms; and
- d. Require a cluster-and-open space form of development in rural parts of the community, as a method both for conserving blocks of farm and woodland and for conserving associated wildlife habitat. ***Status: Partially implemented in current Zoning***

Strategy 1E (1991): Within the watershed of Alewife Pond and Old Falls Pond, the Town should implement development standards and practices designed to maintain or improve the pond's water quality. These standards should be directed at preventing the increase of phosphorus transported to the pond by any more than 1 part per billion over the existing level. (Note: phosphorus is the chemical that promotes the growth of algae in ponds and accelerates the "aging," or eutrophication, of ponds.

Strategy 1F (1991): The Town should seek to minimize pollution of its rivers and streams from nonpoint sources through a combination of the following methods:

- e. Integration of the March 1990 version of the State of Maine Guidelines for Municipal Shoreland Zoning Ordinances, as the same may be revised from time to time, into the local zoning ordinance; **Status: Shoreland Zoning regulations adopted in 1994; amended subsequently in 2009 and 2011**
- f. A review of subdivision and site plan ordinances to assure that major developments are required to submit professionally prepared erosion control, storm water management, and landscaping plans; and **Status: Addressed through a series of amendments 1996 through 2012**
- g. A program of municipal, on-site inspection during construction of major development and strict enforcement of approved erosion control, storm water management, and landscaping plans. **Status: Complete; inspections now standard**

Strategy 1G (1991): The Town should communicate directly with the Planning Boards, managers, or other appropriate officials of surrounding towns concerning joint actions and consistent regulations along each shared river corridor and pond watershed. **Status: Partial; co-operation with Kennebunkport. Arundel, Sanford, Lyman**

Strategy 1H (1991): The Town should establish (preferably with the state's assistance) a town-wide water quality monitoring program for both surface and ground water, with the purpose of obtaining a reliable baseline of data. **Status: River and beach testing program executed through Conservation Commission**

Strategy 1I (1991): To conserve and improve the ecological integrity and diversity of wildlife habitats, the Town should:

- h. Zone as resource protection at least those areas of land within shoreland areas designated by the Maine Department of Environmental Protection, pursuant to The Natural Resources Protection Act, as "significant wildlife habitat." **Status: Complete**
- i. Within area designated in this Comprehensive Plan as rural, zone as resource protection land within 100 feet of those surface waters rated by the Dept. of Inland Fisheries and Wildlife as high value habitat (Branch Brook, the Kennebunk River, the Mousam River, Cold Water Brook, Day Brook, Ward Brook, Alewife Pond, and Old Falls Pond); and, within the next 150 feet of these water bodies, the timber harvesting standards of the Model State Shoreland Zoning Ordinance should be observed. **Status: Partial; see Article 10.D.**
- j. Elsewhere within area designated in this Comprehensive Plan as rural, discourage the fragmentation of relatively large parcels of undeveloped land, seek to conserve a "mosaic" of different habitats, and seek to ensure that habitats are connected by travel corridors.

- k. Encourage the acquisition of conservation easements to protect important wildlife habitat and associated open spaces.

Strategy 1J (1991): The Town should seek assistance from the State Department of Inland Fisheries and Wildlife to determine the sources of bacterial pollution causing the closure of shellfish areas along Kennebunk's coastline, and to determine whether feasible local measures are available to reduce the pollution.

Strategy 1K (1991): The Town should provide space for the natural evolution of the shoreline (that is, a projected rise in sea level).

Strategy 1L (1991): ~~The Town should formally identify its beaches, sand dunes, and other significant coastal areas as part of a formal open space system.~~ **Status: Complete; open space place adopted 2004**

Strategy 1M (1991): Kennebunk should redefine "wetlands" in its local ordinances to conform with Federal and state definitions. (Refer to page 6-12 for the current federal and state definitions.) **Status: still relevant**

Strategy 1N (1991): The Town should itself regulate wetlands identified in this Plan as priority 1 or 2, with the following provisions;

- l. Consider, for zoning purposes, all such wetlands to be resource protection areas, with uses limited to those nonstructural uses allowed in the resource protection district;
- m. Buffers around priority 1 and 2 wetlands based on their values, vulnerability to impact, and local conditions. The buffers would be more substantial around priority 1 wetlands than around priority 2 wetlands. In establishing buffers, recognized sources such as the State of Maine Guidelines for Municipal Shoreland Zoning Ordinances and the report "Kennebunk Wetlands: Functions, Values and the Relationship to Growth" (Normandeau Associates, August 1990) should be used as references. In all buffer areas, performance standards for timber harvesting, roads and driveways, and other alterations should be adopted.

Strategy 1O (1991): Recognizing that the definition and identification of wetlands are in a state of flux, and that this Plan has not identified and rated all wetlands in Kennebunk, the Town should establish a plan for reviewing wetlands information, completing the inventory, and keeping wetlands information up to date.

Strategy 1P (1991): In designating growth and rural areas in Kennebunk, the locations and values of wetlands must be fully taken into account. High value wetlands represent constraints to development for which mitigation by engineering or alteration should not be attempted. This

will, for example, remove from consideration as future growth areas some portions of Town that might be otherwise readily supplied with public sewer and water.

Strategy 1Q (1991): Along the Mousam River and the non-tidal portion of the Kennebunk River, the Town's focus should be on improving, and in some cases formalizing, existing point of access for canoes and other small boats. These include, by way of example, access to the Mousam River at Mill Street, the Route 9 Bridge, Roger's Pond, and behind LaFayette Center, and to the Kennebunk River at Durrell's Bridge. Each site should be reviewed for off-street parking, ease of access to the water, the ability to handle increased use without damage to the water way, and, where the property is not owned by the public, an appropriate agreement with the property owner.

E. PUBLIC UTILITIES

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

Local Goal: To collaborate with utilities to ensure reliable and cost efficient services to Town residents and businesses, and to support Growth Areas as defined by the Town's zoning ordinances.

Policy 1 (2020): The Town should continue to support the efforts of the public utility companies in providing cost efficient service to residents.

Strategy 1a (2020): To create a Technology work group to make recommendations as needed on the availability of high quality cable, phone and internet services, which are critical components for residents' quality of life and business prosperity;

Strategy 1b (2020): To continue to ensure that public water supplies are protected from the risk of contamination;

Strategy 1c (2020): To collaborate with Kennebunk Light and Power District and Central Maine Power to create guidelines for removal of vegetation under all electric transmission lines, including manual versus chemical clearing, which was addressed in the Natural Resources Chapter;

Strategy 1d (2020): To work collaboratively with the Board of Trustees of the Sewer District to develop a creative and equitable solution to fund increased sewer capacity to support planned growth. This solution must address the pending requirements of the 2021 State relicensing timeframe;

Strategy 1e (2020): To conduct a cost/benefit feasibility study with the Sewer District to identify costs of sewer infrastructure expansion in West Kennebunk to support business and residential growth;

Strategy 1f (2020): To continue to refine the mapping of growth areas so the Sewer District can better understand where service might be needed;

Strategy 1g (2020): To continue to meet regularly with Kennebunk Light and Power District, Kennebunk Kennebunkport Wells Water District and Kennebunk Sewer District to review the cost of utilities for residents and businesses.

Strategy 1h (2020): To ensure that Town Staff updates the Board of Selectmen and residents on the Mousam dams, considered historical town artifacts, as to their licensing or decommissioning.

Policy 1 (2003): The sewer and water utility service area boundaries, existing and projected, should be consistent with the boundaries of the Town's growth areas.

Strategy 1a (2003): ~~The Economic Development Committee shall continue to examine and evaluate the cost/ benefits of extending sewer to the Business Park District on York Street.~~
Status: Complete

Strategy 1b (2003): The Town shall consider extending sewer and water service to all growth areas.

Policy 2 (2003): The Town should retain the Branch Brook Aquifer Protection as the best land use tool for protecting the Kennebunk portion of the Branch Brook recharge area (the Town's water supply).

Strategy 2a (2003): Continued effort should be made to work with the Water District, the Town of Sanford and the Town of Wells to protect the entire recharge area of Branch Brook and to assure the long term viability of the multi-town public water supply. ***Status: Ongoing***

Strategy 2b (2003): The Town shall continue to require that all new development that relies on the public water supply demonstrate that adequate flows for fire protection are available or to be provided.

Policy 3 (2003): The Town should continue to support the efforts of the public utility companies in providing cost efficient service to residents.

Strategy 3a (2003): The Town shall continue to encourage and support the efforts of the Kennebunk Light & Power District to incorporate the Lower Village/Beach area into its service area.

Strategy 3b (2003): The Town shall consider the possibility of putting utilities underground whenever major road and improvement projects are proposed.

Strategy 3c (2003): The Town should evaluate existing street lighting and recommend energy saving measures where possible and where public safety would not be reduced.

Policy 1 (1991): The sewer and water utility service area boundaries, existing and projected, should conform to the boundaries of the Town's growth area(s), as these areas may be defined in this Plan, and to which the great preponderance of new development of the next decade should be directed. The Future Land Use Plan (see Chapter 17) suggests that the three highest priorities for sewer extensions are ~~Route 1 south of downtown~~ ***Status: Complete***, a limited area of West Kennebunk ***Status: Partial – Completed to serve Alewife Road Contract Zone and Middle School of the Kennebunks on Thompson Road***, and Sea Road. It is recognized that the sewer district may have to respond to public health problems outside of these areas.

Strategy 1A (1991): The Town should support the sewer district in seeking an amendment to its charter to permit service west of the Maine Turnpike.

Strategy 1B (1991): The sewer district has indicated a willingness to study the feasibility of extending public sewer lines to a limited part of West Kennebunk village, and the Town should

encourage and cooperate with the district in this study. Regardless of the outcome of the study, this Plan supports the extension of a sewer conduit to the industrial area west of the Turnpike. It is hoped that the district can take advantage of the widening of the Turnpike, if such a project is undertaken, to make the crossing to the west. The following phased approach is recommended in considering sewer expansion west of the Turnpike:

- a. Feasibility study by sewer district, with discussion of costs and who pays;
- b. Charter change, with clarification as to what voice West Kennebunk village residents have in the vote;
- ~~c. First expansion to industrial area; **Status: Complete**~~
- d. Future expansion to West Kennebunk village, but only after West Kennebunk village residents have been able to participate in the design of the village – its land uses, standards, etc., - so that sewerage will accommodate development only in accord with that design. **Status: Partial – sewer extended to serve Middle School of the Kennebunks on Thompson Road**

Policy 2 (1991): The Town should retain the Branch Brook Aquifer Protection District as the best land use tool for protecting the source of the water company's public water supply.

~~Strategy 2A (1991):~~ The Town, in cooperation with the water district, should immediately initiate discussions with the towns of Sanford and Wells on methods for the watershed wide protection of Branch Brook and its aquifer. **Status: Complete; Branch Brook Watershed Coalition Created February 2019 per Water District response**

Policy 3 (1991): The Town should inform the water district of which areas in the community are designated for growth, so that the company can factor these areas into its capital improvement planning as necessary.

Policy 4 (1991): New subdivisions that rely on public water supply should not be approved unless and until the applicant demonstrates that adequate flows for fire protection are available.

F. TRANSPORTATION

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

Local Goal: To promote a safe and sustainable transportation system that supports the village/rural pattern of settlement and encourages modes of travel alternative to automobiles within and between villages.

Policy 1 (2020): Alternate Modes of Transportation - The Town should explore alternative modes of transportation in order to reduce traffic congestion, improve connectivity, and offer safe alternative modes of travel for residents of all ages.

Strategy 1a (2020): To appoint a Transportation work group to advise the Select Board on the following:

- Implementation of a Complete Streets policy;
- Creation of a bicycle and pedestrian master plan;
- Establishment of a policy for connectivity of all pedestrian and bikeway systems including public and private greenspace trails;
- General guidance for bicycle, pedestrian, ride-sharing, and other alternative transportation policies.

Strategy 1b (2020): To consider options for public transportation to reduce the number of cars on the road. Such transportation could be coordinated with neighboring towns to provide inter-town commuting potential;

Strategy 1c (2020): To explore the need for creating transportation resources for older residents and others with reduced mobility. In many towns, volunteer networks are available where a free ride can be reserved for any purpose. Multiple resources are available to learn how the Town could support the provision of this service, both in Maine and nationally;

Strategy 1d (2020): To develop a survey for local businesses and their employees to determine future transportation needs;

Strategy 1e: To work with local transportation organizations like York County Community Action and Shuttle Bus Zoom to determine to what extent Kennebunk could potentially be added to the regional service system. (2020)

Policy 2 (2020): Road Maintenance and Capital Investment - The Town should ensure that the capital investment program be re-evaluated annually to protect the Town's infrastructure investment, recognizing the 2018 adoption of the Automatic Road Analyzer (ARAN) system for cataloguing roadwork needs.

Strategy 2a (2020): To incorporate street upgrades in the town's Capital Investment Plan on a yearly basis utilizing the ARAN system.

Policy 3 (2020): Private Roads - The Town should review its policies and capabilities for providing emergency response services to residents of private roads, to identify potential liabilities and the need for different or additional policies. Such policies should include private road standards to be incorporated in the Town's Zoning standards.

Strategy 3a (2020): To consider soliciting public input through surveys and meetings with public safety personnel to assess existing needs and deficiencies with the current lack of private road standards;

Strategy 3b (2020): To inventory existing private road location and dimensions;

Strategy 3c (2020): To assign Town Staff to assist the Planning Board with developing new, or amending existing, regulations to address any potential issues identified in Strategy 3A and B, including research of applicable regulations used successfully in other towns.

Policy 4 (2020): Public Parking – To ensure that there is ample and easy-to-find parking available in order to support local businesses.

Strategy 4a (2020): To create and prioritize a list of locations where public parking is presently needed;

Strategy 4b (2020): To review existing parking ordinances and offer potential policy solutions to address deficiencies where they exist. In Lower Village, explore solutions involving remote parking and the use of shuttle services;

Strategy 4c (2020): To improve wayfinding along Main Street and in Lower Village in order to guide residents and visitors to appropriate parking locations.

Policy 5 (2020): Traffic Management – To ensure that traffic congestion on arteries is managed so as to balance delay and safety needs.

Strategy 5a (2020): To periodically monitor levels of congestion on main arteries and seek input from emergency service providers to identify potential problem areas;

Strategy 5b (2020): To review and update The Portland Road Traffic Management Study;

Strategy 5c (2020): To create a Traffic Management Study for Route 1 South (York Street).

Policy 6 (2020): Connector Roadways – To increase safety by adopting conclusions of regional transportation studies.

Strategy 6a (2020): To continue to implement the Central York County Connection Study's recommendation to eliminate Y-intersections in order to improve both traffic flow and intersection safety.

Policy 1 (2003): Roadway design should complement the desired land use plan, provide safe and accessible standards for all new roads (whether public or private) and not encourage development outside of designated growth areas.

Strategy 1a (2003): The Town should develop a local roadway designation system that clearly promotes desired land use development patterns. This designation might include rural and village roadways as opposed to minor and major arterials and collectors.

Strategy 1b (2003): The Town shall develop and maintain roadway design standards that assure sound construction, but not result in oversized roadways or spread out street networks that will burden future Town budgets. Similar to those adopted for new roadways, standards for redesign of current town roads should be consistent with designated growth and rural areas and should assure that retention of visual character is considered in the determination of street improvements. Village roadways should typically provide for bike and pedestrian ways, be slightly wider, accept generally slower travel, and strictly control access. Rural roadways might be narrower, more curvilinear, less maintenance intensive, but still control access on arterials to preserve mobility and safety. A shoulder paving policy consistent with the Bicycle and Pedestrian Facilities Plan and provisions for on-street parking in village areas should be included in the roadway design standards.

Strategy 1c (2003): The Town should request that the Maine Department of Transportation (MDOT) review and consider revising the Federal Functional Classification of Route 9, Route 35, Ross Road, Durrell's Bridge Road, Port Road and Western Avenue. (CJO to verify)

Strategy 1d (2003): The Town should develop minimum safety standards for the construction of private ways.

Policy 2 (2003): The Town accepts that congestion is inevitable during peak periods in summer months and, as such, temporary levels of congestion (i.e., Level-of-Service "E" or "F") are tolerated and favored over major road widening or realignment that would alter the character of the Town. Within Kennebunk's villages, the main focus of traffic improvements should be on assuring safe conditions. Mobility deficiencies on Route 1, Route 9, and Route 35 should be mitigated only insofar as they do not discourage on-street parking, require major road widening, or discourage pedestrian or bike travel ways.

Strategy 2a (2003): Clarify in subdivision standards that periodic, short-term congestion may be tolerated if major road widenings or realignments that would alter town character are thereby avoided.

Policy 3 (2003): The best possible use of the existing roadway system through properly timed traffic signals and minor system improvements should be made before major capital investments are considered.

Strategy 3a (2003): Implement the recommendations of the Downtown Traffic study and continue to work on signal coordination throughout the Downtown and Route 1 corridors. (CJO to verify)

Strategy 3b (2003): Additionally, as noted in the Downtown Traffic study, the Town should further examine the effectiveness of crosswalks and street lighting in the Villages in order to assure pedestrian safety. (CJO to verify)

Policy 4 (2003): The Town's villages should be accessible by varying modes of transportation providing ample opportunity for village businesses and services to thrive.

Strategy 4a (2003): The Town, in cooperation with the Town of Kennebunkport, should study the feasibility of transit systems that might reduce seasonal traffic congestion. For such systems to have an effect, current parking capacity at tourist destinations would need to be restrained or even reduced and parking restrictions enforced to give visitors the incentive to use alternative means. Strategies to consider include remote parking locations, such as the High School, with service to beaches, other tourist destinations, or employment centers. Public-private partnerships for service operation will need to be explored. Further, the Town should keep abreast of attempts to develop passenger transportation services between the Kennebunks and the Wells Intermodal Center, which houses the nearest Downeaster Passenger Rail service stop.

Strategy 4b (2003): The Town should review the consistency of its pedestrian and bicycle facilities plan with the designated growth and rural areas and transportation policies of this Plan. Implementation of a consistent pedestrian and bicycle facilities plan should be pursued to assist with the reduction of automobile dependence. If such a system is intended to serve work, school, or convenience trips, it must be as direct as possible, with all links intact and visually secure. Crosswalks have to be provided, and their visibility must be maximized at all intersections, including unsignalized ones, in the village areas. Increased land use densities within growth areas will tend to make pedestrian and bike ways, as an alternative to cars, more feasible. An annual review and update of the bicycle/pedestrian facilities plan should be prepared with recommendations for the Police/ Fire/ Highway and Planning Departments. Implementation of the plan should be carried out through the capital improvement plan and as part of the required improvements in the development review process of the Planning Board and Site Plan Review Board.

Strategy 4c (2003): The Police, Fire and Public Works Departments should examine the on-street parking plan in the three Villages not only to provide for safe emergency vehicle access and circulation on both the main streets and side streets, but also to investigate the potential for additional on-street parking that may be available in those areas. Where appropriate, changes to the Town's on-street parking ordinance should be adopted and implemented. Altering traffic flow patterns, such as implementing a system of one-way travel on some side streets, may need to be considered.

Policy 5 (2003): Noncapital measures should be used to manage congestion and traffic volumes, including land use strategies that reduce dependence on automobiles, control of access to arterial and major collector roadways such as those imposed by MDOT's 2002 Access Management Rules, and other measures to manage roadway access, such as have been described in past studies of Route 1.

Strategy 5a (2003): The Town shall continue to implement the recommendations of the Route 1 (Portland Road) Traffic Management Study. In addition, other high traffic corridors should be considered for access management study, namely Route 1 (York Street), West Kennebunk Village, and Lower Village in order to support the commercial viability of those areas and the Town's general economic development.

Policy 6 (2003): Kennebunk should be pro-active in Planning for the potential traffic management and improvement needs generated by a major (regional) traffic generator.

Strategy 6a (2003): The Town should lobby and monitor the State and Regional transportation agencies to assure that proper transportation plans are developed and implemented to address the impacts of such a development on the Town's transportation system and to assure consistency with the goals and policies of this plan.

Policy 1 (1991): The Town should seek a sustainable transportation system in which:

- a. Its road standards should assure sound construction, but should not require oversized or a spread-out street network that will place burdens on future Town budgets;
- b. The system complements the desired land use plan and does not encourage development outside of designated growth areas.
- c. The best possible use is made of the existing roadway system through properly timed traffic signals and minor transportation system improvements before major capital investments are considered;
- d. Noncapital measures are used to manage congestion and traffic volumes, including land use strategies that reduce dependence on automobiles, control of access to arterial and

major collector roadways, and other measures to manage roadway access, such as are described in the Regional Route One Study (SMRPC, 1988);

- e. Temporary levels of congestion (that is, Level of Service E or F) are tolerated and favored over major road widenings or realignments that would alter the character of the Town.

Policy 2 (1991): The Town should adopt roadway design standards that encourage a compact village environment in Kennebunk village, Lower Village and West Kennebunk village. These standards should include provision for on-street parking, suitable pedestrian and bike travel ways, and appropriate roadway dimensions.

Strategy 2a (1991): Within Kennebunk village, the main focus of traffic improvements should be on assuring safe conditions. Mobility deficiencies on Route 1 should be mitigated only insofar as they do not discourage on-street parking, require major road widening, or discourage pedestrian or bike travel ways.

Strategy 2b (1991): The northern segment of Route 1 is predominantly commercial and likely to remain so. In anticipation of future commercial growth in this area, the Town should:

- f. aggressively pursue pedestrian and bike travel ways and refuge areas;
- g. strive to reduce dependence on the Main Street – Fletcher Street connection through alternate routing. The most likely existing roadway to be used as an alternate route is Ross Road. Therefore, the Town should take steps that will allow Ross Road to be safely used for this purpose, including:
 - i. controls on curb cuts on Ross Road, and
 - ii. review of its physical condition to determine whether upgrading of the roadway will be needed to handle increased traffic.

Strategy 2c (1991): The southern segment of Route 1 will continue to serve both commercial and residential land uses. Again, access management is an important consideration for this area. Driveways should be consolidated where possible and new facilities should be encouraged to develop on deeper lots with access roads that serve more than one use.

Policy 3 (1991): The Town should consider a roadway designation system that clearly promotes the desired land use development patterns. This designation might include rural and urban collectors as opposed to minor and major collectors. Urban collectors (in the village areas) would typically provide for bike and pedestrian ways, be slightly wider, with generally slower travel, with a high degree of access control. Rural collectors might be narrower, more curvilinear, less maintenance intensive, and with somewhat less stringent access control.

Policy 4 (1991): The Town accepts that congestion is inevitable during peak periods in summer months and, as such, roadway improvements, solely to address this congestion, are not in keeping with the intent of a sustainable transportation system.

Strategy 4a (1991): The Town, in cooperation with the Town of Kennebunkport, should study the feasibility of transit systems that might reduce seasonally related traffic. (For such systems to have an effect current parking levels at tourist destinations would need to be retained or even reduced and parking restrictions enforced; only then would visitors have the incentive to use alternative means, including parking at a distant location (for example, the high school) and use alternative mass transit to reach the beaches or other tourist destinations.) Further, the Town should keep abreast of attempts to reinstate passenger rail service between Portland and Boston and, if appropriate, urge that Kennebunk be part of the schedule. ***Status: Partial; York County Community Action's Shoreline Express trolley established in 2006; provides service late June through early September from the Wells Transportation Center to the Lower Village area of Kennebunk; connections as far south as York available.***

Strategy 4b (1991): The Town should establish a pedestrian plan and a bikeway plan that reduces dependence on the automobile. If such a system is intended to serve work, school, or convenience trips, it must be as direct as possible, with all links intact, and visually secure. Crosswalks have to be provided at all intersections, including unsignalized ones, in the village areas. Increased land use densities within growth areas will tend to make pedestrian and bikeways, as an alternative to cars, more feasible.

G. MUNICIPAL FACILITIES AND SERVICES

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

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

Local Goals

- To ensure the public safety needs of the Town's citizens are met.
- To finance a study of necessary new and expanded public facilities in an orderly manner, based on a system of priorities.

Policy 1 (2020): The Town should plan for succession in key personnel positions and prioritize building and facility needs (including but not limited to Kennebunk Police Department, Fire Rescue, and Public Services).

Strategy 1a (2020): To develop a plan that defines future staffing needs and key personnel succession;

Strategy 1b (2020): To develop a plan and associated budget process that analyzes current and future adequacy of all Town buildings and facilities for both short and long term use;

Strategy 1c (2020): To develop a long-term plan and associated budget process to transition Fire Rescue from per diem volunteers to full time staff;

Strategy 1d (2020): To complete State-mandated codification of ordinances;

Strategy 1e (2020): To develop a formal technology disaster recovery plan.

Policy 2 (2020): The Town should evaluate the effectiveness of the existing land use planning process, inclusive of staff review, site plan review and Planning Board.

Strategy 2a (2020): To review and evaluate the planning process in towns with similar demographics, and recommend a more efficient approach to that process;

Strategy 2b (2020): To consider the restoration of the Assistant Town Planner position to allow greater focus on future planning;

Strategy 2c (2020): To implement planning processes for climate change, housing, transportation, and land use to accommodate changing needs in critical areas.

Policy 3 (2020): The Town should continue to explore cost efficiencies through regionalization and cooperation with neighboring towns (Fire Rescue, Animal Control and Harbormaster being a good start)

Policy 1 (2003): The Town shall make every effort to site new municipal facilities (i.e. recreation facilities, schools and public buildings) in designated growth areas in order to minimize infrastructure costs and to encourage alternative modes/ pedestrian access to such facilities and services. **Status:**
Ongoing

Strategy 1a (2003): The Town's Capital Improvement Plan should incorporate a rating system that gives priority to infrastructure needs and improvements located in designated growth areas per the land use plan.

Policy 2 (2003): The Town should continue to explore the feasibility of setting up cooperative arrangements with other towns and other agencies in an effort to reduce and/or share in service delivery costs. ***Status: Partial; shared Harbormaster, Animal Control, RSU, emergency dispatch, water quality improvement, water district are examples.***

~~Strategy 2a (2003): The Town shall continue its effort to set up formal mutual aid agreements with abutting Town's regarding Police and Fire Protection. ***Status: Complete***~~

Strategy 2b (2003): The Town shall explore the possibility of sharing public services and public facilities as well as the sharing of municipal equipment and maintenance of such equipment (i.e. highway equipment, recreation services, etc.) with neighboring towns and with other public agencies and districts that serve the Kennebunk region. ***Status: Partial; see above***

Policy 3 (2003): The Town should establish design criteria for the development of all new or renovated municipal facilities in order to promote energy and operational economy.

Strategy 3a (2003): The Town should incorporate into its bid process the requirement that energy efficient design and operational economy be addressed for major construction projects.

~~Strategy 3b (2003): The Town should have energy audits carried out on all of its facilities in order to determine where short and long term savings could be achieved. ***Status: Complete***~~

Policy 1 (1991): General - In concert with this Plan's policies on land use patterns, the Town should strive for a more compact, less sprawling pattern of development and thereby reduce the need for the expensive extension of services to remote parts of Town. ***Status: Ongoing; addressed via zoning changes***

Strategy 1A (1991): Fire Safety

- The Town should prepare a plan for the installation of dry hydrants in those parts of Town, especially west of the Turnpike, that have experienced growth over the last 20 years but lack public water supply. ***Status: Ongoing and will continue, per Fire Department***
- ~~Mutual aid agreements with neighboring Towns should be formalized. ***Status: Complete***~~
- ~~As the opportunity arises, the Town should attempt to secure a site for a fire station in the Webber Hill area. However, the Town should defer construction of a new station in light of the thrust of the Comprehensive Plan to redirect the majority of~~

~~new growth into areas already served by fire protection and other public facilities.~~

Status: Addressed – West Kennebunk Fire Station constructed and substation constructed at Cold Water Farm

- A paid call company is both part of Kennebunk's way of life and less expensive than a full-time staff. Changes in life style, in the relationship between home and work, and in the Town's demographics eventually may require a full-time staff. But meanwhile, the Town should take steps that will provide the opportunity for the long-term viability of the call companies. These steps range from assuring that space is available for call company members to receive training and for socializing; to amending call company by-laws, if necessary, so that a resident of Kennebunkport could be a member of the call company in Lower Village (where membership has been hardest to maintain); to trying to attract a variety of jobs and affordable housing to accommodate citizens who may wish to join a call company.

Strategy 1B (1991): Police Protection - The Town should consider hiring a police officer who can be assigned to special services (e.g. relating to business and juvenile crime) and to assist the Town detective. ***Status: Ongoing; police officers are assigned to all schools as resource officers***

Strategy 1C (1991): Highway Department

- ~~The Town should include in a capital improvements program funds for construction of a salt and sand storage shed, in compliance with State law.~~ ***Status: Complete/Constructed***
- With the significant addition of roadways in Kennebunk in the last 10 years, and the likely dedication of more in future years over a larger and larger geographic area, the Town should expect to need additional personnel and equipment in the Highway Department. ***Status: Ongoing; staffing and equipment needs reviewed annually***
- ~~The Town's subdivision and site plan review process should include a more formal and regulated inspection program for roads and other improvements being built for eventual public ownership.~~ ***Status: Complete Street Standards Inspection Process***

Strategy 1D (1991): Solid Waste

- The Town should monitor the hauling of commercial waste to ensure that tipping fees charged to the Town are appropriately allocated. ***Status: Ongoing***
- ~~Before considering mandatory recycling, the Town should monitor its curbside recycling pick-up plan and assess its effectiveness. Mandatory recycling should be considered only if it appears that the voluntary program is not working.~~ ***Status: No longer relevant - mandatory recycling is now in place.***

- The curbside recycling pick-up can be expected to put substantial pressure on the capacity of the recycling center to handle the materials. The Town should invest in equipment which allows the most efficient handling of recyclable materials. **Status:** ***No longer relevant – this is handled by a private contractor.***
- The Town should be committed to participate in a regional stump dump. The cost of a regional stump dump will be high, but the cost of the Town locating, designing, developing, and operating its own stump dump would be prohibitively high. **Status:** ***No longer relevant.***

Strategy 1E (1991): General Administration

- The Town's administrative offices appear to be appropriately staffed, with adequate space, for the foreseeable future. The Town should continue to upgrade its centralized computer system as technologies and the needs of the Town change. **Status:** ***Ongoing***
- The effective administration of the Town's growth management program depends on a willing and able body of volunteers to serve on regulatory and planning committees. The Town should actively recruit and provide training to interested citizens, and to urge townspeople to share in the responsibility for keeping Kennebunk a livable community. **Status:** ***Ongoing***

H. HISTORIC, ARCHAEOLOGICAL & CULTURAL RESOURCES

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

Local Goal: To conserve and enhance Kennebunk's unique identity and small town character by protecting the Town's historic, cultural, and archaeological resources.

Policy 1 (2020): The Town should continue to support the documentation, rehabilitation, and protection of its historic, cultural and archaeological resources.

Strategy 1a (2020): To review the existing Historic Overlay District and assess the benefits and potential cost and concerns related to expansion of the District to include the Downtown;

Strategy 1b (2020): To procure the services of a grant writer to prepare Certified Local Government (CLG) Grant requests;

Strategy 1c (2020): To establish a youth outreach program for historic preservation and explore the possibility of a partnership with Kennebunk High School to accomplish this task;

Strategy 1d (2020): To review existing historic preservation ordinances and consider strengthening and clarifying the intent of the Kennebunk Historic Overlay District Guidelines and associated requirements for obtaining a Certificate of Appropriateness;

Strategy 1e (2020): To consider public-private partnerships between the Town and owners of significant historic structures such as the Wedding Cake House in order to assist the owners with the restoration/rehabilitation and maintenance of these buildings;

Strategy 1f (2020): To establish a Cemetery work group and support a budget for the care and work done on behalf of Kennebunk cemeteries and encourage creative solutions and partnerships to research veteran and other archaeological studies of historic burial sites.

Strategy 1g (2020): To establish a work group to collaborate with the Brick Store Museum to identify additional archaeological and historical sites and consider strategies to protect and preserve those resources, and to promote the heritage of Kennebunk's ancestral history;

Strategy 1h (2020): To encourage the Town to preserve the heritage of Kennebunk ancestral history through educational programs and collaboration with other historical and cultural assets in the Town;

Strategy 1i (2020): To ensure that Town Staff updates the Select Board and residents on the Mousam dams, considered historical town artifacts, as to their licensing or decommissioning.

Policy 1 (2003): Continue to support the documentation and protection of historic and archaeological resources Town-wide.

Strategy 1a (2003): Develop long term plan for documenting historic structures and sites, including archaeological sites, in the parts of town which have not yet been inventoried.

Strategy 1b (2003): Continue to develop educational program that raises resident and visitor awareness of the nature and diversity of historic and archaeological resources in the community.

Strategy 1c (2003): Provide incentives to encourage the designation and protection of historic properties and archaeological sites.

Strategy 1d (2003): ~~Amend the Town's Subdivision and Site Plan Review Standards to require that proposed subdivisions and proposed site plans that are located within Known Historical and Archaeological Areas and/or Historical and Archeological Sensitive Areas (per Maine Historic Preservation Commission mapping) receive MHPC review and comment prior to Town Planning Board/Site Review Board approval. In addition, the Town should develop local review standards appropriate for protecting these identified historic/archaeological resources.~~ ***Status: Complete; town ordinance established 2012***

Policy 2 (2003): Support the historic rehabilitation and retention of historic structures and sites in the Town

Strategy 2a (2003): Consider providing for special waivers and/or variances of zoning standards which severely limit the ability to rehabilitate or reuse an historic structure.

Strategy 2b (2003): The Town should consider whether other known historic properties and sites warrant inclusion in the Town's historic preservation overlay district.

Strategy 2c (2003): The Town should consider adding the remainder of Main Street and the so called "flat-iron district" to the Town's Historic Overlay District.

Policy 1 (1991): The preservation of the Town's historic resources should proceed at three levels:

- a. The surveying of the community to more fully identify the resources and to determine their significance, and educating the community as to the findings of the surveys (see policy 2 below);
- b. Seeking their inclusion, as warranted, on the National Register of Historic Places (see Policy 3 below); and
- c. The regulation of historic areas through the Town's historic overlay district and the Historic Preservation Commission (see Policy 4 below):

Status: Ongoing; town historic district expanded in 1994; new Lower Alewife national historic district created in 1994; multiple properties in several areas recognized in 2011

Policy 2 (1991): The surveying of the community's historic resources should proceed as funds become available, according to the priorities of the Preservation Plan for Kennebunk and Kennebunkport, or as the Historic Preservation Commission might otherwise direct. A marker program should be established to heighten the awareness of the public and individual property owners about the historic buildings and sites found. ***Status: Ongoing; 2017 Kennebunk Landing Historic Sign Project executed***

Strategy 2a (1991): Main Street and the downtown commercial and industrial zone, as indicated in the Preservation Plan, should be among the first areas inventoried, with the intent, if the historic character of downtown is found to warrant it, of applying to extend the National Register historic district from its present terminus on Main Street (the Pytheon Building) to the Mousam River.

Strategy 2B (1991): As of the writing of this Comprehensive Plan, it is undecided whether the Town's historic overlay district should be extended. That decision must await the results of surveys and of efforts to inform property owners of historic resources. On the other hand, the historic overlay district as it is presently defined, and its regulation by the Historic Preservation Commission, have been beneficial and should remain intact. ***Status: Ongoing; see results of 2017 resident survey***

Strategy 2C (1991): As funds are available, the Town should undertake a reconnaissance survey along the shorelines of the Mousam River, the Kennebunk River, and the coast for prehistoric settlement sites. If such sites are found, they should be preserved, and any permit for development in these areas should be conditioned upon their preservation. The reconnaissance survey should be conducted by a professional approved by the Maine Historic Preservation Commission.

Strategy 2D (1991): Recognizing that education and information are allies in the preservation of historic resources, the Town should continue to build a strong relationship with the Brick Store, including routine contacts through the school system.

Strategy 2E (1991): The zoning ordinance should clarify the jurisdiction of the Historic Preservation Commission to review projects on lands that abut the Historic Preservation Overlay District.

I. MARINE RESOURCES

State Goals

- To protect the State's marine resources industry, ports, and harbors from incompatible development and to promote access to the shore for commercial fishermen and the public.
- For coastal communities, the Growth Management Act requires that a local comprehensive plan address the state coastal management policies (38 M.R.S.A. §1801). These are:
 - To promote the maintenance, development, and revitalization of the State's ports and harbors for fishing, transportation and recreation.
 - To manage the marine environment and its related resources to preserve and improve the ecological integrity and diversity of marine communities and habitats, to expand our understanding of the productivity of the Gulf of Maine and coastal waters and to enhance the economic value of the State's renewable marine resources.
 - To support shoreline management that gives preference to water-dependent uses over other uses, that promotes public access to the shoreline and that considers the cumulative effects of development on coastal resources.
 - To discourage growth and new development in coastal areas where, because of coastal storms, flooding, landslides or sea-level rise, it is hazardous to human health and safety.
 - To encourage and support cooperative state and municipal management of coastal resources.
 - To protect and manage critical habitat and natural areas of state and national significance and maintain the scenic beauty and character of the coast even in areas where development occurs.
 - To expand the opportunities for outdoor recreation and to encourage appropriate coastal tourist activities and development.
 - To restore and maintain the quality of our fresh, marine and estuarine waters to allow for the broadest possible diversity of public and private uses.
 - To restore and maintain coastal air quality to protect the health of citizens and visitors and to protect enjoyment of the natural beauty and maritime characteristics of the Maine coast.

Local Goals

- To preserve and enhance water-dependent land uses such as marinas and working waterfront facilities on the Kennebunk River.
- To protect and enhance the Town's marine resources including fisheries and shellfish habitat, sand dunes, shorelands, estuaries, and related coastal waters.
- To maintain a balance between commercial and recreational uses in the Kennebunk Harbor.
- To continue to cooperate with Kennebunkport and Arundel in the management of the Kennebunk Harbor.

Policy 1 (2020): The Town should work with local property owners and others to protect major points of physical and visual access to coastal waters.

Policy 2 (2020): The Town should assess whether additional steps should be taken to ensure adequate future opportunities for commercial boats and ensure that commercial marine uses are retained along the harbor.

Policy 3 (2020): The Town should expand public access to the Kennebunk and Mousam Rivers, which is frequently identified in public polling as a high priority need.

Policy 4 (2020): The Town should continue to monitor the balance of commercial and recreational use of the harbor (including mooring use).

Policy 5 (2020): Because the Monastery is a significant and valuable open space area along the Kennebunk River, the Town should work collaboratively with the Monastery to preserve or expand public access to this riverfront property.

Policy 1 (2003): Support shoreline management that gives preference to water-dependent uses over other uses, that promotes public access to the shoreline and that considers the cumulative effects of development on coastal resources.

Strategy 1a (2003): Amend the Harbor Management Plan to incorporate the goals and policies of this section of the Comprehensive Plan. **Status: Complete; Harbor Management Plan amended in 2000, 2002, 2005, 2011 and 2014 to address concerns.**

Strategy 1b (2003): Amend the Town's other ordinances, where appropriate, to further the goals and policies of this section.

Strategy 1c (2003): Maintain a channel of adequate depth in the Kennebunk Harbor. **Status: Ongoing; performed by Army Corps of Engineers.**

Strategy 1d (2003): Investigate and pursue all opportunities for purchasing a public access site for both commercial and recreational use. **Status: Ongoing; one public access point available on Seagrass Lane for kayak/canoe launch; requires permit from KPD for parking, and one on Rt. 9 along Mousam.**

Strategy 1e (2003): Continue serious discussions with the Franciscan Monastery regarding possible purchase of land or easements.

Policy 2 (2003): Promote the maintenance and management of the Town's coastal environment in order to preserve and improve the ecological integrity of marine habitats and to enhance the economic value of the Town's renewable marine resources.

Strategy 2a (2003): Improve harbor front and shorefront support facilities and encourage and support efforts to develop pump out facilities in the Kennebunk River **Status: Ongoing; three Kennebunkport marinas have pump out facilities**

Strategy 2b (2003): Support the efforts of the Kennebunk River Committee in establishing a river channel in the area of the recently de-authorized Federal channel

Strategy 2c (2003): ~~Continue to support the efforts of the town's Conservation Commission and Maine Department of Marine Resources in their water testing/monitoring programs.~~ ***Status: Complete; regular testing and monitoring is in place.***

Strategy 2d (2003): Support the efforts of the Conservation Commission to develop an emergency petroleum spill protection plan.

Strategy 2e (2003): Support efforts to restore damaged coastal resources and sand dunes.

Policy 1 (1991): ~~Kennebunk Harbor, through the efforts of its Harbormaster and the advisory Kennebunk River Committee, functions well; it is fortunate not to face acute problems or emergencies. However, it does have some long-standing problems, including chronically long waiting lists for moorings, seasonal congestion, and the potential for conflict between commercial and recreational uses. This Plan encourages maximum cooperation among the towns of Kennebunk, Kennebunkport, and Arundel to address these and similar problems.~~

Strategy 1A (1991): ~~Specifically, the Town should support, and should work with Kennebunkport and Arundel to provide, greater authority for the Kennebunk River Committee in the management of Kennebunk Harbor. At the least, this should take the form of an inter-local agreement by which the Committee would be empowered to:~~

- ~~a. Propose to the three towns rules, regulations, and ordinances relating to the Kennebunk River's tidal area;~~
- ~~b. Develop short and long-range plans for the Kennebunk River's tidal area for consideration by the three towns;~~
- ~~c. Seek funding for its activities; and~~
- ~~d. Act as a board of appeals from decision of the Harbormaster.~~
- ~~e. The Harbormaster would be administratively responsible to the Town Managers.~~
- ~~f. It is expected that this agreement will properly address the needs of the Harbor. However, after a five-year period, the Town should review how well the agreement has functioned; if it appears that the Harbor's long-standing problems have not been met, and that the River Committee needs more authority to address them, the Town should then propose that the Committee be converted to a Harbor Commission with the ability to enact and enforce harbor measures.~~

Strategy 1B (1991): ~~The Kennebunk River Committee, in cooperation with the Harbormaster, should be charged, as part of the inter-local agreement, with the responsibility of creating a harbor management plan for presentation to the member communities that at least addresses:~~

- ~~g. Allocations, locations, and costs of moorings, including the possible experimental use of floats in selected parts of the river where physical conditions may allow for them;~~
- ~~h. The need for and costs of maintenance dredging;~~
- ~~i. Management of summer boat traffic; and~~
- ~~j. The equipment and facilities, and their costs, needed by the Harbormaster to carry out the harbor management plan.~~
- ~~k. The River Committee should, in the case of the Kennebunk River (the findings for which might apply to the Mousam River as well) further define “low-impact uses” and otherwise propose rules for safe use of the river(s).~~

Status: Complete; Harbor Management Plan adopted 1985 and amended in 2000, 2002, 2005, 2011 and 2014; allocation of moorings and overview of responsibility stipulated by Town ordinance.

Strategy 1C (1991): The present mix of commercial and recreational activity within the harbor is acceptable. The harbor management plan developed by the Kennebunk River Committee and Harbormaster should assure that commercial vessels are allocated at least as much space in the harbor as at present. ***Status: Complete; see town ordinance for details.***

Strategy 1D (1991): Existing land use patterns, the physical nature of Kennebunk Harbor’s shoreline, and the little vacant land along the harbor do not lend themselves to the creation of a “water-dependent commercial fisheries/marine activities” zone along the harbor. However:

- l. The zoning regulations governing the lands along the tidal portion of the Kennebunk River should be reviewed to assure that there are not undue obstacles to the establishment and operation of commercial fisheries or marine activities (e.g., exclusion as allowable uses, unreasonable setbacks from the water, and similar restrictions); and
- m. The Town should create a zoning designation for the area of the Franciscan Monastery and Doane’s Wharf that will allow a unified, planned development for these lands, including provisions that encourage public access, water -related uses, and preservation of scenic portions of this shoreline. The Town should work with the landowners to allow use of a portion of the monastery and land closest to Doane’s wharf as a support area for the wharf. Other objectives in working with the monastery on a master plan should be the preservation of the majority of shoreline along this part of the Kennebunk River as open space with pathways and scenic views.

Status: Ongoing; land adjoining river (including Doane’s Wharf and Monastery) is zoned Coastal Residential (small portions zoned Lower Village Business); mix of working marinas with tourist-centric business uses; also single family residences, hotel uses and KSD pump station. A tract of monastery property is undeveloped woodlands.

K. CLIMATE CHANGE AND SEA LEVEL RISE

State Goals: N/A

Local Goal: To recognize the full range of potential climate change impacts on Town residents and the local economy and formulate a set of strategies to minimize the negative consequences therefrom.

Policy 1 (2020): The Town should monitor the flow of information around climate change and sea level rise and their associated impact on the Town of Kennebunk.

Strategy 1a (2020): To form a work group of staff and members made up of, but not limited to, members of the Energy Efficiency Committee, Economic Development Commission, and the Conservation Commission. The work group's role would be to monitor the flow of information from regional and national resources and to recommend best practices for adaptation and mitigation. The Town Staff's role should be to assist this effort by providing data and record-keeping expertise as well as historical continuity;

Strategy 1b (2020): To continue to participate in the National Flood Insurance Program (NFIP) and Community Rating System (CRS);

Strategy 1c (2020): To create an educational plan for residents detailing the steps the Town is taking, and encouraging RSU 21 to participate;

Strategy 1d (2020): To collaborate in local and regional efforts to address climate change and sea level rise.

Policy 2 (2020): The Town should use cost benefit analysis to inform decision-making with regard to the location and design of new infrastructure as well as the fortification or retrofitting of existing infrastructure.

Strategy 2a (2020): To improve analysis and mapping capabilities in order to identify vulnerable areas;

Strategy 2b (2020): To support and participate in continued development of models and data collection to help track and predict sea level rise;

Strategy 2c (2020): To identify and inventory public assets at risk from sea level rise;

Strategy 2d (2020): To incorporate sea level rise into decision-making and design of transportation improvements such as road and bridge elevations, surfaces, and storm water management.

Policy 3 (2020): The Town should review and update policies and ordinances to accommodate sea level rise.

Strategy 3a (2020): To review floodplain management and land use ordinances to strengthen standards in vulnerable areas, and to consider enhanced setback requirements to discourage growth in threatened areas;

Strategy 3b (2020): To periodically update HAT (Highest Annual Tide) levels on the Shoreland zoning map;

Strategy 3c (2020): To adopt a policy to restore more natural flows where tidal flows have been restricted by existing road crossings or other development;

Strategy 3d (2020): To increase the use of renewable energy resources and make carbon-free decisions whenever and wherever possible, and to seek out cost-effective materials created from recycled material and support companies using this material whenever feasible.

Policy 1 (1991): The Town should provide space for the natural evolution of the shoreline (that is, a projected rise in sea level).

L. LAND USE

State Goals:

- To encourage orderly growth and development in appropriate areas of the Town, while protecting the State's rural character, making efficient use of public services and preventing development sprawl.
- To safeguard the State's agricultural and forest resources from development which threatens those resources.

Local Goals:

- To enhance the quality of life in Kennebunk by maximizing opportunities for meaningful relationships between people and nature.
- To support opportunities to provide public access to the Kennebunk and Mousam Rivers for non-motorized use of the resources.
- To encourage a pattern of land use that reflects the character of Kennebunk's villages and its rural areas.
- To promote protection of the Town natural resources through sustainable practices in addressing stormwater management and protection of water quality.
- To promote a pattern of land use that can be served efficiently and that does not impose an undue burden on the Town's financial resources.
- To encourage a land use pattern that strikes an appropriate balance between the need to accommodate residential and commercial growth and the need to protect natural resources and open spaces.

Policy 1 (2020) Residential: Residential growth continues to occur in both growth areas and rural areas. To more effectively support the traditional village/rural pattern and discourage the move to make rural areas into suburban areas, the Town should continue to limit the number of homes that may be built in the rural areas, while providing adequate space for new homes in the village growth areas, which are supported by services and infrastructure.

Strategy 1a (2020): To increase density in the Growth Areas where utilities (sewer and water) currently exist and can support growth.

Policy 2 (2020) Residential: Demographically, Kennebunk has a high percentage of residents over age 65, the group most likely to "downsize" to homes offering one floor living. The town's stock of older multiple-story homes in the village growth areas cannot meet this need. The Town should continue promoting the recognition and expanded use of "accessory units" to help to fill this need, while also encouraging appropriate infill development in village growth areas, which may include a mix of single family, multi-family and apartment dwelling units.

Strategy 2a (2020): To increase the number of zones in the Growth Areas where accessory units are allowed for the aging population;

Strategy 2b (2020): To consider increasing existing residential density requirements for multi-family or apartment dwelling units where public sewer is available or may be extended.

Policy 3 (2020) Residential: The Town should address the issue of rising sea level, which is beginning to impact the safety and structural integrity of homes and town infrastructure in areas located in the VE zone on FEMA flood plain maps. (See Climate Change Chapter)

Strategy 3a (2020): To increase the minimum finished first floor elevation in those areas identified as VE zones in the FEMA flood maps in order to elevate habitable space out of flood zones.

Policy 4 (2020) Commercial: The Town should identify patterns of development that occurred prior to zoning and reevaluate current lot size zoning requirements to identify opportunities to facilitate infill uses without adversely impacting abutting landowners.

Policy 5 (2020) Commercial: The Town should continue to invest in Downtown, Lower Village and West Kennebunk Village maintenance and infrastructure improvements to encourage ongoing private investment in these districts.

Strategy 5a (2020): To continue the use of Tax Increment Financing money to support infrastructure improvements in the Downtown, Route 1 corridor, Lower Village and West Kennebunk areas.

Policy 6 (2020) Commercial: The Town should investigate solutions to increase seasonal parking options, including public-private partnerships, along with additional options for shuttle bus service from designated remote parking locations.

Policy 7 (2020) Commercial: The Town should reassess zoning regulations in certain commercial districts that had previously been zoned for residential use to consider whether some portions should incorporate mixed-use residential/commercial use rather than solely commercial use.

Strategy 7a (2020): To create a work group made up of Community Development and Tax Assessing staff as well as Planning Board and Economic Development Committee members to investigate the cost/benefit impact of such a change.

Policy 8 (2020) Commercial: The Town should investigate the potential and benefit of expanding the boundaries of the present business zoning districts.

Strategy 8a (2020): To create a work group made up of Community Development and Tax Assessing staff as well as Planning Board and Economic Development Committee members to investigate the cost/benefit impact of business zone boundary expansion.

Policy 9 (2020) Commercial: The Town should continue to study and evaluate wetlands in the Route 1 South district to enhance environmental protections while allowing for appropriate business expansion.

Strategy 9a (2020): To continue Conservation Commission and Economic Development Commission study and evaluation of wetlands in the district.

Policy 10 (2020) Commercial: The Town should reevaluate zoning classifications next to interstate rail and highway transportation corridors to preserve adjacent land for potential non-residential reuse.

Strategy 10a: To create a work group made up of Community Development and Tax Assessing staff as well as Planning Board and Economic Development Committee members to study the potential for future non-residential development/re-development along these corridors.

Policy 11 (2020) Stormwater Management: The town should take steps to address environmental impacts from existing stormwater management practices.

Strategy 11a (2020): To amend the current zoning performance standards to require compliance with best practices for stormwater management.

Policy 1 (2003) Land Use: The Town should continue to encourage and direct future growth to existing and expanded growth areas, and should continue to discourage future growth in rural areas.

Strategy 1a (2003): Intended growth areas must include a land area sufficient to accommodate a reasonable amount of projected growth (both residential growth and commercial growth) and to allow the opportunity for affordable housing.

Policy 2 (2003) Natural Resources: This plan understands that the Town's natural resource systems, including its water resources, riparian habitats, and high value plant and animal habitats, are irreplaceable. The inventory of natural resources should continue to be the basis for guiding the Town's future land use pattern. The designation of areas suitable for growth and of areas to be conserved should, to the greatest extent possible, respect the identified high value resources. ***Status: Still relevant***

Strategy 3a (2003): Develop a habitat priority area(s) list and map for use in encouraging donations, voluntary protection, enhancement and, if appropriate, the acquisition of high priority areas. Included in this list/ map should be the evaluation of opportunities to create greenways and corridors between parcels or to combine parcels in order to create large blocks of protected, high value habitat.

Strategy 3b (2003): Work to coordinate the resource protection efforts of the Town, the KKW Water District, the Kennebunk Land Trust, the Kennebunk River Committee, Rachel Carson Wildlife Refuge, and other resource related groups.

Strategy 3c (2003): Provide information and outreach to landowners regarding habitat protection, retention, and improvement and create incentives for property owners who carry out such measures.

Strategy 3d (2003): Revise/ update the Town's future land use plan to incorporate the high value plant and animal habitat areas [per the State's Beginning with Habitat 2001 Report] into the designated "low-growth" areas.

Policy 3 (2003) Landscape: Respect for the varied cultural landscape patterns of the community is considered a high priority by the Town.

Strategy 4a (2003): Develop design standards which will enhance both residential and commercial neighborhood character and will retain the varied landscape patterns found in different parts of town. Develop land use standards which support the retention and creation of agricultural use. **Status: Potential in rural zones**

Strategy 4b (2003): Consider developing “gateway” landscape designs for the major entries to the Town which should attempt to enhance that first impression that one gets when coming to Kennebunk. **Status: Still relevant**

Policy 1 (1991) General Pattern of Development: ~~The Town should reverse the trend toward a suburban pattern of land use and instead favor a traditional village and countryside pattern of settlement. A traditional village and countryside pattern imposes less cost on municipal services, consumes less land, and is less damaging to the natural environment than a spread-out, automobile-oriented, suburban pattern of development. As evidenced by Kennebunk’s historic villages, it can also produce a high quality of life and comfortable living space. The preponderance of future development should be rigorously directed to existing and expanded villages, and away from rural areas. By “villages” it is meant settlements that are relatively compact, provide a choice of housing, integrate daily activities needed by the village’s residents (including institutional, small scale commercial, and cultural activities), have readily accessible public open spaces, provide for easy of walking as well as driving, and have appropriate utility systems. By “rural” it is meant areas outside of villages that have large tracks of land intact, suitable for woodlands, farming, and unbroken wildlife habitat; may be enjoyed for informal outdoor recreation; may be needed for resource production; may have important environmental scenic values; are distant from public utilities and cannot expect to receive them for at least the next ten years; and are characterized by low densities of development, with occasional homes interspersed among large fields and woods.~~ **Status: Zoning Updates in 1993 addressed this issue**

Strategy 1a (1991): In furtherance of this policy, the Town should consider a wide array of measures, including (without limitation):

- a. Land use regulations that draw clear distinctions between village and rural areas and that assertively direct growth toward the one and away from the other;
- b. A judicious program of extending public utility lines consistent with the village form of development; and
- c. Mandating an open space-and-cluster form of development (without density bonuses) for subdivisions that do occur within rural areas, and encouraging this form of development elsewhere, perhaps in this case offering density bonuses as an incentive.

Strategy 1b (1991): The Town should explore programs for the purchase and/or transfer of development rights that might lessen the impact of reduced development rights in rural areas of Town. A task force should be created to study the feasibility of a TDR program for Kennebunk. This exploration preferably should be undertaken in cooperation with neighboring towns that are part of the same housing market. The study should consider the following:

- d. Designation of “sending” and “receiving” areas in conformance with the Future Land Use Plan described in Chapter 17;
- e. Whether restrictions on development in “sending” areas and the attractiveness of development in “receiving” areas both are sufficient to create a market of willing sellers and buyers of development rights;
- f. Assigning development rights or credits to “sending” areas in a way that reflects the zoning density in those areas in existence at the time of adoption of this Comprehensive Plan;
- g. Requiring new subdivisions in “receiving” areas to acquire a portion of their density (up to the maximum allowed by zoning) through the purchase of development rights;
- h. Whether the economic and financial conditions that would underpin a TDR market and would determine the price of development rights are workable; and
- i. The effect a TDR program would have on the cost of development and housing.

Status: This strategy has been discussed – current issues in designating sending and receiving areas are a challenge

Strategy 1c (1991): It is essential that the Town understand and adopt the standards of design that produce a desirable village environment, including standards for density, for space and bulk requirements, for dimensions of roadways and other public spaces, for the relationship of buildings to roadways and other public spaces, for landscaping and open spaces, and for mixed uses. These standards must demonstrate that a compact form of development will not threaten, and indeed can enhance, the value and character of established neighborhoods, and they must convince developers that such development will be acceptable to the consumer who has become accustomed to suburban choices (dead end roads, large lots, etc.). If necessary, the Town should seek assistance from design professionals. ***Status: Actions taken as result of 1993 Zoning Updates – still relevant today***

Strategy 1d (1991): This favored pattern of development must include an area of land sufficient to accommodate projected growth, to allow the proper working of the market place, and to assure opportunity for affordable housing within the village areas. ***Status: Ongoing efforts as part of Comprehensive Plan updates***

Strategy 1e (1991): The villages to which most growth should directed should include (a) a careful expansion of the boundaries of Kennebunk Village and Lower Village, and (b) an area in West Kennebunk (generally within walking distance of the Alfred Road, Thompson Road, Mill Street area) that can evolve as a planned village. The Town should actively involve the residents of each village area in the planning. It will be especially important to seek the participation of West Kennebunk residents in the delineation and design of their village area. ***Status: Complete; Has occurred as part of Comprehensive Plan updates and Zoning changes***

Strategy 1f (1991): The character and size of West Kennebunk village will depend, in part, on the feasibility of public sewerage. If found to be technically and financially feasible, it is the policy of

this Comprehensive Plan to encourage public sewerage within the delineated village area. Conversely, public sewerage should be limited to this delineated area (perhaps by the Sewer District's charter) so as not to stimulate development of rural lands beyond the village. See also Sewer and Water Supply policies. ***Status: Public sewer still relevant – issues regarding cost and capability remain the concern***

Strategy 1g (1991): In the expansion of Kennebunk Village and Lower Village, the two should be not allowed to merge into a single residential mass. Not only would this deprive the area of the distinction between the villages and the less developed area in between, it also would require major sewer line extensions, probably would require costly road improvements and alter the character of the roadways, and would threaten wetlands in the area. ***Status: Still relevant***

Strategy 1h (1991): Although year-round residential use has increased in the coastal residential area (generally east of Route 9 from Gooch's Beach to Crescent Beach), it retains a distinct flavor as a summer community. Land use policy in this area should continue to respect the moderate density of development, lay out, predominantly single family architecture, and natural resources that make the area unique. ***Status: Still relevant***

Policy 2 (1991) Commercial/Industrial Patterns of Development: As detailed in this Plan's policies on the economy, the Town should take steps to assure the long-term viability of Downtown as the Town's commercial center. ***Status: Refer to 2020 updates***

Strategy 2a (1991): Appropriate, small, neighborhood-scale commercial uses that serve day-to-day needs of nearby residents should be allowed, with standards, in other designated village areas. ***Status: Refer to 2020 updates***

Strategy 2b (1991): The suburban, highway-oriented pattern of commercial development on Route 1 north of Kennebunk Village is entrenched. It is an area that can support a commercial base in demand by consumers, including some types of uses that will not locate downtown. Land use policy in this area should emphasize standards that will mitigate traffic, safety and aesthetic concerns; will discourage excessive widening of the roadway; and will both buffer and provide safe access from the nearby residential neighborhood. These include (without limitation) control of the number, size and location of curb cuts; consolidated curb cuts; sidewalks, safe islands, and other techniques that will enable pedestrian use of the area; and landscaping of the street frontage. ***Status: Still relevant – refer to 2020 Recommendations***

Strategy 2c (1991): ~~Immediately south of Downtown, the purposes of the Mixed Residential and Commercial Use District should be reaffirmed. Standards of design should be reviewed to assure that the objectives of a village atmosphere, historic architecture, and pedestrian use are achieved. Farther south of Downtown (as also indicated in this Plan's policies on the economy), the highway business zoning should be changed from a designation and configuration that sanctions commercial strip development to a designation and configuration that emphasizes destination commercial uses and light industrial and distribution activities. Their setting should be that of a planned, coordinated development in which:~~

j. Public sewerage is available;

- ~~k. Curb cuts on Route One are limited in favor of access off secondary roads built to serve the development, with internal roadway connections between uses;~~
- ~~l. The need to widen Route One in the future is minimized; and~~
- ~~m. Vegetated buffers are arranged between Route One and the development.~~

~~The purpose is to allow commercial and job-creating uses that are compatible with preserving Route 1 as a scenic corridor into Kennebunk. **Status: Complete; York Street Mixed Use Zone created – modified in 2019**~~

~~Strategy 2d (1991): As detailed in this Plan's policies on the economy, the Exit 3 – Alewife Road industrial area should be the principal focus for expanded industrial activity in Kennebunk.~~

~~**Status: Complete; Independence Park Contract Zone created; former William Arthur property now Kennebunk Savings Bank Operations Center**~~

Policy 3 (1991) Municipal and Other Governmental Uses: Municipal and other governmental buildings – Town Hall, the post office, the water district, schools, etc. – are anchors for most village and downtowns.

Strategy 3a (1991): The Town should strive to locate and preserve its own buildings in downtown and village areas, and encourage other governmental entities do the same. **Status: Still relevant**

Strategy 1b (2003): Development of Village Design standards that will demonstrate that higher density, compact development can enhance and be consistent with the character of established neighborhoods should be completed (with the assistance of residents of the three villages) and incorporated into the Town's land use ordinances. **Status: Partial; Lower Village Design Standards in progress as of 2019**

Policy 4 (1991) Recreational Facilities: The Town's Parks and Recreation Department has created a strong and heavily used recreational program. The demand for recreational services by citizens of all ages indicates how important these services are to the Town. The Comprehensive Plan recognizes recreation not as a "discretionary" service but as essential to the well-being of the Town. The increase and the spreading out of the population have put pressures on recreational facilities in different parts of Town. ~~New or improved facilities are needed in the Lower Village area, where the only Town park is in poor condition; and in Kennebunk Village, where present facilities are heavily used. A need also will develop in the far western part of Town if and when a major subdivision now pending is approved and built.~~ **Status: Partial; See comments in 4b below.**

Strategy 4a (1991): In considering the upgrading or addition of recreation facilities as part of future capital improvement programs, priorities should be based on at least the following criteria:

- a. Proximity to built-up or growing neighborhoods;
- b. Amount of use received by an existing facility;
- c. Physical deficiencies at an existing facility;

- d. Ability to incorporate a needed activity presently lacking or insufficiently provided in Town; and
- e. Cost.

Strategy 4b (1991): ~~Among the facilities that should be considered for improvement are Lower Village Park (to make it more usable), Parsons Field (to add activities), the area associated with Sea Road School, and the West Kennebunk village.~~ ***Status: Complete or near completion; all facilities have been upgraded in the past decade; playground improvements at Kennebunk Elementary School are in progress***

Strategy 4c (1991): The Town's subdivision regulations should include a mechanism whereby the Planning Board can require, as appropriate, subdividers to contribute to a recreation fund for the development of centralized recreation facilities that can benefit all development in an area. This is preferable to requiring inadequate, underused, small recreational areas with small, individual subdivisions. ***Status: Potential reconsideration***

Policy 5 (1991) Greenways: "Greenways" are natural resource corridors, often along waterways, that provide opportunity for conservation, education, and recreation within them. The Mousam River Greenway, as described in the Mousam River Greenway Plan (by the Kennebunk Conservation Commission, 1990), is most notable for the opportunities for conserving the river corridor and for educating the public about this resource. Recreation and the proposed pathway along the River are secondary goals. This Comprehensive Plan endorses the objectives of conservation and education and encourages implementation, through voluntary cooperation of landowners in the corridor, of those parts of the Greenway Plan. But the pathway proposed as part of the Greenway should be actively pursued only when: ***Status: Option to reconsider – discussed in past by the Planning Board***

- f. The Town has had opportunity for further discussion with nearby property owners, and the property owners have indicated general agreement with the concept, and
- g. The Town has fully reviewed the costs not only of construction but also of long-term maintenance and supervision of a pathway and made the necessary commitment to meet those costs. This review should be part of a formal capital improvement planning process.

M. FISCAL RESOURCES

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

Local Goal: Same as State Goal

Policy 1 (2020): Moody's Investor Services announced in February 2018 that municipalities' preparedness and planning for climate change would be taken into consideration when assessing credit risk. Recognizing this, the Town should immediately proceed with recommendations elsewhere in this plan for addressing climate change.

Strategy 1a (2020): To form a work group of staff and volunteers including but not limited to representatives from the Energy Efficiency Committee, the Conservation Commission, and the Economic Development Committee, to address the risks to the Town from climate change and to recommend appropriate responses.

Policy 2 (2020): The Town should take care to match its debt with the lives, or term, of assets being financed. The use of long-term debt to finance current expenses or short-lived assets only results in shifting current shortfalls to future taxpayers.

Strategy 2a (2020): To monitor the Town's debt levels and maturities to assure they are consistent with generally accepted benchmarks established by authorities on municipal finance.

Policy 1 (2003): The Town shall continue to provide a capital investment strategy that sets a high priority on the funding of projects and improvements which are needed in order to address health and safety issues, comply with a government regulation or mandate, or to complete a project designed to address existing and projected growth demands.

Strategy 3.A (2003 Fire Safety): the Town should complete the preparation of a plan for the installation of dry hydrants for those parts of town that lack a public water supply.

Strategy 3.B (2003 Public Works): ~~the Town should include funds for the construction of a sand/salt storage shed in the Capital Improvement Plan to comply with State law.~~ **Status: Complete**

Strategy 3.C: (2003 Public Works): with the ever-growing list of needed sidewalk/bikeway projects (see sidewalk/ bikeway plan) the Town should increase the annual amount devoted to new sidewalks and bikeways in the Capital Improvement Plan.

Strategy 3.D: (2003 Public Works): The Town shall follow the State BMP in all of its construction projects in order to prevent erosion/ runoff from public facilities into Rivers & Streams.

Strategy 3.E: (2003 General Administration): with the increased demand on the use and improvements needing to be made to town owned property, the Town should develop a five year plan to have property surveys completed for all town properties and, as necessary, further evaluated for wetland identification.

Strategy 3.F (2003): The Town shall explore the feasibility of creating an impact fee system to address the following issues:

- Affordable housing
- Open space and recreation
- Schools
- Public Safety
- Traffic & Transportation

Policy 4 (2003): The Town should establish design criteria for the development of all new or renovated municipal facilities in order to promote energy and operational economy.

Strategy 4.A (2003): The Town should incorporate into its bid process the requirement that energy efficient design and operational economy be addressed for major construction projects.

Strategy 4.B (2003): The Town should have energy audits carried out on all of its facilities in order to determine where short and long term savings could be achieved.

Policy 1 (1991): The Town's borrowing requirements have been modest in the past. However, the Town does have routine capital facility requirements, and new needs will arise in the future. Some will be identified as the result of this Comprehensive Plan. The Town should initiate a formal capital improvement planning process. This process should:

- be established by charter or ordinance;
- direct the Town Manager, in consultation with the Town's departments and planning board, to annually prepare a 6-year capital improvements plan, with the first-year items to be incorporated into the Town's proposed budget and the subsequent five years to be a part of an ongoing plan; and
- take into account the capital facilities plan of overlapping districts, such as the school administrative district and the sewer district.

Policy 2 (1991): The Kennebunk-Kennebunkport-Wells Water District and Town's sewer district assess impact fees upon properties to be served by them. The Town should also consider impact fees to allow the option of centralized recreation areas in lieu of small, individual areas in each new residential subdivision (see policy IX-4). Beyond these, there appears to be no immediate need for addition impact fees imposed by the Town. However, this option should be kept open in case new development creates substantial new demand for road, fire, school, or other public facilities. If further consideration is given

to impact fees in the future, they should be used with moderation, with due attention given to their effects on housing prices.

Strategy 2A (1991): The Town should explore ways to supplement and reduce dependence on the property tax to fund its operating budget. These include user fees and the concept of a development excise tax.

O. OPEN SPACE

State Goals:

- To protect and manage critical habitat and natural areas of state and national significance and to maintain scenic beauty and character of the coast, even in areas where development occurs.

Local Goals:

- To preserve open spaces for future generations.
- To maintain and enhance existing open spaces and provide appropriate access and connections to and between those open spaces.
- To implement a strategy for prioritizing, protecting, acquiring and managing additional open space areas that are considered important to the long-term needs of the Town.
- To integrate recreational use of open space where appropriate.

Policy 1 (2020) Open Space: The Town should continue to work with Kennebunk citizens to determine what the long-term open space needs are for the Town, in terms of location, type, and the desired amount, particularly for recreational uses.

- Strategy 1a (2020): To utilize the Open Space Plan, and develop design standards and incentives to encourage contiguous land linkages and trails.
- Strategy 1b (2020): To incorporate Low Impact Development (LID) Standards for future land use and offer incentives through the land use ordinances for their inclusion.

~~**Policy 1 (2003) Open Space:** Develop an open space plan overlay of the Future Land Use Plan which identifies Open Space Priority areas.~~

~~Strategy 1a (2003): Such open space plan shall be designed to identify and rate open spaces, trails and corridors based upon the following values and criteria:~~

- ~~• Environmental Priority areas
 - High value plant and animal habitats
 - High value riparian corridors
 - High value water resources~~
- ~~• Recreational Resource value
 - Parks and Recreation facilities
 - Trails and connections
 - Water access points~~
- ~~• Town Character areas
 - Historic and cultural value
 - Scenic value/ gateways
 - Neighborhood spaces
 - Agricultural value
 - Forest resource value~~

~~Strategy 1b (2003): Open space committee should make recommendation regarding options for funding the acquisition of open space.~~

~~Strategy 1c (2003): incorporate the priorities and recommendations of the open space plan into the town's zoning ordinance and subdivision review standards. **Status: Complete; Open Space Plan adopted 11/2/2004 as part of Comprehensive Plan and included in Subdivision regulations**~~

Policy 2 (2003) Open Space: Develop an integrated open space and trail network which is designed to serve both active and passive recreation needs, preserve the visual quality of the area and minimize environmental impacts. [Such a network should be designed to:]

Strategy 2a (2003): Provide access connections between open spaces, public preserves, recreation facilities, parks, waterfront areas and other municipal facilities,

Strategy 2b (2003): Minimize potential conflicts between different user types and activity levels,

Strategy 2c (2003): Minimize required maintenance,

Strategy 2d (2003): Consider both on road and off road connections.

Policy 1 (1991) Open Space: Under policies relation to Land Use Patterns, this Comprehensive Plan has recommended that any subdivision allowed in rural part of Town be required to follow an open space-and-clustered format. In the design of such a development, the subdividers should be further required to locate the open space in a manner that, to the greatest extent practical, will allow connection to other open space, including open space that is or may be part of a neighboring property owner's subdivision. To help implement this policy, the Town should:

Strategy 1a (1991): Require the subdivider of rural lands to show evidence of having contacted neighboring property owners and attempted to work with them to create a conceptual plan that would allow easy connection of open spaces suitable for preservation of wildlife habitat and other important natural areas; and **Status: Never implemented; could be revisited**

Strategy 1b (1991): Direct the Planning Board and Planning Department to convene rural property owners to discuss the possibility of, and to assist in carrying out, a multi-parcel master plan for open space with which future subdividers must comply.

Section 4: Future Land Use Plan

This plan update continues and adds to the fundamental policies contained in the 1991 Comprehensive Plan, namely:

- That Kennebunk should attempt to maintain its traditional village and countryside pattern of settlement.
- That the Town's natural resources should be respected. Fragile habitats, scenic areas and high value resource areas are designated as rural (low growth) areas
- That growth should be directed to those parts of Town already served or most easily served by municipal services and public infrastructure, and
- That ample opportunity should be provided for the development of reasonably priced housing

See Figure 4-1 [Land Use Plan Update 2020 map]

The Land Use Plan Update will guide future zoning, other land use measures and capital investment programs. It is **not** a zoning map. The boundaries of land use areas may contain more than one zoning category. Those updating the Town's land use ordinances should have flexibility in arriving at final standards and zoning boundaries, provided that the spirit and intent of the designated land use areas are upheld.

This plan update continues the designation of distinct rural (low growth) areas and distinct growth areas as more fully described in the 1991 Plan and expanded on as follows:

A. Rural or Low Growth Areas

- Resource Protection- including 100 year flood plains, coastal wetlands, salt and freshwater marshes
- Branch Brook Aquifer Protection- includes the entire recharge area of Branch Brook and is intended to protect water supply
- Resource Conservation- identified as having multiple natural resource constraints; as being important for recreational, scenic, agricultural, forest and the long term protection of water quality. The objective of these areas is the conservation of environmental systems and rural resources balanced against limited development. Zoning applicable to this area should be amended to apply the 10 acre gross lot area and 5 acre net lot area density requirement to **all** new lots created, not just subdivision lots as presently exists
- Rural Residential- including large tracts of contiguous open land- well outside villages. The objective of this area is to respect the historic landscape character of the rural lands, including the fields and woodlands, while permitting compatible development. Zoning applicable to this area should be amended to apply the 5 acre net lot area density standard to all new lots created, not just subdivision lots as is presently the case
- Coastal Residential- includes residential area south of Route 9 and running to the ocean. Coastal area is not "rural", but the scenic, architectural scale, and proximity to natural resources warrant limited development. The land of the Franciscan Monastery is unique (as noted in the 1991 Plan) and if any change from the present use is contemplated, it deserves treatment under special zoning- possibly under the Town's contract zoning provision.

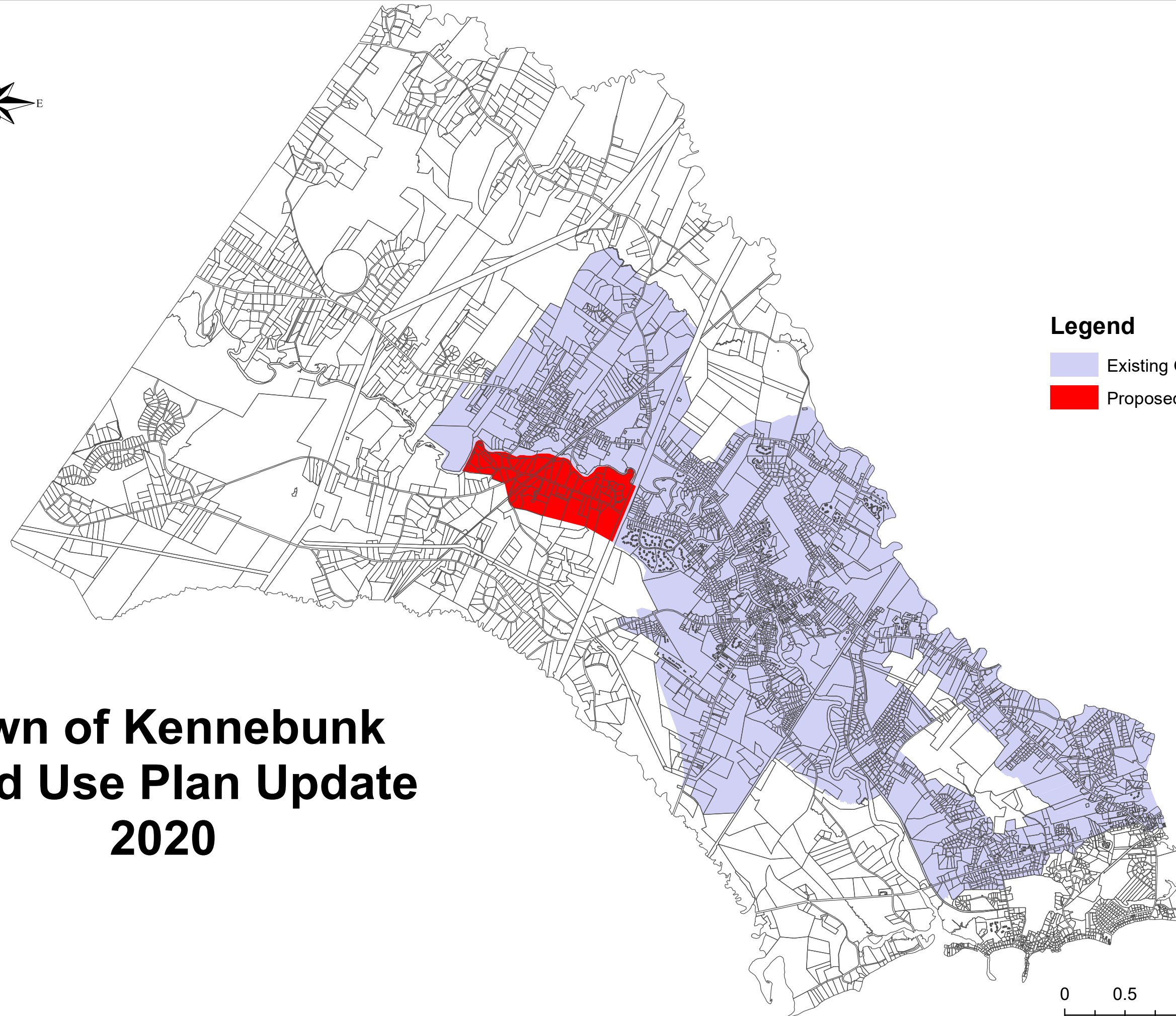
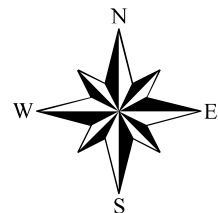
B. Growth Areas

- Traditional Villages- Kennebunk Village, West Kennebunk Village and Lower Village are included here and consist of both the core commercial areas within each of the villages and the surrounding residential neighborhoods. Zoning applicable to the Village Residential should be revised to permit a higher density for sewered lots that are



proposing affordable housing- either single family or duplex forms of housing. Recommendation is that a minimum net lot area of between 6,000-8,000 sq. feet be allowed for the creation of an affordable dwelling.

- **Proposed Village Extensions-** the proposed growth area extensions (shown on *Figure 4-1*) are intended to allow for phased residential growth over the next decade. These areas have, or are most easily and efficiently served by public services and facilities and infrastructure expansion. Extended village development should be laid out to achieve a sense of village: tight knit, pedestrian oriented, interconnected streets where possible, public open spaces built into the development, etc. Residents in these village/extended village areas should be involved in formulating the dimensional and design standards. Recommended net density within the village extension:
 - 20,000 square feet per lot without public sewer
 - 10,000 square feet per lot with public sewer
- **Suburban Residential-** Located along Sea Road and Route 9 corridors and includes a section of Rt. 35 corridor between Lower Village and the Summer Street railroad bridge. Zoning in this area should be amended to apply a minimum of 20,000 square foot net lot area for sewer single family lots but should retain the 40,000 net lot area for non-sewered lots.
- **Suburban Commercial-** Portland Road (Rt. 1 North) commercial zone should retain existing zoning but allow for the recommended traffic related and economic development strategies.
- **Business Park-** York Street (Rt. 1 South) area just south of mixed use zone. As noted elsewhere in this update, sewerage should be seriously considered if a wetland mitigation plan can be developed and approved by Federal, State and Local authorities. Additional zoning and traffic management strategies, discussed previously, should be considered to allow for additional development within this area.
- **Industrial-** these areas are located between Factory Pasture Lane and the Railroad R.O.W. and surround the Maine Turnpike exit 3 interchange area. With so limited an industrial zone, even small expansions of the district boundaries should be considered and accommodated, whenever possible.

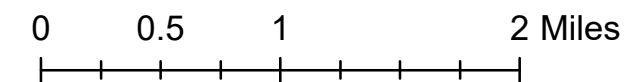
Figure 4-1



Legend

-  Existing Growth Areas
-  Proposed Growth Area Extension

**Town of Kennebunk
Land Use Plan Update
2020**



Section 5: Implementation Strategy

The policies and strategies set forth in Section 3 and in the Future Land Use Plan Section 4 incorporate measures that are intended to help Kennebunk meet its goals for managing growth and development. This section assigns responsibilities for implementing the policies and strategies and provides a general timeframe for doing so.

2020 Action Plan

A. Short Term

| Strategy Section # (Ref Chapter & Strategy) | Action | Responsibility |
|--|---|---|
| | A. Population | |
| | B. Housing | |
| B.1. | Establish a work group of Staff, volunteers and the Affordable Housing Committee to formulate a long-term Housing Plan. | Select Board |
| B.1.b. | Use the Sustain Southern Maine Center of Opportunity Village model to guide zoning changes to enable a mix of housing that is walkable to downtown areas. | Planning Board |
| B.1.d. | Continue to encourage development of accessory housing units. | Planning Board |
| | C. Economy | |
| C.6.a. | Develop a branding program to improve first impressions at gateway locations. | Economic Development Committee |
| C.6.b. | Implement wayfinding systems consistent with branding. | Economic Development Committee |
| | D. Natural Resources | |
| D.1. a. | Develop and implement enhanced wetland mitigation regulations. | Planning Board, Conservation Commission |
| D.1. c. | Provide information and outreach to developers and landowners regarding the subject of vernal pools. | Conservation Commission |
| D.1. d. | Review Existing wetland impact regulations and identify possible zoning amendments to prevent significant loss of wetlands from cumulative smaller impact applications. | Planning Board |
| | E. Public Utilities | |
| E.1. a. | Create a Technology Workgroup to make recommendations on state-of- the art and affordable cable, phone and internet services. | Economic Development Committee |
| E.1. c. | Create guidelines for removal of vegetation under electric transmission lines. | Conservation Commission, Select Board |
| | F. Transportation | |
| F.1. a. | Create a Transportation Policy work group. | Select Board |
| F.2. a. | Incorporate street upgrades into Capital Investment Plan utilizing ARAN system. | Select Board |
| F.3. a. | Solicit public input to assess needs & deficiencies stemming from current lack of private road standards. | Planning Board, TP work group |
| F.4. a. | Create and prioritize a list of locations where public parking is needed. | TP work group, |

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| | | Economic Development Committee |
| F.5. a. | Monitor levels of congestion on main arteries & identify problem areas. | TP work group |
| | G. Municipal Facilities | |
| G.1. a. | Develop personnel succession plans for key posts. | Select Board |
| G.1. b. | Retain a professional consultant to do a detailed long-term plan for future facilities needs. | Select Board |
| G.2. a. | Review and evaluate the land use planning process of similar towns and recommend a more efficient approach to that process. | Planning Board |
| | H. Historic, Archeological, Cultural | |
| H.1. b. | Procure the services of a grant writer to prepare Certified Local Government Grant requests. | Select Board |
| H.1.c. | Establish a youth outreach program for historic preservation. | Historic Preservation Commission |
| H.1. e. | Consider a public-private partnership between Town and owners of significant historic structures to assist with restoration, rehab and maintenance. | Historic Preservation Commission, Select Board |
| H.1. i. | Ensure that Town Staff update the Board of Selectmen and residents on the progress of the FERC environmental assessment as well as the status of the effort to relicense the Mousam River dams. | Select Board |
| | I. Marine Resources | |
| | K. Climate Change & Sea Level Rise | |
| K.1. a. | Form a Climate Change & Sea Level Rise (CCSLR) work group (Energy Efficiency Committee, Conservation Commission, Economic Development Committee, Staff and others) to monitor flow of information and to recommend best practices for adaptation and mitigation. | Select Board |
| K.1. b. | Take immediate steps to reduce the Town's carbon footprint. | Select Board, Energy Efficiency Committee |
| K.1.d. | Collaborate in local and regional efforts to address climate change and sea level rise. | Select Board, CC&SLR work group |
| | L. Land Use | |
| L.9.a. | Continue study and evaluation of wetlands in the Route 1 South District to balance conservation and development needs. | Conservation Commission, EDC |
| L.1.a | Amend the current zoning performance standards to require compliance with best practices for stormwater management. | Planning Board |
| | M. Fiscal Resources | |
| | O. Open Space | |

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| O.1.a. | Utilize the Open Space Plan to develop design standards and incentives to encourage contiguous land linkages and trails. | Planning Board |
| O.1.b. | Incorporate Low Impact Development (LID) standards and offer incentives for their use. | Planning Board |

B. Intermediate

| Strategy Section # | Action | Responsibility |
|--------------------|--|--|
| | A. Population | |
| | B. Housing | |
| B.1. a. | Create a plan for the development of middle market affordable housing (80%-120% of the area median income). | Select Board, Housing work group |
| B.1. c. | Develop zoning incentives to promote affordable housing. | Planning Board |
| B.2. | Consider amending zoning to accommodate smaller units at higher density closer to public services. | Planning Board, Housing work group |
| B.4. | Reevaluate current lot size zoning requirements. | Planning Board |
| | C. Economy | |
| C.2. a. | Inventory creative talent in the community and develop a focused attraction strategy for specific technical and professional sectors | Economic Development Committee |
| C.6. a. | Improve appearance of gateway locations | Economic Development Committee, Planning Board |
| C.7. | Expand access to high-speed broadband. | Economic Development Committee |
| C.8. | Review zoning around transportation corridors to preserve non-residential access. | Planning Board |
| | D. Natural Resources | |
| D.1. e. | Consider enhanced setbacks of development from open space for the protection of wildlife corridors and prevention of degradation of water quality. | Planning Board |
| D.2. b. | Consider inclusion of Beginning with Habitat maps as part of the Planning Board Subdivision Regulations | Planning Board |
| D.2. c. | Investigate opportunities to create greenways and corridors between parcels in order to protect high value habitat. | Conservation Commission |
| D.3. a. | Utilize Maine DEP Chapter 500 as a resource for developing enhanced standards to regulate and manage storm water quality and quantity. | Planning Board |
| D.3. b. | Establish a database of private wells and septic systems. | Staff, Volunteers, Sewer District |
| | E. Public Utilities | |

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|--------------------------------------|--|--|
| E.1. d. | Develop an equitable solution to fund increased sewer capacity to support planned growth and meet 2021 State relicensing requirements. | Select Board, Sewer District |
| E.1. e. | Conduct a cost/benefit feasibility study of expanding sewer to West Kennebunk | Planning Board, Sewer District |
| F. Transportation | | |
| F.1.b. & F.1. e. | Improve access to public transportation town-wide. Consider regional services. | Transportation work group, Select Board |
| F.1. c. | Improve availability of transportation resources for older residents. | Transportation work group |
| F.3. b. | Inventory existing private road locations & dimensions. | Community Development, KFR |
| F.3. c. | Develop regulations to address potential issues identified in F.3.a & F.3. b. | Community Development, KFR |
| F.4. b. | Review existing parking ordinances and offer potential policy solutions to address deficiencies. | Transportation work group |
| F.5. b. | Review and update Portland Road Traffic Management Study. | Planning Board, Transportation work group |
| F.5. c. | Create a traffic management study for Rt. 1 South. | Select Board, Planning Board, Transportation work group |
| G. Municipal Facilities | | |
| G.1. c. | Complete state-mandated codification of ordinances | Select Board |
| G.1. d. | Develop a formal disaster recovery plan for electronic systems, databases and communications networks. | Staff, Select Board |
| H. Historic, Archeological, Cultural | | |
| H.1. a. | Review existing Historic Overlay District and assess benefits and potential cost related to expansion of the district to include the Downtown. | Historic Preservation Commission, Select Board, Planning Board |
| H.1. d. | Review existing historic preservation ordinances and consider strengthening and clarifying the intent of Kennebunk Historic Overlay District Guidelines and requirements for obtaining a Certificate of Appropriateness. | Historic Preservation Commission, Planning Board |
| H.1. f. | Support a budget for the care and work done on behalf of Kennebunk cemeteries and encourage creative solutions and partnerships to maintain the cemeteries. | Select Board |

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| H.1. g. | Establish a work group to collaborate with the Brick Store Museum to identify additional archaeological and historical sites and consider strategies to protect and preserve those resources. | Select Board |
| I. Marine Resources | | |
| I.3. | Explore opportunities to expand public access to rivers and estuaries. | Planning Board |
| I.5. | Work collaboratively with the Monastery to preserve or expand public access to this riverfront property. | Select Board |
| K. Climate Change & Sea Level Rise | | |
| K.1. c. | Create an educational plan for residents detailing the steps the Town is taking to address sea level rise and climate change and encourage RSU 21 to participate. | Energy Efficiency Committee, CC&SLR work group |
| K.3. a. | Develop enhanced setback requirements to discourage growth in threatened areas. | Planning Board |
| K.2. c. | Identify and inventory public assets at risk from sea level rise. | Community Development, Staff, CC&SLR work group |
| K.2.d. | Incorporate sea level rise into decision-making and design of transportation improvements such as road and bridge elevations, surfaces, and storm water management. | Community Development, Staff, CC&SLR work group |
| K.3. c. | Adopt policies to restore more natural flows where tidal flows have been restricted by road crossings or other development. | Planning Board, CC&SLR work group |
| L. Land Use | | |
| L.1. a., L.1.b. | Consider increasing density in growth areas, which may include consideration of alternative wastewater disposal technology in non-sewered growth areas, and increasing minimum lot sizes in rural areas | Planning Board |
| L.2. a. | Consider increasing the number of zones in growth areas where accessory units are permitted. | Planning Board |
| L.2.c. | Review and consider increasing existing residential density to include multi-family units where public sewer is available or may be extended. | Planning Board |
| L.3. a. | Increase minimum freeboard in areas identified as 100 year flood zones and VE zones on FEMA flood maps. | Planning Board |
| L.5. a. | Continue use of TIF money to support infrastructure improvements in the Downtown, Lower Village, West Kennebunk and along the Route 1 corridor. | Select Board |
| L.6. a. | Review parking studies that were completed for the Village areas and update data to identify potential opportunities to address parking demand. | Select Board, Transportation work group |

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| L.7. a. | Evaluate potential opportunities where expanded or integrated commercial/mixed-use could be added. | Community Development, Assessing, Housing work group, Planning Board, EDC |
| L.8.a. | Investigate the cost/benefit impact of business zone boundary expansion. | Community Development, Assessing, Planning Board, EDC |
| L.9.b. | Evaluate the opportunities for development and wetlands mitigation to enhance feasibility of developing the Route 1 South Business District and gateway to Kennebunk. | Planning Board, Conservation Commission, EDC |
| L.10.a. | Study the potential for future non-residential development/re-development along interstate rail and highway transportation corridors. | Community Development, Assessing, Transportation work group, Planning Board, EDC |
| M. Fiscal Resources | | |
| M.2. a. | Monitor Town's debt levels and maturities to assure they are consistent with generally accepted benchmarks established by authorities on municipal finance. | Select Board, Finance Director, Budget Board |
| O. Open Space | | |

C. Long Term

| Strategy Section # | Action | Responsibility |
|--------------------|---|--------------------------------|
| | A. Population | |
| | B. Housing | |
| | C. Economy | |
| C.2. b. | Establish a program that links youth, schools and local companies to the creative economy. | Economic Development Committee |
| | D. Natural Resources | |
| D.1. b. | Explore zoning changes to minimize impervious surfaces around water bodies. | Planning Board |
| D.2. d. | Develop public education programs to inform citizens of immediate risks of non-organic pesticides. | Conservation Commission |
| D.2.e | Investigate feasibility of an ordinance prohibiting the use of non-organic herbicides by utility companies within the Town. | Conservation Commission |

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|---------|--|---|
| D.4. c. | Consider the creation of a Town Ordinance requiring evidence of inspection/pump-out of septic systems at prescribed intervals. | Select Board |
| | E. Public Utilities | |
| E.1. f. | Refine mapping of growth areas for Sewer District use in planning for future growth | Planning Board |
| E.1. g. | Meet regularly with KLP; KKW; KSD to review cost of utilities. | Select Board |
| | F. Transportation | |
| F.6. a. | Continue to eliminate Y-intersections throughout the Town. | Select Board, Transportation work group |
| | G. Municipal Facilities | |
| G.1. b. | Develop a long-term plan to transition Fire Rescue from volunteer and per diem to full time staff. | Fire Department |
| G.2. b. | Consider restoring the Assistant Town Planner position. | Select Board |
| | H. Historic, Archeological, and Cultural | |
| H.1. h. | Encourage educational programs and collaboration with other historical and cultural assets in the Town. | Historic Preservation |
| | I. Marine Resources | |
| | K.Climate Change and Sea Level Rise | |
| | L. Land Use | |
| | M. Fiscal Resources | |
| | O.Open Space | |

Section 6: Capital Investment Strategy

A “Capital Investment Strategy” is meant to highlight the capital investments needed to manage growth in Kennebunk. It is not a capital improvements program (CIP), but it will serve as a foundation for the annual CIP. This section deals only with items necessary to carry out the policies and strategies in this plan.

Capital Investment Needs

Previous chapters contain detailed inventories and analysis of the facilities serving Kennebunk. The following summary indicates the capital investment, if any, necessary to accommodate future growth or meet specific objectives of this plan, provides a general cost estimate, if available, and indicates the item’s priority.

In assigning priorities, the following system has been used:

- Urgent: 12-18 months, first priority; the improvement is required to address an immediate public health or safety problem, or to complete a necessary project. Failure to address the problem or mandate would hinder the community’s ability to accommodate expected growth.
- Short Term: 2 years, second priority; the project isn’t needed to solve an immediate public health or safety problem but should be undertaken in the near future to allow for the proper servicing of the expected growth and development.
- Long Term: 5 years, third priority; the project would significantly improve the ability of the town to accommodate the expected growth and would enhance the community’s quality of life, but the improvements can wait until other more pressing projects are finished and additional funds are available.

Summary of Identified Capital Investments

| <u>Municipal Category</u> | <u>Needed Capital Improvement</u> | <u>Priority</u> |
|----------------------------------|--|------------------------|
| General Administration: | No Major | |
| Fire and Rescue: | Dry hydrant plan- cost per hydrant \$3,000 | Short term |
| Public Schools: | School Administration Space- \$500,000 | Short term |
| | Bus Barn- \$900,000 | Urgent |
| Police Protection: | No Major | |
| Highway/ Solid Waste: | Salt Shed \$400,000 | Long term |
| Recreation: | Community Center- \$4-7 million | Long term |
| | 4 ball fields- \$1 million | Short term |

| | | |
|----------------------------|--|------------|
| Transportation: | Street reconstruction (Port Rd., Cole Rd., Maguire Rd.)- \$1.5 million | Urgent |
| Sidewalk/Bikeway Plan | To implement highest priority sidewalk/bikeway projects | Short term |
| Additional Public Parking: | Lower Village and Downtown- no cost estimate | Short term |
| Public Access: | Public access to Kennebunk River- no cost estimate | Long term |
| Public Utilities: | Sewer (Rt. 1 South) | Short term |