

Town of Falmouth 2013 Comprehensive Plan

Volume I: The Plan

Adopted by Town Council, October 28, 2013



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Long Range Planning Advisory Committee (LPAC+)

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October 28, 2013

Dear Reader,

Where and how we want to be as a community ten years from now requires that we listen to each other, value insights and discussions, coordinate, educate, clarify the Town's rules for growth, and concern ourselves with all parts of our community.

The document before you has as overarching goal enhancing and growing community. It contains recommendations which will guide our Town leaders in making decisions affecting the community over the next decade.

This plan builds upon the intangible concept of enhancing and growing community in very tangible ways through seventy recommended actions.

These actions have been organized in three themes:

1. commercial hubs and economic development,
2. conservation, protection, and connectivity, and
3. diverse residential opportunities.

The plan was prepared using public input along the way. Although the plan has been unanimously adopted by the Town Council, the committee remains interested to learn from you any errors and omissions, red flags, questions, and/or points you agree or disagree with.

Your input is important and will make implementation of the plan over the next ten years even more successful for Falmouth.

Thank you for your time and interest!

Sincerely,

Sam

Samuel Rudman
Chair, Long Range Planning Advisory Committee

Executive Summary

The 2013 Comprehensive Plan for Falmouth seeks to enhance and grow community. Its recommended actions are intended to help guide the Town's leaders in making decisions over the next decade that strive to accomplish that goal.

Seventy specific actions are proposed to help accomplish the vision of Falmouth as a smart town, with great neighborhoods. For ease of reference, these actions have been organized by three themes:

- commercial hubs and economic development,
- conservation, protection, and connectivity, and
- diverse residential opportunities.

Four major motivations focused the plan's direction.

- Falmouth's tradition of fiscal and management prudence,
- Falmouth's desire to move the local economy forward; encouraging business development and expansion to the benefit of all residents,
- The recognition by the committee that demographics are changing with the "graying of America" and population diversity, and
- Falmouth's long passion and commitment to open space and activity.

To develop this plan, which consists of three volumes, the Long Range Planning Advisory Committee (LPAC) met over 3+ years approximately 70 times. The committee:

- examined the accomplishments of the 2000 Comprehensive Plan,
- asked residents what they thought of Falmouth as a place to live or do business (and what could be improved),
- studied development trends since 2000,
- researched many local and regional plans that have been developed since 2000,
- investigated thirteen specific topics affecting Falmouth,
- conducted a statistically-valid survey of all Falmouth residents and businesses,
- sought feedback on draft chapters,
- consulted on a regular basis with Town Councilors, and
- conducted a public hearing on the draft plan.

Volume I is the actual plan. It discusses three key topics (future land use, regional coordination, and capital investment), lays out recommended goals and policies for a wide variety of topics, lists the seventy actions for implementation, and describes a process for monitoring actual implementation over the next ten years.

From a land use perspective, the Plan presents the concept of two commercial/mixed use growth areas: Route 1 and Route 100. Surrounding these areas are two compact residential and infill growth areas. These areas are envisioned to provide excellent accessibility to the commercial areas through walking and bicycling ways and transit links. The remainder of the community is proposed to be designated as a rural area.

The plan recommends:

- increasing the share of growth in the designated growth area to two thirds of all new residential growth,
- states a preference for the Town making more of its growth area accessible for public sewer service, and
- continuing to allocate most of any new municipal infrastructure capital investments into the designated growth areas.

The purpose of this plan is to help guide our Town leaders in making decisions over the next decade.

Volume II provides background information that is the basis for the plan. It includes an in-depth discussion of thirteen topics, discusses the various survey results and public participation efforts, gives a status report on implementation efforts of the 2000 Comprehensive Plan, lists the studies that have been conducted since 2000, and sources for the images used. Suggestions for priorities and possible responsible parties for each of the seventy actions are also included in Volume II.

Volume III provides twenty maps that give a visual picture of the town.

Introduction and Vision Statement

The Falmouth community enjoys a town which offers a richness of diverse resources for all ages, interests, and neighborhoods; a town which prides itself on a fiscally-responsible and transparent government, the quality of its school academic and outside programs, its vast and growing network of trails and open spaces; a town which respects and builds upon its proud marine and agricultural history.



Figure 1: Concert at Underwood Theater, ca. 1900

These assets have made Falmouth a very desirable place to live, learn, play, and do business. According to a recent third party financial report, “(t)he Town exhibits above average wealth and housing levels with per capita growth outpacing that of the state.”

However, like so many communities, Falmouth wrestles with intractable issues such as increased fiscal pressures, growing traffic, how to best care for an aging population, and more competition for jobs and business.

The 2013 Comprehensive Plan builds not only on what has gone before, but also looks forward — offering strategies in

policies, goals, and recommended actions that might connect us better as neighbors, balance our tax base, provide for changing life stages among our residents, focus commercial and residential growth, and protect and preserve our natural resources.

From July 2011 Survey:

“Falmouth succeeds on so many levels: water access, bus, travel, great schools, appreciation of beauty in housing and landscape, maintenance, adequate shopping for most things, a few terrific restaurants, a fine library, and excellent zoning on Route 1.”

Falmouth’s assets have made it a very desirable place to live, learn, play, and do business.

A Comprehensive Plan provides a basis for sound decisions in municipal management as well as the legal underpinning of a community’s zoning ordinance. As Falmouth approaches its Tercentennial in 2018¹, it is a good time to take stock: realize what our accomplishments have been, how they have come about, what could be improved, and how the various current initiatives connect. Such an effort can help answer questions, such as who, or what, is Falmouth? What do we want to become as a community? What is important to us?

The 2013 Comprehensive Plan hopes to point to some answers to these questions.

¹ “In 1718, Falmouth was once again declared a town, using the same boundaries and the same name it had been given in 1658. (...) In the House of Representatives, November 11, 1718, read and ordered that the bounds of the Town of Falmouth be continued conformed and ratified...” Source: *E Pluribus Unum: A Story of Falmouth*, Charlotte and Donald Wallace, pages 6 and 7



Figure 2: Falmouth Elementary School

From July 2011 Survey:
“There seems to be
careful town planning
and zoning [in
Falmouth].”

This plan intends to make Falmouth’s ongoing improvement efforts even more intentional, mutually reinforcing, and effective. The plan will help Falmouth meet its constantly evolving needs and demands of the future, and allow it to continue to be a dynamic, aware, and forward-looking community. A smart town, with great neighborhoods.

VISION STATEMENT



Figure 3: Elmwood Farm Depot, ca. 1910

According to the 2003 *Community Visioning Handbook* by the former Maine State Planning Office, a community vision is a “mental picture of what residents want their community to look and feel like in 20 years.”² It describes the desired future community character.

Based on community input obtained through the comprehensive planning process through multiple surveys, meetings, and interviews, the committee developed the following vision to help guide this plan.

Falmouth in the early 2020’s....a smart town, with great neighborhoods

Imagine... It is 2023. Ten years have passed since the Long Range Plan was approved. The Town has visibly come together in the direction residents and businesses desired. The progress feels good.

Four major motivations helped to focus this direction.

- *Our tradition of fiscal and management prudence,*
- *Our desire to move the local economy forward; encouraging business development and expansion to the benefit of all residents,*
- *Our recognition that demographics are changing with the “graying of America” and population diversity, and*
- *Our long passion and commitment to open space.*

From July 2011 Survey:
“Falmouth is an amazing community. We are lucky to have a great school system, proximity to a wonderful city, and access to a lake and an ocean.”

Three themes give shape to this plan’s vision for Falmouth:

- 1. Commercial Hubs and Economic Development**
- 2. Conservation, Protection, and Connectivity**
- 3. Diverse Residential Opportunities**

² The purpose of a vision statement is to capture a picture of the community’s future that any resident quickly can grasp and appreciate. This vision does not represent one individual’s or just one group’s point of view. It must represent the consensus of a group of people (...). A vision that works helps a community to reach for goals above and beyond what normally might be expected, to discover possibilities that were not apparent before. A good vision is a stretch, but still in the realm of the achievable. A good vision motivates people to take action together. A good vision makes people feel hopeful, optimistic, and focused. A good vision is presented in words and images that are concrete and easily understandable. A vision provides a test for determining appropriate policies in a community’s Comprehensive Plan. It provides an explanation to the public of why the plan is the way it is. And it is a yardstick for determining the effectiveness of the plan and its policies over time. (Source: 2003 *Community Visioning Handbook* by the former Maine State Planning Office)

Falmouth has kept a balanced tax base by funding further investments through effective economic development. We improved the overall business environment and attracted new employers, who have populated the two commercial hubs in Falmouth along portions of Route 1 and Route 100. They attract an even flow of jobs, both stable and seasonal, that also benefit local residents. This has created a new community of consumers during weekdays and, for residents, a more dynamic area for shopping and entertainment on weekends. These commercial areas are welcoming — with green spaces for gathering and relaxing — enhancing our sense of community.

From July 2011 Survey:
“(…) I feel that a community can always be better. Whether it is regarding conservation, fiscal responsibility, business and economic stimulation, the school system, there is always room for improvement.”

Trails connect these commercial hubs with other Town areas, in keeping with the Open Space vision: extensive Town open spaces form a green network that connects many areas of the Town and surrounding communities, enabling varied types of activity — promoting a healthy environment. This network connects through paths, trails, and bike paths that give residents access to parks, fields, and places of solace and natural beauty.

Residents enjoy a myriad of housing opportunities that can fit changing life circumstances; housing that affords easy maintenance — with cost and energy efficiencies. There are neighborhoods that offer convenient and walkable access to services and entertainment, and others that offer privacy and quiet in a rural environment. Our geographic location and public transportation provide residents easy connections to businesses, entertainment, and the arts in surrounding areas.

Collaboration among, and coordination between, Town departments, our outstanding schools, and our local businesses, and clear rules and permit process enable the community to grow; keeping Falmouth lively and sustainable year-round.

We call it “home.”

COMPREHENSIVE PLANNING

Towns and cities in Maine have been making comprehensive plans since the first half of the 20th century. They did so because they wanted to adopt zoning ordinances to help direct growth and protect neighborhoods. Falmouth is no exception. It adopted its first Zoning Ordinance in 1942 and established a Planning Board in 1948. Planning consultants Atwood & Blackwell studied the community comprehensively in 1963 and Falmouth's first official Comprehensive Plan dates back to 1981.

The 1988 Comprehensive Planning and Land Use Act brought a new dimension to municipal comprehensive plans in Maine - preventing development sprawl. To achieve that goal, comprehensive plans were asked to direct most of the anticipated growth to areas of town designated as "growth" areas, and away from "rural" areas. In response, Falmouth prepared a second comprehensive plan in 1989, and a third plan was produced in 1994. The current plan stems from 2000. The general assessment by the former State Planning Office in 2005 was that most growth (60% to 80% by some estimates) in most Maine towns is spreading into designated rural areas rather than designated growth areas. Falmouth sidestepped this issue by not designating official growth and rural areas in its 2000 Comprehensive Plan. Instead it aimed to develop neighborhood master plans to help guide growth.

From July 2011 Survey:

"Quality of life in Falmouth is very good. Housing, schools, access to shopping, open spaces, natural beauty are all excellent. "

Falmouth needs to continue to find practical, effective, consensus-driven ways to build neighborhoods and commercial centers where they make the most sense in order to accommodate and stimulate economic growth, while, at the same time, conserve large rural land tracts as working landscapes and natural gems.

The former State Planning Office concludes that "(t)he next class or generation of comprehensive plans—whether updates of past plans or adoption of new ones—will have to rise to a new plateau of policies, strategies, and implementation if the goals of the Comprehensive Planning and Land Use Act are to be realized."³

The 2013 plan for Falmouth attempts to reach that new plateau.

This plan will be the fifth comprehensive plan on record and will build on a long tradition of planning in Falmouth. Besides the comprehensive plans cited above, a myriad of other plans have been produced by and for the community.⁴ The committee has taken stock of these, and how the 2000 plan was implemented, what other plans have been developed, how the community has grown and changed since 2000, and what the conditions and opinions have evolved.

The core of the 2013 plan follows the basic tenets of the 1988 Maine Comprehensive Planning and Land Use Act. Its key recommendation is to direct most of the anticipated growth to areas of Falmouth

³ Source: *Comprehensive Planning: A Manual for Maine Communities*, 2005, Maine State Planning Office

⁴ Please see Volume II appendix 5 for a complete record of Falmouth plans.

From July 2011 Survey:
“There is a good sense
of community and
involvement [in
Falmouth]”

designated as “growth” areas, and away from “rural” areas. The committee believes that Falmouth needs to continue to find practical, effective, consensus-driven ways to build neighborhoods and commercial centers where they make the most sense in order to accommodate and stimulate economic growth, while, at the same time, conserve large rural land tracts as working landscapes and natural gems.

Volume I of this plan contains a vision statement, future land use chapter, a summary of goals and policies in a broad range of topic areas, a list of recommended actions, an assessment of regional coordination efforts, discussion of a capital investment strategy, as well as recommendations for evaluation of the implementation of the plan over the next ten or so years.



Figure 4: Aerial view of Route One, Falmouth Foreside and Casco Bay

From July 2011 Survey:
“The Town needs to be
willing to invest in the
collective future -
education, Town Center,
conservation land, side
walks, more access to
waterfront, and more
events where people can
come together - like
cultural events.”

The celebration of the Tercentennial in 2018 is an important milestone for Falmouth, a good moment to assess where we have come from and where the community sees itself headed. We hope this plan will be a small building block in the community’s efforts to set a sound direction for the next 300 years.

Future Land Use Plan

Maine's Growth Management Act recommends encouraging orderly growth and development in appropriate areas of each community, while protecting the state's rural character, making efficient use of public services, and preventing development sprawl.

This chapter applies this goal to Falmouth's future land use and development patterns. The Future Land Use Plan is consistent with Falmouth's vision and other policies in the plan. It synthesizes all elements that affect land use into a cohesive guide to realizing the community's vision, including the development of appropriate land use regulations. The analysis of conditions and trend data from the inventory chapters in Volume II Appendix 5, in conjunction with the vision statement, form the foundation of this Future Land Use Plan.

The Future Land Use Plan divides Falmouth into several geographical areas that are identified as either most suitable for growth or most suitable for rural uses.

As required by the state's Comprehensive Plan Review Criteria Rule ⁵, the Future Land Use Plan divides Falmouth into several geographical areas that are identified as either most suitable for growth or most suitable for rural uses. The Future Land Use Plan also incorporates a map of natural resources limitations in Falmouth.

HISTORY

The 2000 Comprehensive Plan divided the community into three separate planning areas or zones:

1. An eastern zone consisting of the Foreside area, which is mostly developed. Any future growth was expected to fill in vacant land around existing neighborhoods.
2. A central section containing some large tracts of undeveloped land and which has some availability of public water and sewer.
3. A western section containing the most rural area. Future development there was expected to occur exclusively on private wells and septic systems, which require low density development patterns.

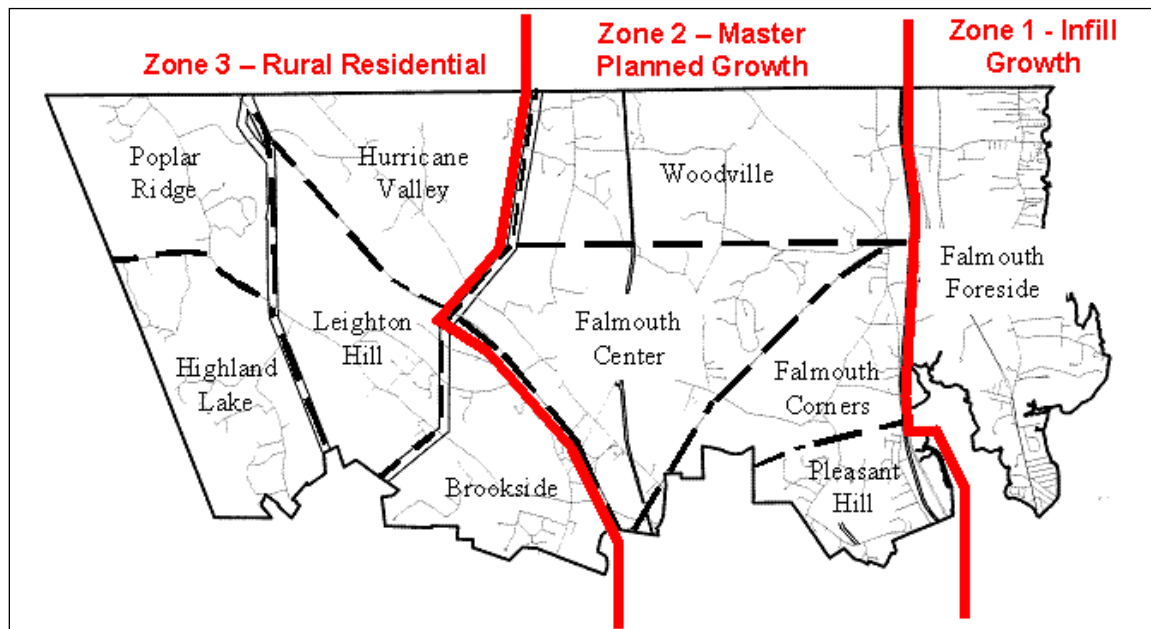
From July 2011 Survey:

"The town has most of the amenities that a flourishing community should have: good schools, an excellent library, churches of various denominations, a beautiful waterfront with access at Town Landing and Mackworth Island, a good trail system throughout the area. Commercial development has been kept primarily to the Rt. 1 corridor."

⁵ The purpose of the Comprehensive Plan Review Criteria Rule is to establish the process and criteria the State of Maine uses to review community comprehensive plans for consistency with the goals and guidelines of the Growth Management Act. If a community requests certification of its growth management program, the State uses this rule to review the comprehensive plan component of that program through a two-part process: 1) a completeness determination for all required elements of a comprehensive plan; and 2) a more in-depth review of the Future Land Use Plan. The criteria of this rule are based on the Act's goals, substantive guidelines, and procedures, and are not intended to prohibit or discourage a community from developing a plan, ordinance, or program that is more specific or detailed, or that covers more subject areas than called for by required elements.

See: <http://www.maine.gov/sos/cec/rules/07/105/105c208.doc>

These growth expectations still hold true in 2012 and are expected to continue into the foreseeable future.



Master Planning Process

Rather than articulate a detailed vision for each of these three zones, the 2000 Plan proposed that a Master Planning Process of Falmouth be conducted starting with the “central master planned growth zone.” Master plans were proposed to be developed for each of ten residential districts using an interactive planning process.

In the year 2000, master plans were proposed to be developed for each of ten residential districts using an interactive planning process.

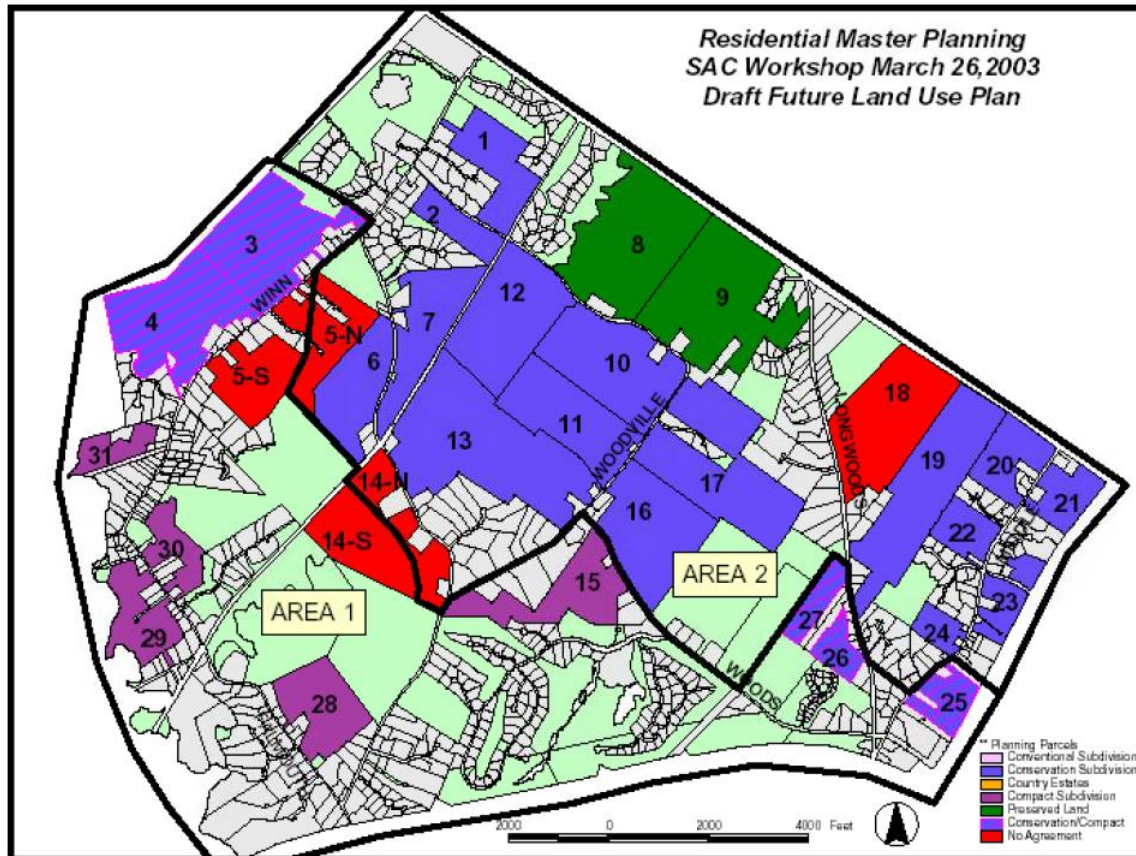
Since 2000, studies were conducted for the Woodville/Falmouth Center (2003) and Falmouth Corners (2005) areas. The goal of these efforts was to come to agreement on how the community would like to see these areas develop or not develop, using tools such as land acquisition, tax incentives, and regulatory changes. In the Woodville/Falmouth study, five types of land use scenarios were explored:

- Conventional subdivisions
- Conservation subdivisions
- Compact neighborhoods
- Country estates
- Preservation/Town purchase of development rights

Two subareas were identified in the Woodville/Falmouth Center study area: one with public sewer available for development, and the other to be served with individual septic systems. It was recommended that:

- options for conservation zoning and country estates be incorporated in the zoning ordinance,

- selected locations in the study area be zoned for higher density, compact neighborhoods, and
- some type of development rights transfer system be considered that would preserve other properties in the study area as permanent open space.



The Town Council felt that the issues of developing compact neighborhoods and preserving open space should be studied on a town-wide basis, instead of neighborhood by neighborhood.

Compact Development Study

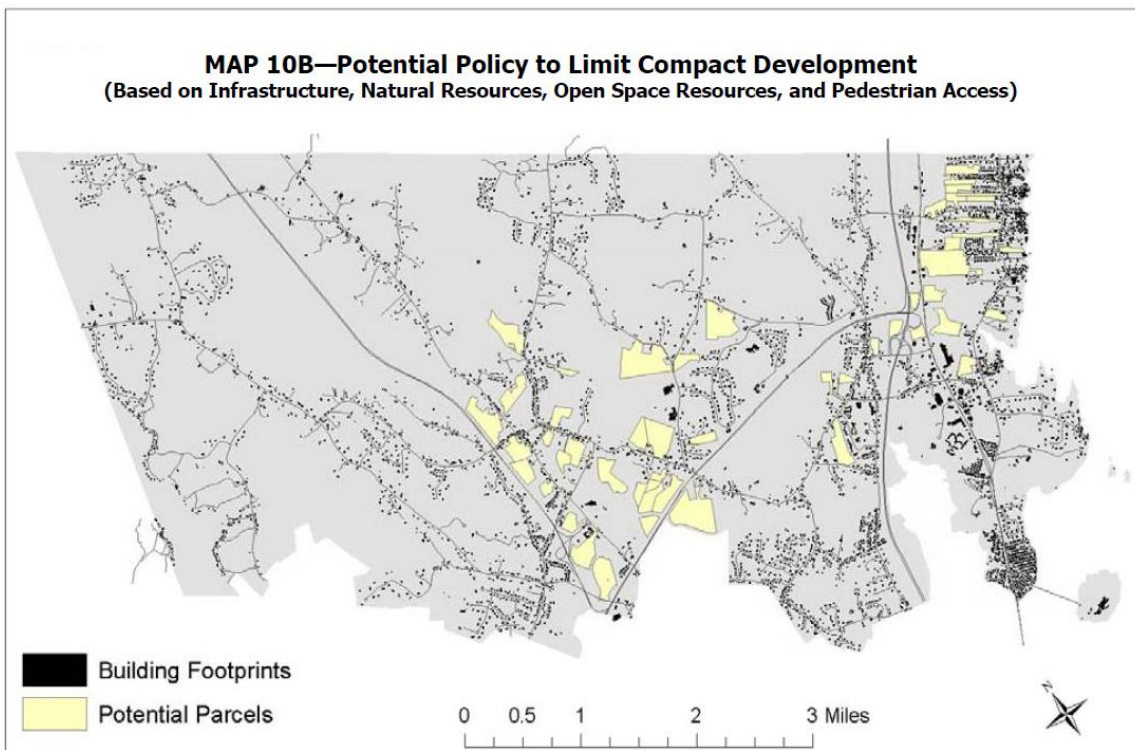
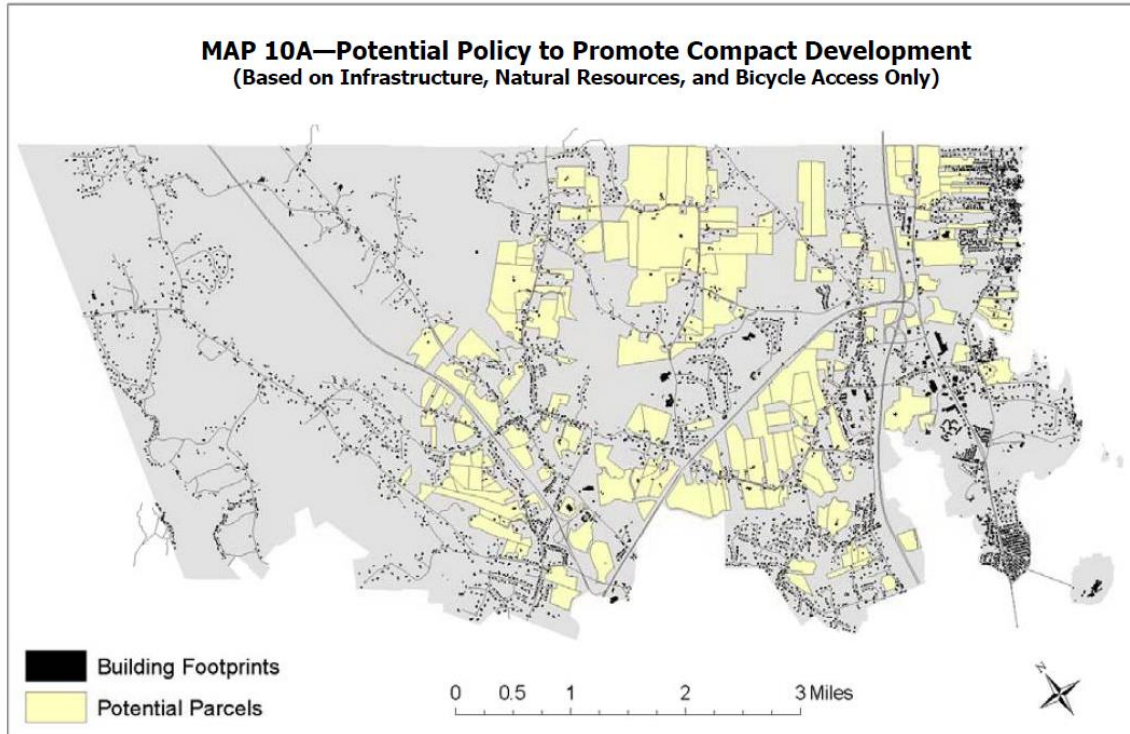
In response, the Town Council felt that the issues of developing compact neighborhoods and preserving open space should be studied on a town-wide basis, instead of neighborhood by neighborhood. This direction resulted in the Falmouth Compact Development Study (2005). The study described “compact development” as primarily residential or mixed with institutional uses and/or commercial development, where residential components may range from single family homes to high rise apartments and everything in between. The compact neighborhoods along the Foreside were cited as the best models to learn from.

From July 2011 Survey:

“We are a friendly and open group of people. Many of us are concerned with environmental issues and work to keep open space and to use our land in the best possible manner.”

The Compact Development Study also laid out criteria for selection of compact development locations from a “feasibility” and an “appropriateness” perspective.

Feasibility was based on availability of public sewer and water and an adequate road network. Appropriateness was measured as to impacts on natural, scenic, and open space resources and proximity to town activity centers. Depending on the application of these criteria, between 50 and 175 properties were identified for potential compact development in Falmouth. The two maps below illustrate these two scenarios.



The report also explored the issue whether higher density neighborhoods were considered “acceptable” in the community and noted that developing a clear vision of what new neighborhoods in Falmouth will look like had to take into serious consideration the design of those neighborhoods. Besides the traditional neighborhoods of the Foreside, OceanView and Tidewater were cited as some of the examples of successful compact development.

Compact development is primarily residential or mixed-use development with institutional and/or commercial uses, where residential components may range from single family homes to high rise apartments and everything in between.

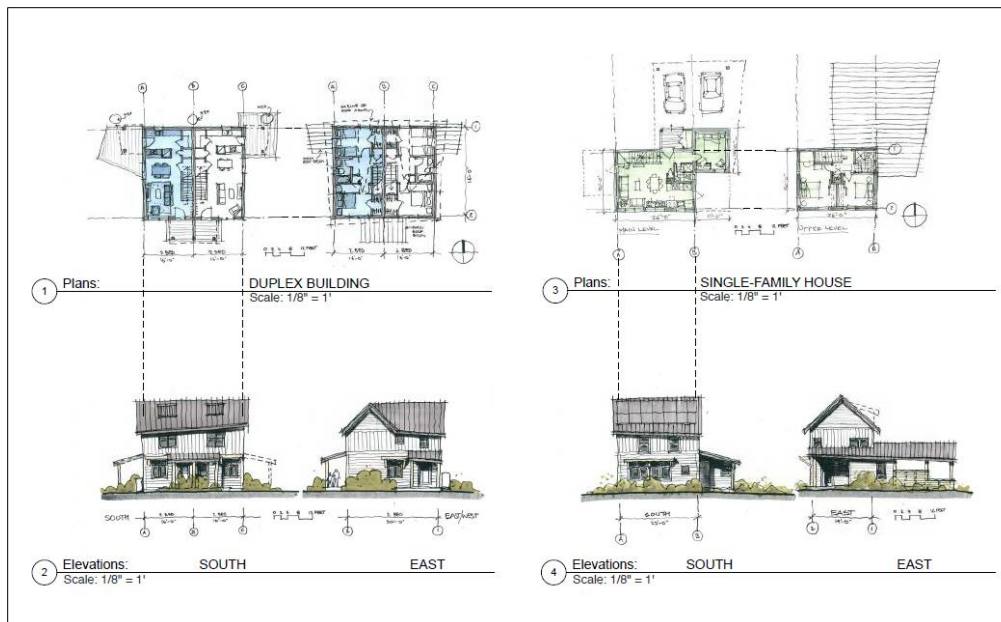
Yet, “compact development” has proven to be a difficult notion in the community. A committee follow-up in 2007 recommended that Falmouth move forward in considering the role of compact development and that it develop a list of policy decisions and ordinance language. However, no action was taken on these recommendations.

Workforce Housing

Similarly, the notion of affordable or workforce housing has been difficult for Falmouth. Several studies have been conducted in the recent past, all pointing to a housing need in the community that was not being met. This resulted in 2009 in the selection of a Town-owned site on Woods Road for a workforce housing development. A developer was selected, who proposed a 40+ unit development, but the project was halted by the Council in its planning stages for a variety of reasons.

From July 2011 Survey:

“There are wonderful things about the town - its small feel, school system, closeness to Portland, and varied mix of geography. There are also some aspects of living in Falmouth that may be challenging - the lack of diversity (economic and demographic) and affordable housing, especially for those persons whose income is lower (police and safety personnel, teachers, and retail personnel and/or single parents). This is unfortunate as it does not contribute to a rich community fabric and diversity of opinions.”



Resource Conservation Zoning

The Town did act on one development concept that came out of the 2003 Woodville/Falmouth Center study, that of “conservation subdivisions.” In 2005, the Town adopted a Resource Conservation Zoning Overlay District (RCZO). This district applies to all new single-family development that requires Planning Board approval, but not house lots created prior to 2005, new multiplex developments, residential planned development, or special zoning districts approved by the Town Council.

“Conservation subdivisions” set a significant portion of a development aside as permanently protected open space, while clustering homes on smaller lots on the remainder of the site.

The preferred form of development in this district is “conservation subdivisions,” where a significant portion of a development is set aside as permanently protected open space, while clustering homes on smaller lots on the remainder of the site.

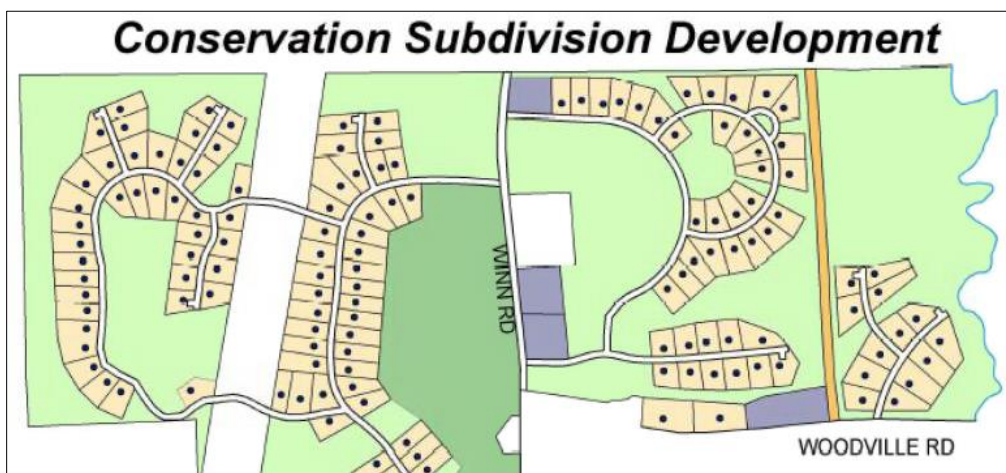
Conservation subdivisions in Falmouth intend to:

1. Preserve those areas of the site that have the highest natural resource value for conservation purposes;
2. Preserve identified historic, archeological, and cultural features located on the site;
3. Locate the buildings and structures on those portions of the site that are most appropriate for development,
4. Create continuous open spaces or “greenways” by linking the common open spaces in adjoining subdivisions wherever possible; and
5. Minimize the impact of residential development on the Town, neighboring properties, and the natural environment.

From July 2011 Survey:

“Falmouth is a unique community that has done a great job protecting natural resources, small town charm, excellent location, #1 school in America and it is incredibly well run and a great value for tax dollars spent.”

Since its adoption in 2005 (through June 2013) 66 lots have been created, involving many acres of protected open space. Conservation subdivisions include Sherwood Forest, Hurricane Run, and Old Barn Estates.



Conservation subdivisions have not attracted unanimous community support. In 2011, some of its provisions were challenged and the required protected, developable land was reduced though a divided Council vote from 50 to 30% of the total, buildable, subdivision acreage.

Natural Resources Regulation

In 2007-8, the Council initiated a follow-up to the 2002 Potential Vernal Pool Habitat report. Zoning ordinance amendments were developed protecting vernal pools and wetlands based on scientific research. Due a lack of consensus, the proposed amendments were ultimately tabled by the Council.

Open Space Acquisition

The one program that has perhaps engendered the greatest amount of public support has been the Town's Open Space Acquisition program. This effort resulted directly from the Town's 2005 Greening of Falmouth Report and a referendum vote in 2007 authorizing the Town Council to expend up to \$5 MM for open space acquisitions.

The one program that has perhaps engendered the greatest amount of public support has been the Town's Open Space Acquisition program.

Overseen by an Open Space Committee and administered on a daily basis by the Open Space Ombudsman, a number of significant and strategic land acquisitions were made, leveraged by grants and other resources, expending by 2012 approximately \$2 MM of Town funds. Besides the open space protected in conservation subdivisions, this program has affected development patterns in Falmouth. Improvement and management of newly-acquired areas were made a priority, resulting in a rapidly growing trail network across the community. The program has been so successful that some have wondered what the Town's "finish line" should be in respect to acquiring additional open space.

The Greening of Falmouth's Open Space Vision is worth restating here as it addresses a widely-held community vision:

Falmouth will continue to be recognized as a place defined by its rural character and open space resources – open fields and woodlots, scenic vistas, scenic road corridors, with an abundance of wildlife and flora. People in all parts of Falmouth, in both established neighborhoods and newer subdivisions, will have convenient access to open space. Access will be provided to the ocean, Highland Lake, and our major rivers and streams for boating, fishing, hiking, and sightseeing. The park system will be maintained as a significant component of the open space system.

Townpeople will identify key natural resources that are inherent elements of the town's rural character. They will continue to be involved in land preservation efforts, actively learning from the success of other towns with histories of natural resource protection.

Additional homes and roads will be built as the community grows. At the same time, new residential development will preserve natural features; provide buffers along roads, wetlands, and streams; and incorporate meaningful pieces of open space. Connectivity will be a hallmark of new development for both wildlife (in the form of travel corridors and interconnected habitat) and pedestrians (in the form of off-road trails). Some very large natural areas will be preserved to protect habitats of area sensitive

species and provide opportunities for traditional outdoor pursuits, such as hunting, snowmobiling, and hiking.

From July 2011 Survey:
"I LOVE the trails I've
found so far!!"

There will be many ways to get around the community. A well-marked system of off-road trails will connect neighborhoods, schools, shopping areas, and places of employment. Through the help of trail clubs and other organizations that assist with planning and funding trail construction, townspeople will find ways to safely cross highways, streams, and rivers. Motorists and non-motorists alike will still have the opportunity to travel tree-lined roads bounded by stone walls that preserve Falmouth's rural character.

Community organizations, town government, landowners, developers, realtors, the public, and people in adjacent towns will work together collaboratively to actively plan for, protect, and manage the open space resources of the community. A guiding principle for land conservation will be that landowners retain the fair market value of their land. Thus, the methods will be flexible, depending on the type of open space to be conserved and the nature of the collaboration involved. Appropriate measures may include research and education, monetary incentives, encouraging the use of tax programs, conservation easements and purchasing fee interest in land. Because of the active involvement of private landowners, a significant portion of the town's forestland will continue to be managed for wood products, wildlife habitat, outdoor recreation, and the protection of groundwater supplies.

DEVELOPMENT DATA

Development up to 1990

Falmouth contains a number of zoning districts. As the chart below shows almost two-thirds of the community's land area is located in the rural part of town, in the so-called "Farm and Forest" (F) district. About one quarter of Falmouth's land area is located in one of three residential districts, "Residential A" (RA), "Residential B" (RB), and "Residential C" (RC). About 8% of the land area in Falmouth is zoned for commercial use. These are the "Business Professional" (BP), "Mixed Use Cluster" (MUC), "Suburban Business 1" (SB1), "Village Mixed Use" (VMU), and "West Falmouth Crossing Master Planned Development" (WFCMPD) districts. Note: The chart below was developed prior to adoption of the "Village Center 1 and 2" districts (VC-1 and VC-2), which replaced the Suburban Business 1 district.

Volume III provides a map that shows the location of these zoning districts.

By the year 1990, about one-third of the total land area of the community has been "developed" in one way or another with about 2,900 residential units and one million square feet of commercial space.

By the year 1990, about one-third of the total land area has been "developed" in one way or another. In the residential districts this ranges from 36% to 53% of the land area in that district. In the Farm and Forest district this is about 25%. It is important to explain what these numbers mean and to treat them with caution. For example, if a house is located on a 20-acre parcel, that acreage is "developed," but it may well be that there is additional development potential remaining on that property.

By 1990 development in Falmouth included about 2,900 residential units and one million square feet of commercial space. The densest residential neighborhood in Falmouth is the Residential A zoning district with a net density of 0.6 acres (or 2 units/acre). Net density is the average density of the lots that were developed up to that point. Gross density represents the average density of all lots in that zoning district.

ZONING DISTRICT'S SHARE OF TOTAL TOWN LAND AREA			
Zoning District	Name	Total Acres	Percentage of Total Land
F	Farm and Forest	11912	63.6%
RA	Residential A	2312	12.3%
RB	Residential B	2198	11.7%
RC	Residential C	446	2.4%
BP	Business Professional	487	2.6%
MUC	Mixed Use Cluster	440	2.3%
SB1	Suburban Business 1	188	1.0%
VMU	Village Mixed Use	420	2.2%
WFCMPD	West Falmouth Crossing Master Planned Development	119	0.6%
ESRD	Elementary School Redevelopment District	11	0.1%
TMPD	Tidewater Master Planned Development	59	0.3%
MRSD	Middle Road Special District	0.3	0.0%
OSRD	Open Space Residential	133	0.7%
	Total	18,725	100%

APPROXIMATE DEVELOPMENT OF EACH ZONING DISTRICT	
Zoning District	Percentage developed by 1990
BP	14.0%
F	25.9%
MRSD	100.0%
MUC	27.0%
OSRD	0.0%
RA	36.3%
B	53.5%
RC	45.7%
SB1	51.8%
TMPD	100.0%
VMU	44.8%
WFCMPD	0.0%
Town-wide	31.2%

Zoning District	Net density (acres/unit)	Gross density (acres/unit)
RA	0.6	1.7
RB	1.8	3.4
RC	2.8	6.2
F	4.9	18.9

Not surprisingly, in 1990 more than half of the commercial floor area was located along Route 1 between the Turnpike Spur and Route 88, in the Suburban Business 1 district.

Zoning District	Percentage floor area of total in 1990
SB1	56.8
BP	14.3
MUC	10.9

Development between 1990 and 2011

More than half of the overall residential growth between 1990 and 2011 occurred in the Farm and Forest district. The total number of units in this district more than doubled in this period. About a quarter of the overall residential growth occurred in the Residential A district. This increased the total units in that district with about 25%. Total units in the Residential B district also increased with about 25% during this period.

More than half of the overall residential growth between 1990 and 2011 occurred in the Farm and Forest district.

As of 2011, 90% of all residential units in Falmouth are located in three zoning district: Residential A, Residential B and Farm and Forest. Almost 40% of all units are in the Residential A district, with another 20% in the Residential B district, and the share of the Farm and Forest district has increased to more than 30%, up from a 22% share in 1990.

Residential Growth by Zoning District, 1990-2011						
Zoning district	Total units up to 1990	Growth 1990-2011	Total units 2011	Percentage growth in each district	Share of overall growth	Share of total units in 2011
BP	2	0	2	0%	0.0%	0.0%
F	630	727	1357	115%	50.8%	31.3%
MUC	35	47	82	134%	3.3%	1.9%
OSRD	62	39	101	63%	2.7%	2.3%
RA	1339	375	1714	28%	26.2%	39.5%
RB	646	177	823	27%	12.4%	19.0%
RC	72	8	80	11%	0.6%	1.8%
SB1	1	2	3	200%	0.1%	0.1%
TMPD	21	37	58	176%	2.6%	1.3%
VMU	104	18	122	17%	1.3%	2.8%
Total	2912	1430	4342	49%	100.0%	100.0%

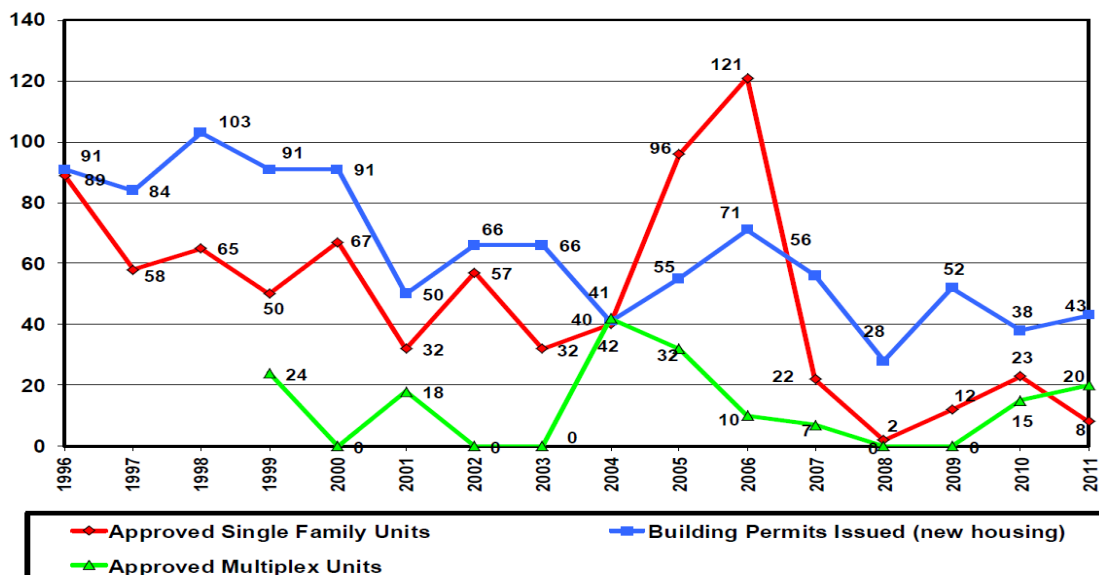
On the commercial side, three quarters of the growth occurred in two zoning districts: at West Falmouth Crossing, adjacent to Turnpike exit 53, and along Route 1 north of the Turnpike Spur and the Cumberland Town line, in the Business Professional (BP) district. This more than doubled the floor area in the BP district and at exit 53, where little commercial use existed, a brand new commercial area was established, representing 14% of the total commercial floor area in Falmouth in 2011. The principal

commercial area in Falmouth remains the Suburban Business 1 district with 40% of the total commercial floor area.

Commercial Growth by Zoning District, 1990-2011						
Zoning district	Up to 1990	Growth 1990-2011	Total floor area 2011		Percentage growth in each district	Share of overall growth
BP	149,174	202,632	351,806		136%	34%
F	3,867		3,867			0%
MRSD	3,468		3,468			0%
MUC	113,903	14,775	128,678		13%	3%
RA	94,630	43,700	138,330		46%	7%
RB	26,348	18,107	44,455		69%	3%
SB1	591,958	59,314	651,272		10%	40%
VMU	58,643	14,114	72,757		24%	4%
WFCMPD		236,288	236,288			40%
Total	1,041,991	588,930	1,630,921		57%	100%

The pace of residential development rises and falls with economic and demographic trends and the desirability of Falmouth as a place to live. The last 15 or so years have seen a steady slowing of new housing construction. Housing was at a peak in 1998 with 103 permits for new units. Between 1990 and 2011, the Town added 68 new housing units each year (which is a little less than 2% growth each year). The annual number dropped to about 43 new units per year over the last six years.

RESIDENTIAL DEVELOPMENT TRENDS: 1996 - 2011



The last 15 or so years have seen a steady slowing of new housing construction.

From July 2011 Survey:

"I've lived in Falmouth most of my life. Falmouth has everything right here; it's friendly, beautiful and safe. People in the town offices and departments are very helpful, professional and cordial. There is easy access to Portland, but Falmouth itself has a nice small-town feeling. The schools are excellent. The bus service is a plus."

Development Forecasts

In the 2000 Comprehensive Plan the Town explored three different growth rates and their potential implications:

- Low growth – 50 units/year
- Medium growth – 100 units/year
- High growth – 150 units/year.

Based on the most recent trends, it appears that the low growth forecast was most applicable. The low growth scenario predicted a population of 13,000 people in 2020 and 16,000 in 2040.

A "low growth" forecast seems most applicable for Falmouth with the population of 11,185 people in 2010 increasing to 13,000 in 2020 and 16,000 in 2040.

A couple of other forecasts appear to confirm the number of 13,000 residents by 2020. A 2010 Maine State Planning Office predicted that Falmouth would have 13,013 residents by 2020. The Portland Area Comprehensive Transportation System's 2010 "Destination Tomorrow" Plan includes a population forecast for Falmouth for 2025 of 13,535 residents and 5,379 households (2.52 people/household). An older, 2002 study for the Portland Water District seems to follow more robust growth projections and gave for 2020 a low of 16,619 residents and a high of 22,137. Based on the most recent data this seems unlikely.

From July 2011 Survey:

"I like [Falmouth], there's a good standard of living, but it doesn't have much to offer for someone in their 20s. I would definitely recommend it for a family."

A straight-line projection based on the U.S. Census data for Falmouth for 2000 (10,310 residents) and 2010 (11,185 residents) indicates an increase of 8.5%. A similar increase would result in 12,134 residents by 2020. However, the Governor's Office of Policy and Management projects a more modest growth for Falmouth.

Governor's Office of Policy and Management Population Projections

2015	11,399 residents
2020	11,618
2025	11,818
2030	11,983

Based on these numbers, it may be reasonable to assume an average growth of up to 50 units per year for the foreseeable future. If one were to assume 2.52 people per household, this would result in 1,260 new residents for a total of 12,445 residents by 2020. An additional 1,260 residents would bring the total to 13,705 by 2030. Compared to the projections by the Governor's Office of Policy and Management, this may be on high side. All projections need to be treated with caution.

The committee assumed that an average growth of up to 50 units per year will take place for the foreseeable future in Falmouth.

GROWTH AND RURAL AREAS

Where are future residents likely to be living in Falmouth, and in what living arrangements? How will the commercial areas evolve? How “rural” will Falmouth feel in 2025?

Current Perspective

The perspective on growth and development in 2000 has since evolved. The sense conveyed in the 2000 Comprehensive Plan was that the character of the community was being altered by a rapid development pattern of single family housing on larger lots, converting large areas of the town from rural to suburban. Today, the rural feel of the community is being maintained through (1) well-designed residential developments incorporating open space and protecting significant resources, and (2) pro-active, strategic land acquisition by Town government.

From July 2011 Survey:
“Finding the balance between growth, and business vs. maintaining the rural/suburban nature of Falmouth is essential.”

The rural feel of the community is being maintained through (1) well-designed residential developments incorporating open space and protecting significant resources, and (2) pro-active, strategic land acquisition by Town government.

Planning and the Efficient Use of Resources

The strain on available fiscal resources has increased interest in efficient use of all resources and commercial development in an effort to help balance the residential property tax base. An example of that are the planning efforts focused on the commercial district on Route 1 between the Turnpike Spur and Route 88, which have been more than a decade in the making. The Council has taken steps to transform this automobile-oriented area into a more pedestrian-oriented, transit-supportive environment with mixed commercial and residential uses, a greater intensity of land use with buildings located close to the street, making maximum use of available infrastructure such as water, sewer, and highway access.

From July 2011 Survey:
“Maintaining [Falmouth] as viable for different age groups is important as well as planning for the future of alternative energy.”

In 2013 the Town Council approved a comprehensive set of zoning ordinance amendments to create a more village-like district for the Route One corridor and Falmouth voters approved an \$11.7 MM Infrastructure Plan for the same area.

Designated Growth Areas

The current perspective has led the 2013 plan to re-examine the concept of designated Growth and Rural Areas for the town. The state’s Growth Management Program directs each municipality to have a Future Land Use Plan that identifies growth areas most suitable for development and related infrastructure, utilizing the following guidelines:

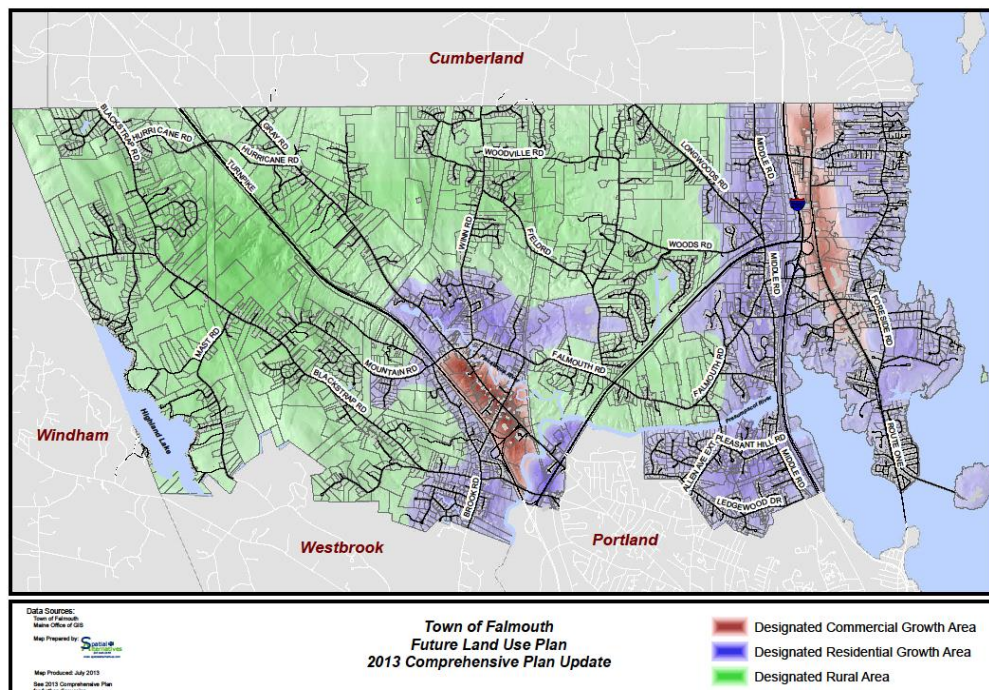
- (1) The Future Land Use Plan must designate as growth area those lands into which the community intends to direct a minimum of 75% of dollars for municipal growth-related capital investments made during the planning period.

- (2) Built-out or developed areas that may not have capacity for further growth but require maintenance, replacement, or additional capital investment to support existing or infill development must also be designated as growth areas.
- (3) Designated growth areas must generally be limited to land areas that are physically suitable for development or redevelopment. Designated growth areas may include incidental land areas that are physically unsuitable for development or redevelopment, including critical natural resource, however, the plan must address how these areas will be protected from negative impacts of incompatible development to the greatest extent practicable or, at a minimum, as prescribed by law.
- (4) To the greatest extent practicable designated growth areas should incorporate, or be located adjacent to, existing densely-populated area.
- (5) Designated growth areas, to the greatest extent practicable, must be limited to an amount of land area and a configuration to encourage compact, efficient development patterns (including mixed uses) and discourage development sprawl and strip development.
- (6) Designated growth areas along roads must be configured to avoid strip development and promote nodes or clusters of development.

From July 2011 Survey:

"(...) We need to move Falmouth towards a more walkable, bike-able, community-minded town, and if that means we pay a bit more in taxes so be it. (...)"

Interest has increased in efficient use of all resources and commercial development to help balance the residential property tax base.



Commercial Growth Areas

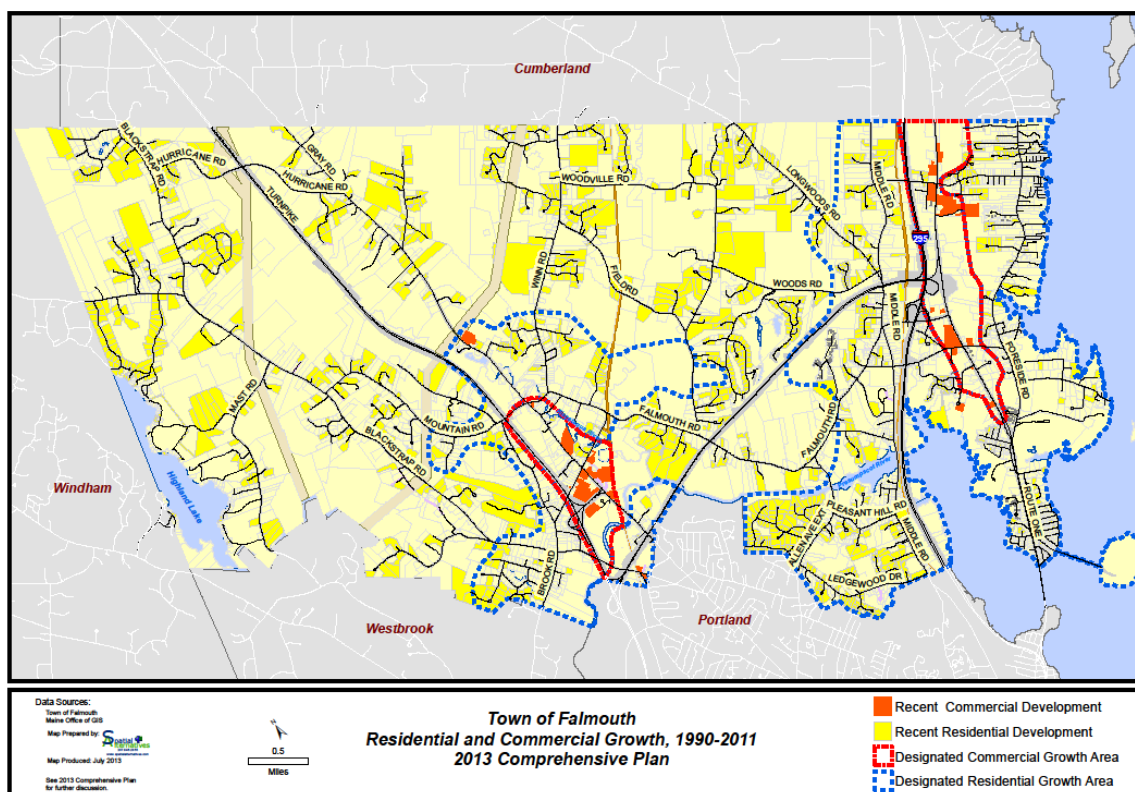
Two centers have been identified for commercial and mixed use growth: Route 1 and Route 100/26. (See areas in red on the map.) Route 1 south is a retail and services center; Route 1 north, professional offices. Besides retail activity and services, Route 100 provides for back-office employment. Well-planned residential development is envisioned to be integrated in these commercial areas. Whereas the Town is well on its way to adopt a plan for Route 1 South, similar efforts are proposed in this Plan for Route 1 North and the Route 100/26 commercial area.

From July 2011 Survey:

"[Falmouth] is simply a terrific place to live. It has scenic beauty; it is located near a wonderful city; it places great value on families as evidenced by its commitment to education; it is diverse in life style and income. Just a great spot."

Residential Growth Areas

Surrounding these two commercial areas, compact residential growth and infill areas have been located. These areas are envisioned to provide excellent accessibility to the commercial areas and transit links via walking or bicycling ways.



The growth data below shows that less than 50% of the residential growth between 1990 and 2011 was located in the growth areas. The plan recommends striving to increase a significant share of all new residential growth in the growth area. If 500 new units are projected over the next ten years, this means that a significant majority of those units would be located in the designated commercial growth/mixed use growth area. The Comprehensive Plan envisions that a minority portion of these units could be incorporated in the rural area.

The plan recommends increasing the share of growth in the designated growth area from less than 50% to a significant majority share of all new residential growth.

The reason for the distinction between designated “growth” and “rural” areas is that less infrastructure is required to accommodate new development in the growth area. More services are available in the growth area compared to the rural area (with exception of the Falmouth school campus). These aspects mean new development can be more efficiently accommodated in the designated growth area, with less impact on Falmouth taxpayers.

From July 2011 Survey:
 “(...) I believe the beauty of Falmouth can be preserved with development as long as that development considers the well-being of all residents. That, I believe, is community.”

Residential Growth by Land Use Area, 1990-2011						
Land Use Areas	Residential units up to 1990		Residential growth 1990-2011		Total residential units	
Commercial Growth Area/Mixed Use	121	4.2%	28	2.0%	149	3.4%
Residential Growth Areas/Infill	719	24.7%	651	45.5%	1370	31.6%
Rural Area	2072	71.2%	751	52.5%	2823	65.0%
Total	2912	100%	1430	100%	4342	100%

On the other hand, if more development can be steered to the Town’s designated growth area, this means that the function and character of the designated rural area will be better maintained. The State of Maine Growth Management Program indicates that a community’s Future Land Use Plan must identify designated rural area(s). The designation of the rural area shown in the above map is intended to identify an area that is deserving of some level of regulatory protection from unrestricted development for purposes that include, but are not limited to, supporting agriculture, forestry, mining, open space, wildlife habitat, fisheries habitat, and scenic lands, and away from which most development projected over the next ten (10) years is diverted. Maintaining Falmouth’s designated rural area as “rural” is a goal of this plan.

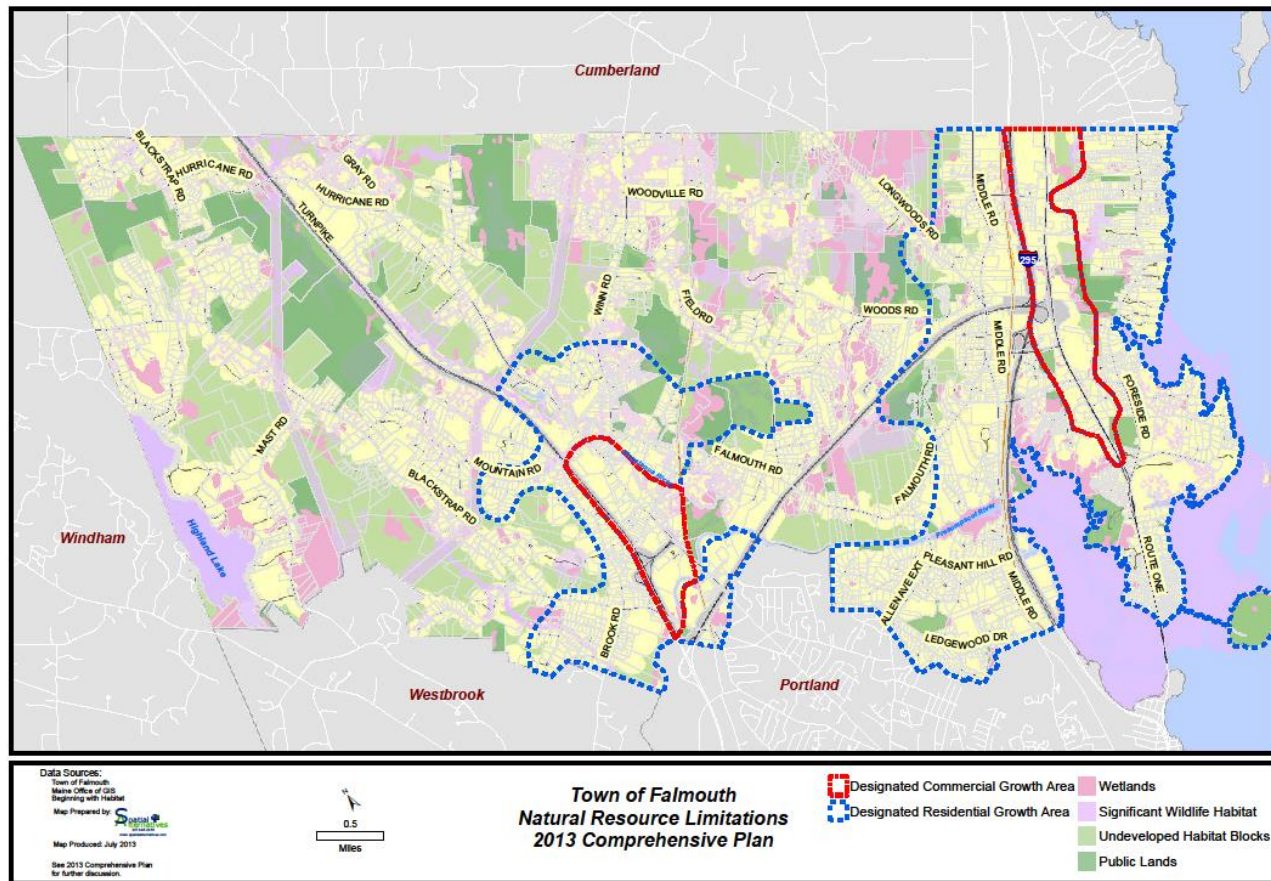
New development in designated growth areas can be more efficiently accommodated with less impact on Falmouth taxpayers.

Note: The boundaries of the designated growth and rural areas are intended to be fluid. It is the concept of a growth and rural “zone” that matters. A more precise location of the growth and rural boundaries is expected to be developed when the boundaries for the applicable zoning districts are updated to match the intent of these land use areas.

Critical Natural Resources

To protect critical natural resources from the impacts of incompatible development, the Future Land Use Plan distinguishes between areas where those resources are present and where they are absent. The Natural Resources Limitations map provides an illustration of that.

Various measures ensure that these resources are, to the greatest practicable extent, protected from the impacts of incompatible development. They include current local, state and federal regulations, such as, Falmouth's Resource Conservation Overlay Zoning District, Shoreland Zoning provisions, Natural Resources Protection Act, and Clean Water Act, and non-regulatory measures, such as Open Space Tax Program.



COMMUNITY VISION FOR THE FUTURE

As stated in the Introduction, based on recent development trends, open space preservation efforts, and community input obtained through the comprehensive planning process, the following vision guides this plan.

Falmouth in the early 2020's....a smart town, with great neighborhoods

Imagine... It is 2023. Ten years have passed since the Long Range Plan was approved. The Town has visibly come together in the direction residents and businesses desired. The progress feels good.

Four major motivations helped to focus this direction.

- *Our tradition of fiscal and management prudence,*
- *Our desire to move the local economy forward; encouraging business development and expansion to the benefit of all residents,*
- *Our recognition that demographics are changing with the “graying of America” and population diversity, and*
- *Our long passion and commitment to open space and activity.*

Three themes give shape to this plan’s vision for Falmouth:

- 1. Commercial Hubs and Economic Development**
- 2. Conservation, Protection, and Connectivity**
- 3. Diverse Residential Opportunities**

Falmouth has kept a balanced tax base by funding further investments through effective economic development. We improved the overall business environment and attracted new employers, who have populated the two commercial hubs in Falmouth along portions of Route 1 and Route 100. They attract an even flow of jobs, both stable and seasonal, that also benefit local residents. This has created a new community of consumers during weekdays and, for residents, a more dynamic area for shopping and entertainment on weekends. These commercial areas are welcoming — with green spaces for gathering and relaxing — enhancing our sense of community.

Trails connect these commercial hubs with other Town areas, in keeping with the Open Space vision: extensive Town open spaces form a green network that connects many areas of the Town and surrounding communities, enabling varied types of activity — promoting a healthy environment. This network connects through paths, trails, and bike paths that give residents access to parks, fields, and places of solace and natural beauty.

Residents enjoy a myriad of housing opportunities that can fit changing life circumstances; housing that affords easy maintenance — with cost and energy efficiencies. There are neighborhoods that offer convenient and walkable access to services and entertainment, and others that offer privacy and quiet in a rural environment. Our geographic location and public transportation provide residents easy connections to businesses, entertainment, and the arts in surrounding areas.

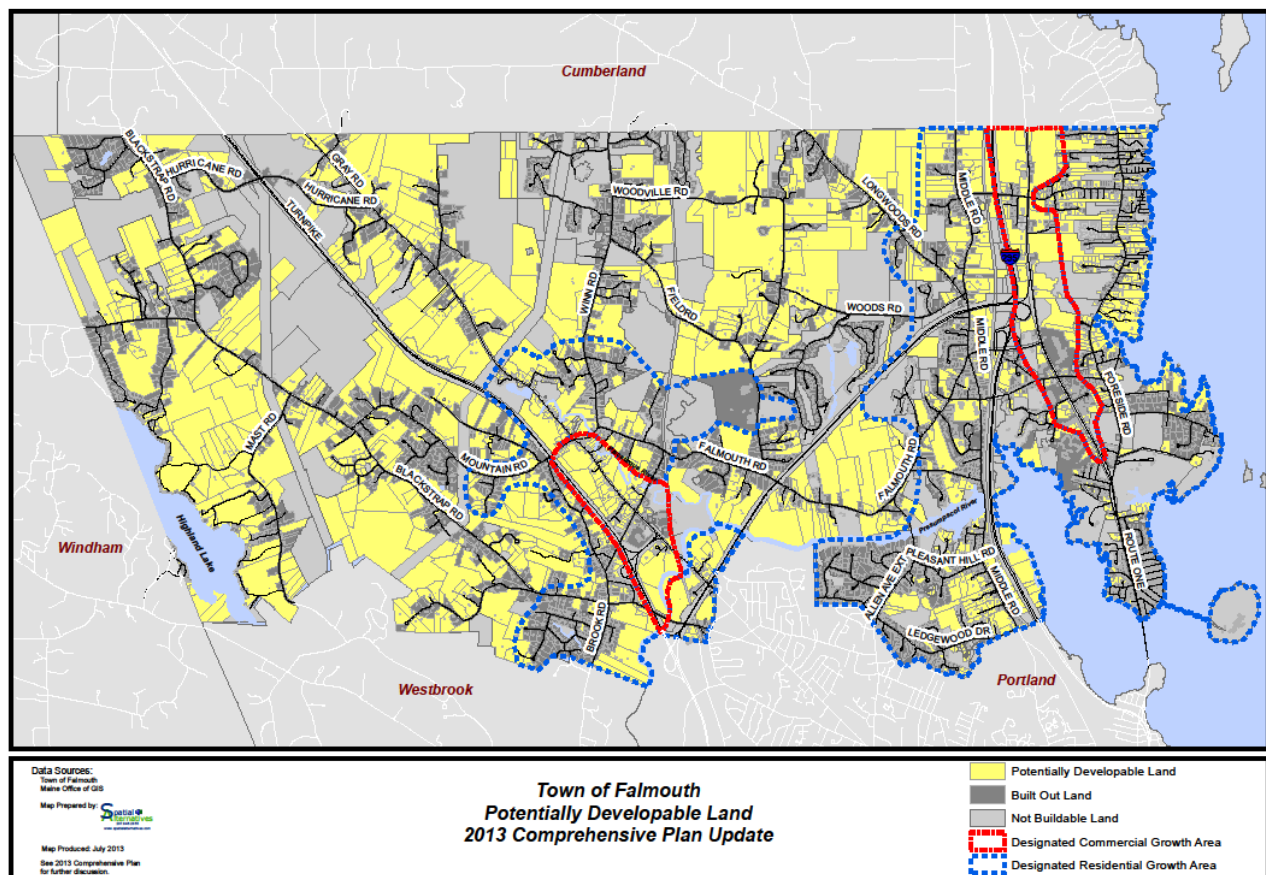
Collaboration among, and coordination between, Town departments, our outstanding schools, and our local businesses, and clear rules and permit process enable the community to grow; keeping Falmouth lively, present, and sustainable year-round.

We call it “home.”

Potential for Growth

An analysis was done to determine the potential of Falmouth’s land area for growth. The map below shows an exclusion of developed land that is assumed to be built-out as well as land that is deemed unsuitable for development because of natural resource values, public ownership, or has other

development limitations. Land that is partially developed, but under current zoning rules can handle additional development is maintained as “potentially developable land.”



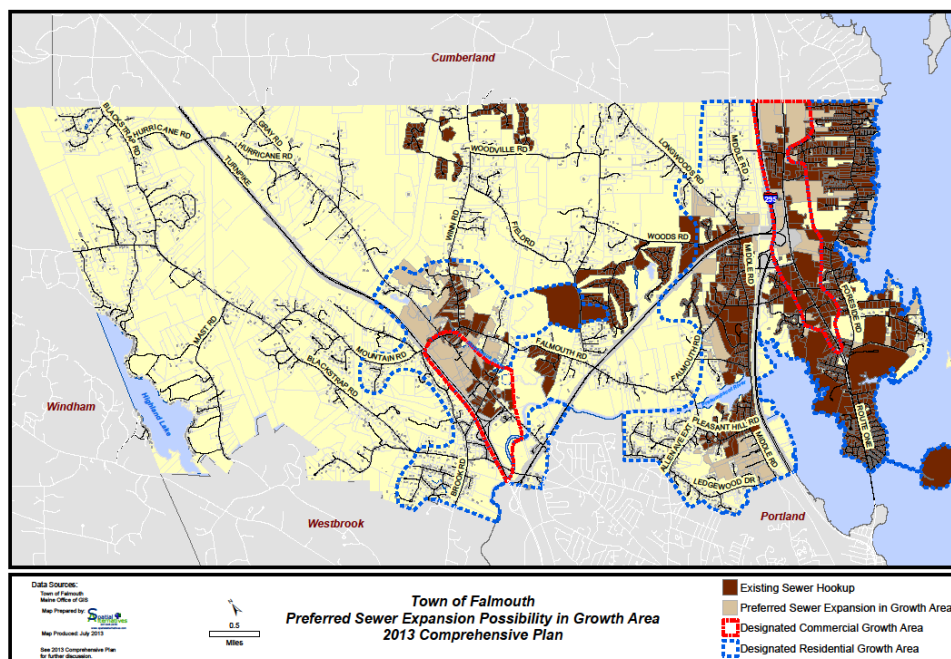
Note: This does not mean that this land will be developed in the future. It only means it has the *potential* to be developed. “Build out” means the complete development of all parcels with development potential using the projected development rate and current zoning provisions. This analysis resulted in the following data:

LAND WITH POTENTIAL FOR RESIDENTIAL GROWTH					
	Number of parcels that have development potential	Acres that have development potential	Potential Units (based on current zoning)	Projected development rate per 10 years	Approximate years to hypothetical “build-out”
Commercial Growth Area /Mixed Use	137	437	970	112	80+
Residential Growth Areas/Infill	583	1393	2483	223	110+
Rural Area	552	4625	2834	165	170+
Total	1272	6455	6287	500	

Obviously, Falmouth will be a different place 50 years from now, let alone 100 years from now. This Future Land Use Plan does not seek to address what might happen at such time. However, the analysis of potential developable land does have immediate practical implications, such as those for the public sewer system and Wastewater Treatment Plant. How much of the projected growth can be served by these facilities?

The map below shows which properties are currently connected to the public sewer system and which parcels in the designated growth area might be able to be served by that system with gravity feeds. Using basic topographic information the map shows possible properties that can be served by sewer in a very general way. Please note that this map is affected by various factors, such as location of roads, desirability to develop a particular property, presence of site development limitations, the sewer system's capacity (pipes, pump stations, treatment plant) for accepting new sanitary flows, etc. Therefore, further analysis of these parcels is needed to more accurately determine opportunities and limitations of each one to actually be connected to the system. This chapter does not address that.

There may be as much as 1,700 acres of land in the designated growth area with the potential to be connected to the sewer system, if these parcels were developed over time.



The map intends to show that there may be as much as 1,700 acres of land in the designated growth area with the potential to be connected to the sewer system. Some of this land is currently vacant, but could be developed over time. Another portion of this land is already developed and properties there are served by subsurface wastewater disposal systems. These systems may need replacement at some point in the future. This opportunity raises various questions: How can the Town best use its sewer system capacity in the future? Should the Town make more of its growth area accessible for public sewer service? This plan states a preference for doing so. Should it new sewer hook-ups target vacant land, already developed properties, or a combination of both? This needs to be discussed further.

This plan states a preference for the Town making more of its growth area accessible for public sewer service. Doing so allows for higher density, walkable developments in proximity of public services without environmental drawbacks, and would be the most efficient use of public resources and land in the growth area.

On the flip side, there is the designated rural area of the community. Due to the extent of the existing sewer system, several developments located in the designated rural area are currently being served by public sewer. There is additional land in the designated rural area that has a similar potential for a public sewer connection. How should the Town address the sewer potential in the rural area? If the sewer system has limited capacity to handle additional flows, does it matter if they come from designated growth areas versus rural areas?

From July 2011 Survey:

“Utilities are essential to efficient town management. (...) [This] obviously requires [a] partnership between developer and town to mutual advantage.”

This plan says “yes” to that last question and applies a different policy to providing sewer to growth properties versus rural properties. It expresses a preference to place new developments in the designated growth area on public sewer. Doing so allows for higher density, walkable developments in proximity of public services without environmental drawbacks. It would be the most efficient use of public resources and land in the growth area.

Wastewater Treatment Plant Capacity Assessment

Consultant Wright-Pierce completed a 2013 report regarding Falmouth’s wastewater treatment plant capacity. Wastewater management contains two major categories of function – collection and treatment. The treatment portion of the plant was upgraded in 2007 with planning for interim growth to 2015 and a plan for additional growth beyond 2015. The report identifies capacity for growth, but advises the Town that there should be an effort to reduce flow during extreme peak wet weather events.

The Town needs to work with Cumberland, which is also served by the Falmouth plant, to make sure the sewer system continues to meet the demands of current users and added capacity to serve future users. This is a key issue with financial and policy implications that include land use growth patterns.

The next chapter will outline the proposed policies and strategies that flow from this Future Land Use assessment.

Land Use District Descriptions

The last section of this chapter describes the essential characteristics of each land use district. It tackles:

- a. Each district’s relationship to the community’s vision;
- b. Each district’s natural opportunities and/or constraints;
- c. The types and intensity of proposed land uses, including residential density, in each district;
- d. The compatibility or incompatibility of proposed uses to current uses, critical natural resources and important natural resources within and around each district along with any special development considerations (e.g. need for additional buffers, conservation subdivision provisions, architectural design standards, etc.); and
- e. Any anticipated major municipal capital investments needed to support the proposed land uses in each district.

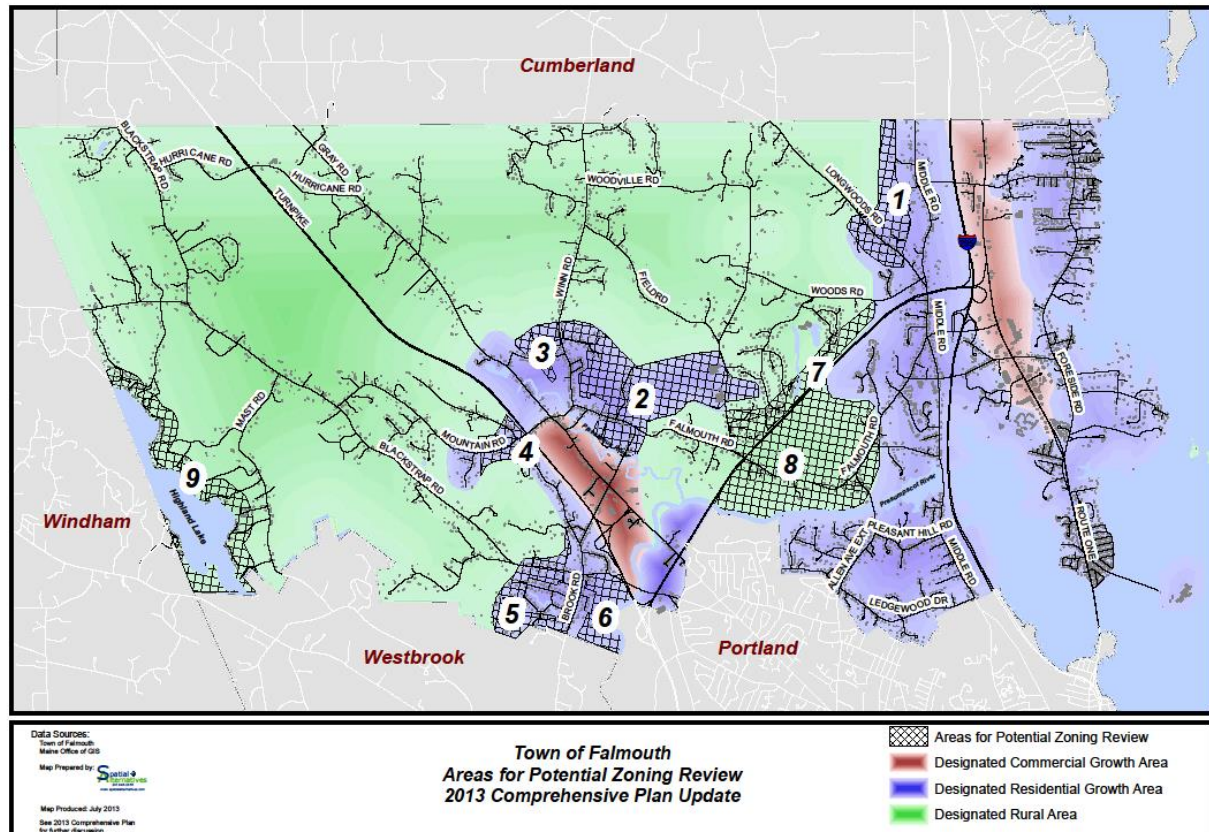
Designated Growth Area Districts

1. RESIDENTIAL DISTRICT DESCRIPTION

- a. **Relationship to the Comprehensive Plan Vision:** This district provides for neighborhoods that are particularly well suited to the changing life styles of its residents with smaller houses and walkable access to goods and services, opportunities for neighbors to meet, but also affording privacy.
- b. **Natural opportunities and/or constraints:** Opportunities include the district's proximity to the commercial district and/or Casco Bay (within walking or bicycling distance) and general availability of public water and sewer. Constraints include the district being bisected by highways (Maine Turnpike and Interstate 295) where connectivity is determined by highway overpasses. Upper story development in dense neighborhoods close to the shore has affected views of the water for some property owners.
- c. **Types and intensity of proposed land uses, including residential density:** Residential land use is proposed for this district consisting primarily of single-family homes. Multiplex developments are a conditional use. Uses accessory to residential use are also permitted. Day care facilities and home occupations are conditional uses. Residential densities are generally between 6,000 and 60,000 s.f. per unit. It should be explored if some of the minimum dimensional standards in this district can be reduced to minimize non-conforming lots and/or buildings in developed neighborhoods. Expansion of the use of "Neighborhood Variety/Convenience Store" should also be explored. This use is currently only allowed in the Residential B zoning district. Where applicable, reward development with a residential density bonus for projects that exceed ordinance requirements for open space, public access to open space, and bicycle/pedestrian connectivity.
- c. **Compatibility of proposed uses to current uses, critical natural resources and important natural resources within and around the district along with any special development considerations:** The proposed uses are very similar to the existing uses in this district. There are several streams in this district, draining into Casco Bay, which need to be protected from development impact. Casco Bay provides an important natural, recreational, and visual resource. The Town has instituted a Waterview Overlay zone to regulate visual access to this resource. Continued monitoring potential erosion along Shoreline Drive is also of importance. A Coastal Bluff Hazard map has been included in the Land Use Ordinance.
- d. **Anticipated major municipal capital investments needed to support the proposed land uses:** Pro-active sanitary sewer planning and investment will increase the likelihood that new residential development will be served by public sewer. An investment in the reduction of inflow and infiltration into the sanitary system may also be needed. Continued investment in upgrades of the sanitary pumping stations and piping in this area, most notably concerning the Mill Creek Pumping Station, will be required. Bicycle and pedestrian improvements will likely also be required to create a connected network. Natural gas is proposed to be provided to 80% of the community by others.

This district consists primarily of the following zoning districts:

Abbreviation	Designation	Purpose	Key dimensional standards
RA	Residential A District		SF: 1 unit/20,000 sf Multi: 1 unit/15,000 sf Congr. housing: 1 unit/7,500 sf
RB	Residential B District		SF: 1 unit/40,000 sf Multi: 1 unit/30,000 sf Congr. housing: 1 unit/7,500 sf
RC	Residential C District		SF: 1 unit/60,000 sf
RCOD	Retirement Community Overlay District	This district is intended to provide flexibility and creativity in the design and development of retirement communities that are integrated into the neighborhood. These communities provide a continuum of care and a range of living environments for older residents in locations that are appropriate for this type of development.	
ESRD	Elementary School Redevelopment District	This district was established for the area of the historic Plummer, Mason-Motz and Lunt schools. The site is unique due to the type, size and placement of buildings, the history of use of the property as schools, and its proximity to OceanView Retirement Community. (Note: Plummer School was at one time the Town's High School.)	In each dwelling unit occupied by an elderly or disabled household there shall be a minimum of 6,000 sf; up to 4-story buildings are permitted.
MRSD	Middle Road Special District (234 Middle Road)	This district was established due to the unique architecture of a single mercantile structure in a residential district, the historic use characteristics of that structure, and its physical location relative to the existing travel lanes of Middle Road (Route 9).	
WVOD	Water View Overlay District	This district consists of an area along Casco Bay, generally east of Foreside Road and Route One, which permits the enlargement of existing, non-conforming single family residences as a conditional use.	The maximum lot coverage is 50%.



The Areas for Potential Zoning Review Map shows several areas that currently have a rural zoning designation, but that should be considered for inclusion in the designated growth area. The intent is to review the make-up of each of these areas and consider if any zoning designations should be amended.

Areas for Potential Inclusion in the Designated Residential Growth Area			
Area	Location	Current Zoning District	Notes
1	Longwoods Road	Fm (Farm and Forest Manufactured Housing District)	This area has the potential to be on public sewer
2	Falmouth and Woodville Roads	F (Farm and Forest District)	This area includes the Falmouth school campus
3	Winn Road	Fm (Farm and Forest Manufactured Housing District)	This area has proximity to the Route 100 designated commercial growth area.
4	Mountain Road	F (Farm and Forest District)	This area has proximity to the Route 100 designated commercial growth area.
5	Blackstrap Road	F (Farm and Forest District)	This area has proximity to the Route 100 designated commercial growth area.
6	Brook Road	F (Farm and Forest District)	This area has proximity to the Route 100 designated commercial growth area.

2. ROUTE ONE COMMERCIAL DISTRICT DESCRIPTION

- a. **Relationship to the Comprehensive Plan Vision:** This district represents the key commercial hub in Falmouth providing employment, shopping, and service opportunities for the community.
- b. **Natural opportunities and/or constraints:** This district was developed along a major north-south connection paralleling the coast. Key opportunities includes its proximity to Portland, the densest residential areas of Falmouth, and access to major highways (Maine Turnpike entrance ramps are off Route One, and the Bucknam Road entrance/exit to Interstate 295). Constraints include the limited availability of developable land and issues pertaining to stormwater quantity and quality. This aspect of the district is also an opportunity as it may help to make this district denser and more walkable.



Figure 5: Tidewater Village, Clearwater Drive

- c. **Types and intensity of proposed land uses, including residential density:** A variety of retail, office, and service uses are permitted, as well as residential uses. No retail use is permitted along Route One north of the Turnpike Spur. The Tidewater development is a mixed use development, combining residential use with office and medical development, as well as some historical farming use (now managed by University of Maine Cooperative Extension). The Route One retail area has been subject to much planning. Recently-adopted standards eliminate all dimensional standards, except for a required maximum setback to Route One. This allows for more intense development in this corridor. Building height is allowed up to 4-story buildings. Parking requirements are reduced. References to the Village Center Overlay Zone and corresponding design guidelines (see below) were deleted. Three new Village Center districts replaced the existing Suburban Business 1 (SB-1) District. Where applicable, reward development with a residential density bonus for projects that exceed ordinance requirements for quality open space, such as pocket parks, and bicycle/pedestrian connectivity.
- d. **Compatibility of proposed uses to current uses, critical natural resources and important natural resources within and around the district, along with any special development considerations:** Future uses are similar to the existing uses in this district. There are several streams in this district, draining into Casco Bay, which need to be protected from development impact.

- e. **Anticipated major municipal capital investments needed to support the proposed land uses:** Various infrastructure investments have been planned in the Route One South and Route One North Tax Increment Financing districts. A \$11.7 MM investment is planned for Route One South in 2014. Future improvements include potential intersection capacity enhancements, stormwater retrofits, and potentially assistance with private redevelopment of commercial frontages along Route One. In addition, investment in the reduction of inflow and infiltration into the sanitary system may be needed. Continued investment in upgrades of the sanitary pumping stations and piping in this area may also be required. Natural gas is proposed to be provided to 80% of the community by others.

This district consists primarily of the following zoning districts:

Abbreviation	Designation	Purpose	Key dimensional standards
SB-1	Route One Business District * See also note below	This district provides space for general retail sales, services, and business within the Route One corridor between Route 88 and the BP Zoning District. The intent of the district is to create an attractive entrance to Falmouth's major commercial district, promote the area's overall aesthetics, control vehicle access, and encourage orderly and safe traffic flows.	Multi: 1 unit/15,000 sf
BP	Business and Professional District	This district, located along Route One north of the Turnpike Spur, establishes space for business and professional offices, with exceptions for certain other uses with appropriate site design. Uses locating in this district shall be located, sited, and landscaped in such a manner as to preserve open space, control vehicle access and traffic, maintain appropriate setbacks, buffers and natural screening, and to screen parking areas from Route One and other roadways.	Max impervious surface: 50%
VCOD	Village Center Overlay District * See also note below	This district was established to encourage: <ul style="list-style-type: none"> a. Redevelopment of commercial properties along Route One; b. Creation of a greenbelt/pathway parallel to Route One; c. Creation of view corridors between community and commercial facilities; d. Building pedestrian/bicycle connections between community and commercial facilities; e. Giving attention to the Route One streetscape; f. Creating pedestrian and vehicular connections between businesses; g. Creating small public gathering spaces; and h. Establishing visual focal points on buildings and at intersections. To accomplish these goals, a set of Village	

Abbreviation	Designation	Purpose	Key dimensional standards
		Center Design Guidelines were created.	
TMPDD	Tidewater Master Planned Development District	This district allows the development of the Tidewater area into a high quality, mixed use commercial/residential neighborhood, while preserving a significant portion of the area as open space including much of the historic Tidewater Farm. The district permits maximum creativity in site design and ensures high quality construction with special attention to landscaping, lighting, building orientation and form, coordination of architecture, and signage.	

* Note: In May 2013 the Suburban Business 1 (SB-1) district and Village Center Overlay District were replaced by the Village Center 1, 2, and C ("Civic") districts. These new districts serve as a mixed use area, providing a vibrant retail and service, professional office and residential core. Its specific purposes are:

- Provide and encourage greater intensity of land use,
- Capitalize on existing utility infrastructure,
- Allow a mix of commercial, residential, and civic uses,
- Provide transportation infrastructure that supports all mods of travel, and
- Create a building edge close to the sidewalk.

3. ROUTE 100 COMMERCIAL DISTRICT DESCRIPTION

- Relationship to the Comprehensive Plan Vision:** This district represents the second commercial hub in Falmouth. The district provides employment, retail, and service opportunities in West Falmouth.
- Natural opportunities and/or constraints:** This district was developed as a master-planned district at Maine Turnpike Exit 53 along a major travel corridor from Portland to Gray. Key opportunities include its proximity to Portland, and the direct access to the Maine Turnpike. Constraints include the limited availability of land served by public sewer and the lack of master plan north of Leighton Road to Mountain Road.
- Types and intensity of proposed land uses, including residential density:** A variety of retail, office, and service uses are permitted as well as residential uses north of Leighton Road. Residential densities are 1 unit per 20,000 sf. Where applicable, reward development with a residential density bonus for projects that exceed ordinance requirements for open space and bicycle/pedestrian connectivity.
- Compatibility of proposed uses to current uses, critical natural resources and important natural resources within and around the district along with any special development considerations:** The proposed uses are very similar to the existing uses in this district. As this commercial area grows, existing residential uses may be replaced by commercial uses. There are several major streams in this district which need to be protected from development impact.

- e. **Anticipated major municipal capital investments needed to support the proposed land uses:** Various infrastructure investments are planned in the West Falmouth Crossing Tax Increment Financing District. These include streetscape improvements. Investigation of a new TIF district north of Leighton Road is prudent to help guide Town investment in this area. Investment in a sewer extension may help to facilitate additional commercial growth in this district. This may also require investment in upgrades of sanitary pumping stations and piping outside this district. Access to the River Point Conservation Area may require the investment of a new bridge across the Pan Am rail line. Natural gas is proposed to be provided to 80% of the community by others.

This district consists primarily of the following zoning districts:

Abbreviation	Designation	Purpose	Key dimensional standards
WFCMP DD	West Falmouth Crossing Master Planned Development District	This district allowed a planned development at the West Falmouth Crossing interchange in keeping with the semi-rural character of West Falmouth and surrounding neighborhoods. The district permits maximum creativity in site design and ensures high-quality construction with special attention to landscaping, lighting, building orientation and form, coordination of architecture, and signage.	Maximum lot coverage 30%
MUC	Mixed Use Cluster District	This district establishes areas for well-planned, mixed-use developments with access to the region's major highway system.	Single family use: 1 unit/20,000 sf Other uses : 10,000 with public sewerage or 20,000 w/o public sewerage.
VMU	Village Mixed Use District	This district establishes areas for small scale, low-intensity nonresidential uses which are compatible with the residential character of the district. Areas designated as VMU are areas with historical development patterns as village centers.	Other uses: 10,000 sf with public sewerage or 20,000 sf w/o public sewerage
CO	Route 100 Corridor Overlay District	This district establishes additional development standards for all uses within one thousand (1,000) feet either side of the centerline of Route 100 (Gray Road), throughout its length in Falmouth, to assure that the traffic capacity of Route 100 is maintained, while the visual environment and rural character of the corridor is maintained.	

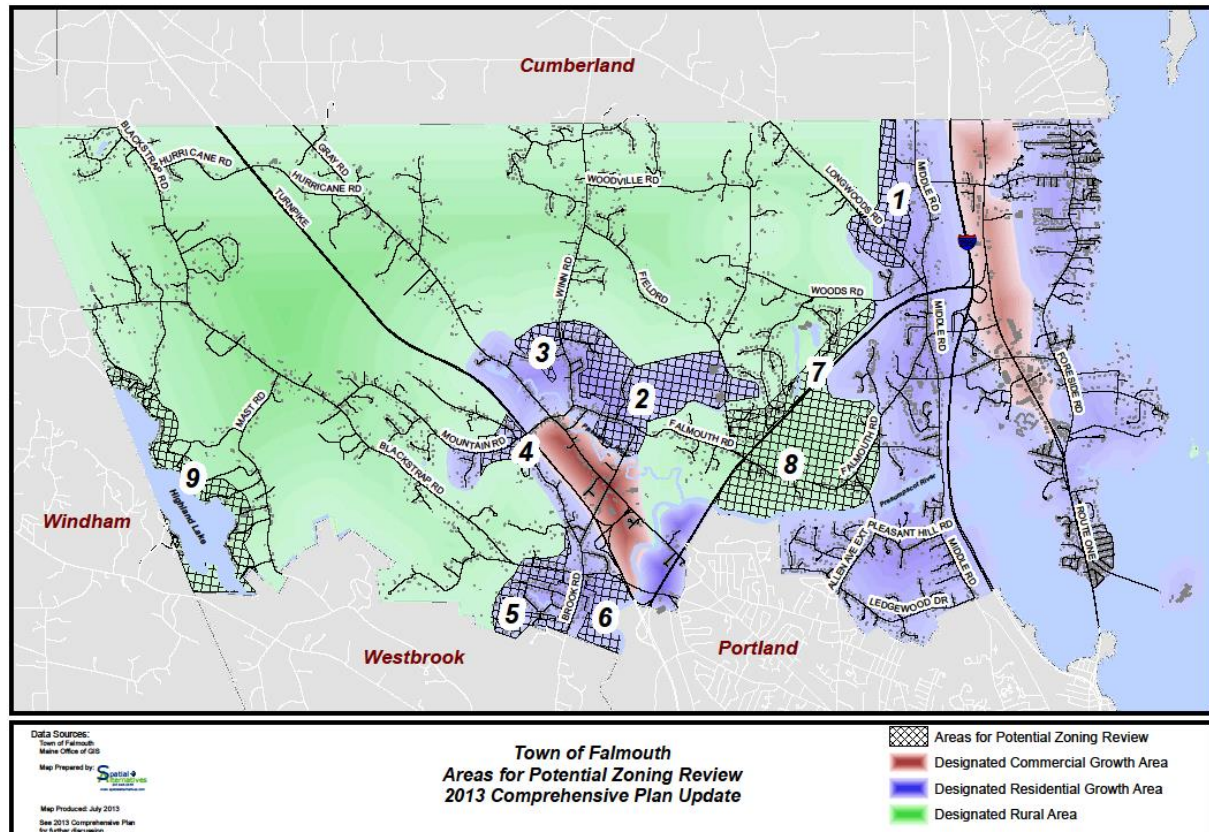
4. RURAL RESIDENTIAL DISTRICT DESCRIPTION

- a. **Relationship to the Comprehensive Plan Vision:** This district provides for lower-density residential development in a green network of forests, fields, and open spaces. Privacy of living is assured, yet connectivity to neighbors and other parts of the community are envisioned as well.
- b. **Natural opportunities and/or constraints:** An opportunity is that access to the green network and, for residents living in West Falmouth, to Highland Lake, is readily available. A constraint is that little public sewer is available in this area, except for some planned residential/golf course developments and the Falmouth School Campus.

From July 2011 Survey:
“Access and signage about open space is critical for it to be utilized appropriately by the citizenry.”
- c. **Types and intensity of proposed land uses, including residential density:** Proposed land uses are very similar to existing land uses in this district. Continued residential development is permitted as long as a significant portion of a development is preserved as open space. The amount and method of open space preservation as part of development projects should be evaluated with the intent to strengthen the rural-growth area distinction contained in this plan. Residential density is proposed to be maintained at 1 unit per 80,000 sf.
- d. **Compatibility of proposed uses to current uses, critical natural resources and important natural resources within and around the district along with any special development considerations:** New residential uses will likely displace some of the remaining farm and forest land. Residential development near Highland Lake will need to be well managed to protect that resource. Protection of unfragmented wildlife habitat and wildlife corridors is being accomplished, and connectivity of parcels maintained, through a pro-active open space protection program, that includes property and easement acquisition.
- e. **Anticipated major municipal capital investments needed to support the proposed land uses:** Municipal investment may be needed when opportunities for key open space acquisition may present themselves in the future. The school campus will need continued municipal investment to maintain its infrastructure. Improved, safe access between the school campus and Community Park (across the Pan Am rail line) may also require a municipal investment. The 100-year old Town Hall building is also located in this district and will likely need investment to maintain its current use. Natural gas is proposed to be provided to 80% of the community by others.

This district consists primarily of the following zoning districts:

Abbreviation	Designation	Purpose	Key dimensional standards
F	Farm and Forest District	This district establishes an area which is not expected to be provided with public sewer, because of geographic conditions preventing low-cost expansion. The district allows residential uses at low density, and recreational and agricultural pursuits.	1 unit/80,000 sf
RCZO	Resource Conservation Zoning Overlay District	<p>This district establishes <i>conservation subdivisions</i> as the preferred form of development. Standards set aside a significant portion of the site as common, permanently-protected open space, while allowing homes to be clustered on smaller lots. The lots are sited where there is the least natural, cultural, or historical resource value disturbance. The standards are intended to ensure that those areas that are not developable or have natural resource value are included in the common open space.</p> <p>The alternative form of development within this district is <i>Country Estate lots</i>, either as part of a subdivision or as individual lots that do not constitute a subdivision. Standards are intended to assure that the layout of the lots respects those areas of the site that have natural resource value, protects the rural character of the RCZO District, and provides reasonable access to lots for public safety purposes.</p>	<p>10,000 sf with public sewerage or 20,000 sf w/o public sewerage; 30% of the buildable portion of lots must be set aside as open space (in addition to all unbuildable areas) – The amount and method of open space preservation should be evaluated with the intent to strengthen the rural-growth area distinction contained in this plan.</p> <p>Country Estate lots: min. 350,000 sf</p>
HLCO	Highland Lake Conservation Overlay District	This district protects Highland Lake from phosphorus and other damaging nutrients, contained in stormwater runoff from developed areas and camp roads.	



From July 2011 Survey:

"Thanks for surveying everyone. It takes a bit of time but I think it's worth it."

The Areas for Potential Zoning Review Map shows several areas that currently have a zoning designation that is more typical of the designated growth area, but that should be considered for inclusion in the designated rural area. The intent is to review the make-up of each of these areas and consider if any zoning designations should be amended.

Areas for Potential Inclusion in the Designated Rural Area			
Area	Location	Current Zoning District	Notes
7	Turnpike Spur	MUC (Mixed Use Cluster)	This is an area along the Turnpike Spur without road access that is adjacent to the Farm and Forest District.
8	Falmouth Road	RB (Residential B District)	This is an area along Falmouth Road that is more rural in character.
9	Highland Lake	RBm (Residential B Manufactured Housing Subdistrict)	This is an area along Highland Lake that consists historically of some denser camp development, but is surrounded by the Farm and Forest District.

It should be noted that the Future Land Use Plan recognizes that the Town cannot anticipate all aspects of its future. It suggests only the best steps at this moment. The plan recognizes that there will continue to be development opportunities that are best addressed on a case-by-case basis through special

planned development districts, also known as “contract zoning.” Such special considerations should be pursued only in the context of this plan.

The Issues, Goals, Policies, and Strategies chapter will outline the proposed policies and strategies that flow from this Future Land Use assessment, as well those from the other resources that have been assessed.

The next two chapters tackle two other important topics for the next decade: Regional Coordination and the Town’s Capital Improvement Strategy.

Regional Coordination Program

Maine's Growth Management Act recommends that a regional coordination program be pursued with other communities to manage shared resources and facilities, including but not limited to lakes, rivers, aquifers, and transportation facilities.

This chapter identifies resources and facilities that Falmouth shares, describes issues pertaining to sharing these resources and facilities, summarizes regional coordination efforts, and describes what other approaches the community will take to coordinate management of shared resources and facilities.

From July 2011 Survey:

"Any opportunity to share and collaborate with area providers and/or municipalities is vital to the continuity of services, may enhance opportunities, and may save [Falmouth] money. (...)."

Regional Issues

Falmouth shares natural resources such as Highland Lake and Casco Bay with neighboring communities. It also shares major roadways such as Route 1, Route 100, Interstate 295 and the Maine Turnpike with its neighbors. In addition, Falmouth's proximity to Portland makes it well situated regionally for economic development in conjunction with neighboring Towns.

Regional coordination of services and efforts such as economic development can result in a more effective use of local resources. During the last decade, Falmouth has explored diverse avenues of regional coordination from being a strong participant in regional economic development committees to exploration of sharing services such as waste disposal and animal control.

A tension exists between the desire of Falmouth citizens to encourage sharing services and the proviso that this applies only as long as those services are located in the community. Conversely, there is a reluctance to share services with other towns if those services are relocated to those towns. In the next decade, Falmouth should continue to be a strong participant in efforts to develop the regional economy and it should continue to educate Falmouth citizens about the benefits of regional coordination and shared services.

Regionalization and Efficiency Analysis

In 2010, the Town conducted a Regionalization and Efficiency Analysis and Implementation Inventory which notes the following:

Regional Agency / Working Group Participation:

- GPCOG (joint purchasing, planning) member
- PACTS (regional transportation) member
 - As noted in the transportation sections, Falmouth is highly dependent on, and impacted by, the principal regional arteries including the Maine Turnpike, I-295, and Route One. Falmouth supports and actively participates in regional transportation planning activities.
 - The Town is also planning regional bicycle routes for both recreational and commuter use.
- ECOMAINE (regional solid waste disposal consortium) founding member
- METRO (regional public transportation agency) member

- The Metro bus service has been extended to the West Falmouth Crossing development, and a new service, known as the Falmouth Flyer (Route 7), was established to service the Route One area and Falmouth Foreside. The Town joined Metro and has a seat on the Metro Board.
- PROP (regional social welfare agency, Falmouth general assistance administration) Collaboration
- Cumberland County Soil & Water Conservation District - Highland Lake Water Quality Program (worked with Windham and Westbrook) Collaboration
 - The watershed of Highland Lake includes portions of Falmouth, Windham, and Westbrook. Improvement of the lake's water quality required a coordinated effort by the three communities and the Cumberland County Soil & Water Conservation District. This work has resulted in improved water quality and earned a regional award.
- Interlocal Stormwater Working Group (regional municipal working group for stormwater issues) member
- Regional Stormwater Compliance Program member
- GPEDC (regional economic development) member

Public Safety Services Shared Throughout The Region:

- General mutual aid agreements with area agencies for police, fire and EMS
- Regional crime laboratory
- Regional dispatch center – Yarmouth, North Yarmouth, and Falmouth consolidated dispatching services at the Falmouth Police Station
- Regional law enforcement consolidation analysis (Falmouth, Cumberland, Yarmouth, and Freeport)
- Reduction in number of fire trucks and one fire station resulted in enhanced mutual aid agreements for crisis response with Portland including coverage for fire response and coverage at the airport. Ongoing regional meetings, training and consultations between the Falmouth Fire/EMS Dept. and the Metro Fire Chiefs, Cumberland County Fire Chiefs, Coastal Fire Chiefs, and the Maine Medical Center EMS Chiefs

Services shared with Town of Cumberland:

- Combined harbor patrol
- Combined animal control
- Combined wastewater treatment at Falmouth plant (services Cumberland Foreside and Falmouth Country Club areas)
- Ongoing discussions regarding consolidation of various municipal functions (police, fire, EMS, fleet maintenance, transfer station, back-office functions)
- Attempted town office operations consolidation but found internal savings and reduced town office operating hours did not result in equivalent savings/efficiency
- Attempted school consolidation with SAD 51 (referendum vote passed in Cumberland and North Yarmouth but failed in Falmouth)

Services shared with Cumberland County:

- Ongoing study regarding County wide or sub-County assessing services

- Joint Community Development Block Grant programs
 - In 2006, Cumberland County commenced a regional Community Development Block Grant program. About two dozen communities participate in this program, including Falmouth.

Efficiencies Analysis and Outcomes:

- Closed fire station, eliminated a truck and added EMS service.
- Decreased front end staff from 6 to 4
- Closed Town Hall office on Fridays
- Reduced certain town hall staff from 40 to 37 hours per week
- Mandated use of town fleet for training opportunities
- Reduced transfer station hours
- Initiated internal silver bullet and dumpster hauling at a more affordable rate than contract for service
- Combined Parks with Public Works Departments resulting in one less position in Parks and one less position in Community Programs
- Attempted to cut one Police Officer but quickly realized this was not an appropriate decision and reinstated the position
- Initiated more online services for customers

Other Shared Services:

- Joint recreational programming with area municipalities and agencies
- Various planning studies with regional focus
- Regional solid waste collection cooperative bid (Gorham, Windham, Cumberland, and Falmouth)

Regional Growth Management Plan

The Greater Portland Council of Governments does not have a current growth management plan for the Greater Portland Region, but is working on a Sustainable Communities Planning Grant (“Sustain Southern Maine”) funded by HUD. Residential and commercial growth in other communities such as Cumberland, Gray, Windham, Raymond, and Casco increases commuter traffic on the Town’s collector road network.

Presumpscot River Management

Through cooperative efforts the Smelt Hill Dam was removed in 2002. A Presumpscot River Coalition, which includes Falmouth, has since been formed to initiate a Land Conservation Plan for this watershed.

Affordable Housing

There is currently no coordinated strategy for the provision of affordable housing throughout Greater Portland. This inhibits community efforts to deal with this issue. The Town should support regional efforts to develop a comprehensive regional affordable housing strategy. A Regional Housing Plan is currently being developed by GPCOG and Cumberland County.

Regional Trails Planning

Falmouth is a key participant in regional trail planning including potential trail development along the Maine Central Railroad line, the St. Lawrence and Atlantic Railroad line, and the Maritimes and Northeast Gas Pipeline, and the newly completed *Sebago to the Sea* trail. See the Transportation Chapter.

Falmouth Memorial Library

Because of the current discussion about expanding the library, regional coordination should be explored with other municipal libraries.

From July 2011 Survey:

"I believe that we will see an increase in pedestrian and bicycle traffic in the upcoming future, especially if our roads are safer and more conducive to alternative modes of transportation and with the increase emphasis on physical activity and fitness."

2011 Survey

The Town Services section of the survey states that while respondents are supportive of the idea of shared services in concept, the realistic potential for further regional coordination and/or consolidation of services appears to be limited as none of the specific ideas tested for possible coordination and/or consolidation received much support.

Conclusions drawn from the survey include:

- Respondents had strong support for shared services with other communities and/or Cumberland County if there were cost savings, and still supported this concept even if services moved out of Falmouth (but much less so).
- However, when presented with specific examples the support eroded and turned into opposition. The greatest opposition was to sharing library and Town Hall services outside Falmouth. Opposition was somewhat less so for transfer station and community programs.

Communication

There is a need to broadcast regional solutions and efficiencies to town residents. Town residents may not realize that regional coordination is an "either/or." The Town either coordinates regionally or the Town needs to generate revenue for the service. Otherwise, the Town does not get the service.

Recommended goals and policies have been included in the Goals and Policies chapter.

Capital Improvement Strategy

A Capital Improvement Strategy is important to a community in planning for facilities that are needed for the community's growth in a manner that manages the fiscal impacts of that growth. Falmouth has an annual budget process that includes addressing the Town's capital needs on an ongoing basis. A key document in that process is the Capital Improvement Plan (or Program), also known as "the CIP."

Falmouth's CIP is used to manage the continuing need to replace or add equipment, buildings, land, and other capital assets. It is also a record of what assets are owned or under some form of control by the Town. The CIP provides a method of planning that combines the needs of all departments and units of our local government. The CIP not only addresses the maintenance and replacement of existing assets, it also looks ahead for future needs, projects, and mandates. The final product is used to prepare the Town's annual budget. Before and after each annual budget is adopted by the Town Council, the plan is revised for use in the next annual budget preparation.

Capital improvements programming involves the planning of long-term capital expenditures by the Town for buildings, lands, major equipment, and other commodities that are of significant value and have a useful life of many years. A Town of Falmouth capital improvement is a capital expenditure that is more than \$5,000 and has a useful life of more than one year.

Similar to the Town's land use ordinances, the CIP provides a means of implementing the objectives and policies of the Comprehensive Plan, such as directing the majority of new growth to the Town's designated growth area. Considerable benefits may be derived from a systematic approach to the programming of capital projects. These include:

1. Focusing attention on community goals, needs and capabilities.
2. Achieving optimum use of the taxpayer's dollar.
3. Guiding future growth and development.
4. Serving wider community interests over localized ones.
5. More efficient governmental administration.
6. Maintaining a sound and stable financial program.
7. Focusing attention on existing infrastructure conditions.
8. Enhancing opportunities for participation in federal and state funding programs.

From June 2010 Survey:
"[Falmouth has a] strong school system, history of good planning, strong financial management of town finances, and emphasis on the environment especially preserving land."

Falmouth's CIP is based on the inventory of assets required by the Government Accounting Standards Board 34 ("GASB 34"). GASB 34 requires the Town to have a detailed inventory of its entire infrastructure, such as roads, bridges, sidewalks, drains, and sewer lines. Falmouth's CIP is related to the Town's fiscal capacity. Consideration is given to state-imposed debt limits (as well as other more prudent measures of debt capacity), financing options, per capita income; per capita debt load, and the long-term impacts of the various capital improvements on both the capital and operating budgets of the community. By understanding available financing options, and the dollar value of our capital needs, the Town establishes an overall fiscal policy that guides capital improvement decisions. Fiscal considerations include:

1. Effect on the property tax rate.

2. Limiting debt service levels.
3. Private and inter-governmental revenue options.
4. Use of service fees and user charges.

Capital Expenditure Schedules are developed showing the detail of all capital outlays proposed for the next ten years. Entries include the fund balance at the beginning of each year, funding transfers, capital purchases, and the reserve balance at the end of that year. The purpose of the Capital Expenditure Schedule is to show that funding and revenue adjustments are enough to cover the capital outlays each year and to make sure that the fund is adequately funded at the end of ten years.

The current CIP makes an assumption of a $\frac{3}{4}$ of one percent increase in valuation for 2014 and each subsequent year and no interest earnings for capital funds. Inflation is factored into the detail of each reserve, however this is sometimes offset by the rationale that, in the case of technology, when it gets older, it gets less expensive. The Town's CIP has not had, and does not project, mil rate impact fluctuations with substantial peaks and valleys. The Town's strategy of making prudent investments in its capital equipment/facilities and infrastructure should be continued, because it will sustain the condition of our infrastructure and minimize long-term maintenance costs.

Major CIP projects over the next ten years include:

- Major collector and sub collector road improvements,
- Debt service payments on the \$3.9 MM Public Safety Building bond,
- Funding equipment replacement (incl. fire apparatus, public works vehicles, and computer equipment),
- Debt service payments for a \$9.4 MM Route One South Infrastructure Plan bond, and
- Debt service payments for a \$5.0 MM bond for renovations and energy conservation and heating system improvements at the Falmouth Middle School.

Most all of the current infrastructure projects, such as sidewalk, sewer, and road improvements, are in the Town's designated growth area. The intent is to maintain that the majority share of such investments as a way to encourage new residential and commercial growth to locate in the Town's growth area.

Besides the current projects, the Town is assessing its needs for the following areas, for which capital investments may be required:

- Improvements to the sanitary sewer system, including improvements to reduce inflow and infiltration during wet weather conditions,
- Upgrades to Town Hall,
- Renovation/expansion of the Falmouth Memorial Library, and
- Possible development of a Community Recreation Center.

In general, most of the Town's infrastructure is in good condition allowing the community to absorb additional growth without major investments in capital facilities beyond those mentioned above.

It is recommended that future Capital Improvement Plans be modified to indicate if a particular investment is in the designated growth area or not. The land use section of this plan recommends that most of the new municipal infrastructure investments is directed into the designated growth areas.

Issues, Goals, Policies, and Strategies

This chapter contains the state goal and proposed policies and strategies for each of the topic areas required by the state. The detailed analysis, conditions, and trend data for each of these topics can be found in Appendix 5.

LAND USE

State Goal:

- Maine’s Growth Management Act recommends encouraging orderly growth and development in appropriate areas of each community, while protecting the state's rural character, making efficient use of public services, and preventing development sprawl.

Proposed Policies

- Coordinate Falmouth’s Comprehensive Plan and land use strategies with the regional strategies of the Greater Portland Council of Governments, the Portland Area Comprehensive Transportation System, and the Greater Portland Economic Development Corporation.
- Identify and support the locations, types, scales, and intensities of land uses Falmouth desires as described in its Comprehensive Plan vision.
- Consider potential financial commitment to provide infrastructure improvements in growth areas.
- Seek to maintain permitting procedures that are efficient and clear, contain no conflicts, and require few waivers.
- Direct development away from critical rural areas.
- Minimize the risks that extreme weather and rising sea levels, including storm surge, present to the community.

From June 2010 Survey:

“[Make] sure that development is green, well-planned, vetted and of appropriate scale and minimal impact.”

Proposed Strategies

- Request assistance with implementing the Comprehensive Plan from the Long Range Planning Advisory Committee (LPAC).
- Do an annual implementation check-in of the Comprehensive Plan with Town Council and evaluate implementation progress every two to three years.
- Using the descriptions provided in the Future Land Use Plan narrative, amend Land Use Ordinances to:
 - Clearly define the desired scale, intensity, and location of future development;
 - Maintain fair, flexible, and efficient permitting procedures, and explore streamlining permitting procedures in growth areas; and
 - Clearly define protective measures for critical natural resources and, where applicable, important natural resources.
- Continue to direct most of the new municipal infrastructure investments into the designated growth areas.
- Coordinate with Cumberland, Westbrook, Windham, and Portland, as well as Greater Portland Council of Governments, the Portland Area Comprehensive Transportation System, and the Greater Portland Economic Development Corporation, on land use designations and regulatory and non-regulatory strategies, as needed.

- Continue to provide the Code Enforcement Officer and staff with the tools, training, and support necessary to enforce land use regulations.
- Track new development by type and location and update permit application forms as needed.
- Facilitate the review of risks that extreme weather and rising sea levels, including storm surge, present, and the measures which may reduce those risks.

REGIONAL COORDINATION

State Goal:

- Maine's Growth Management Act recommends that a regional coordination program be pursued with other communities to manage shared resources and facilities, including but not limited to lakes, rivers, aquifers, and transportation facilities.

From July 2011 Survey:
 "Keep us as one of the best towns to live in in Maine and always ask for community input."

Proposed Goal:

- Maximize opportunities for regional coordination.

Proposed Policies:

- Maximize regional approaches to economic development.
- Educate the public about the benefits of sharing Town services with our neighbors.
- Maintain Falmouth's participation in regional coordination committees, especially concerning marine resources, utilities and transportation.

POPULATION AND DEMOGRAPHICS

From July 2011 Survey:
 "[Falmouth is a] great place to raise families."

State Goal:

- The State of Maine Comprehensive Plan Review Criteria Rule does not state a goal for the Population and Demographics section of a Comprehensive Plan.

Issues and Implications:

- Changes in the population distribution across age categories (due to the attraction of the community to families with school-age children, as well as the increase in the number of senior citizens residing in Falmouth) are altering Falmouth's needs.
- According to the latest Census data, the population of the community appears to be becoming more socio-economically homogenous, and current patterns may further reduce the socio-economic diversity of Falmouth's inhabitants.
- The movement of young families into the community sustains a focus on the quality of school facilities and services.
- At the same time, the number of senior citizens is growing, creating a different set of demands on the community.

From July 2011 Survey:
 "Although Falmouth currently has an older-than-average population that is sometimes loath to increase taxes, its future lies with young families attracted to the good schools and the rural character of the town."

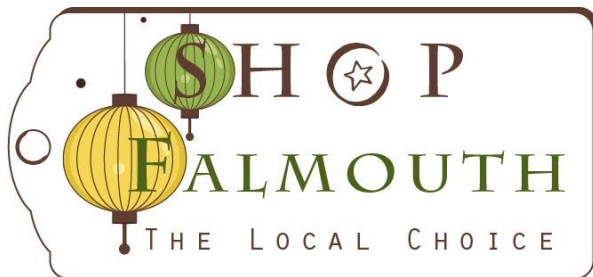
LOCAL ECONOMY

State Goal:

- Maine's Growth Management Act recommends the promotion of an economic climate that increases job opportunities and the overall economic well-being of a community.

Issues and Implications:

- The Route 1 corridor remains the economic engine of Falmouth.
- While there are limited areas to support new non-residential use for the community, there is potential for growth along Route 100.
- Except for large employers, underlying employment trends reflect other Greater Portland communities.
- Falmouth's above-average income, commuting patterns, and educated residents offer an attractive base to further enable the growth of a quality and diverse business base.



From July 2011 Survey:

"[Falmouth is] in close proximity to downtown Portland and other destinations, with easy access to the interstate and the turnpike. That said, I also appreciate how much shopping I can do locally."

Proposed Goals:

- Support the type of economic development activity that reflects the community's role in the region.
- Make a financial commitment to support desired economic development, including needed public improvements.
- Coordinate with regional development corporations and surrounding towns to support desired economic development.

Proposed Policies:

- Attract and retain desirable businesses to increase the town tax base and available employment.
- Ensure business applications find clear and predictable outcomes early in the application process.
- Seek business community input on a regular basis to help shape the strategies and tactics of Falmouth economic development.
- Pursue specific projects, while being frugal on maintaining low administrative operations.

HOUSING

State Goal:

- Maine's Growth Management Act recommends encouraging and promoting diverse housing opportunities for all Maine citizens.

Proposed Goal:

- To encourage and promote housing stock with diverse price points for all Falmouth citizens.

Proposed Policies:

- Encourage a variety of housing types and densities throughout the community.
- Promote consistency of housing types and densities within each neighborhood.



Figure 6: Entrance sign for Stone Ridge Farm subdivision

From July 2011 Survey:

"For a small town, [Falmouth] has much of what makes life pleasant. Ocean front access and a beach at Town Landing, very good school system, public recreational facilities such as tennis courts and ball fields, open public space amenities like woods trails, a good local newspaper, places of worship either in town or the next door town, health care facility, small and diverse retail shopping centers, and a good mix of young and old residents. Not too shabby."

TRANSPORTATION

State Goal:

- Maine's Growth Management Act recommends planning for the financing and development of an efficient system of public facilities and services to accommodate anticipated growth and economic development.

From July 2011 Survey:

"I like that [Falmouth] feels safe and there are nice places to go, but don't like that it is hard to get around the town by any means other than by car."

Issues and Implications:

- Commuter traffic is increasing the need for improvements, particularly on the west side of I-295, to accommodate traffic growth.
- The dispersed pattern of development, combined with growth in outlying communities, is increasing traffic on the Town's rural collectors and is changing character.
- Despite an expansion of the pedestrian and bicycle network, there remains a need for additional improvements to allow the interconnection of neighborhoods.

Proposed Goals:

- Develop a functional bicycle network on Falmouth's roads.
- Construct new sidewalks in growth areas (and in other areas, where appropriate) on an ongoing basis to provide for safe places to walk.
- Assure that traffic congestion and speeding are not major issues.

- Develop a network of interconnected trails, to allow residents and visitors to move easily through town.



Figure 7: Former Presumpscot River Bridge

From July 2011 Survey:

“I feel Falmouth doesn't have enough "community" to recommend it fully. I think it could be richer in this by having community places for people to meet and do things together, to play together, and places to exercise together, such as a town center with a pool and community events, which are not age-segregated. (...)”

Proposed Policies:

- Maintain the transportation network in Falmouth in the most cost-effective way possible.
- Improve the shoulders to add bicycle lanes and/or sidewalks, each time a road is being repaved or reconstructed, and where appropriate. Expand and interconnect the pedestrian trail network in Falmouth. Interconnect and link pedestrian trails with sidewalks where possible. Connect Falmouth trails to those of adjacent towns.
- Work with the Maine DOT and PACTS to address deficiencies in the system, such as traffic congestion and pavement condition, and resolve any conflicts between local, regional, and state priorities for the local transportation system.
- Update yearly a prioritized 10-year improvement, maintenance, and repair plan for local/regional transportation system facilities that reflects community, regional, and state objectives every year during budget cycles, and every two-years at the regional (PACTS) level.
- Participate in regional and state transportation and land use planning efforts.
- Develop a safe pedestrian and bicycle network that connects neighborhoods together and serves as an alternative means of transportation throughout town.
- Require development to include pedestrian facilities for residents and link those facilities with existing or proposed public sidewalks, bikeways, or trails, where feasible and appropriate.
- Explore potential outside funding sources to maximize opportunities for pedestrians, bicyclists, and outdoor recreation.

PUBLIC FACILITIES AND SERVICES

State Goal:

- Maine’s Growth Management Act recommends planning for, financing, and developing an efficient system of public facilities and services to accommodate anticipated growth and economic development.

Issues and Implications:

- Continued growth will stretch the service capacity of the police department and may require additional patrols.
- Continued growth may require additional paid staffing in the fire department, especially on the EMS side, to assure the availability of adequate staffing.
- Growing school age populations may require the development of additional athletic fields and recreational facilities.
- Joint-use arrangements and multi-purpose designs on all public facilities projects will maximize limited resources and provide for flexible responses to changing conditions.
- As energy costs rise, improved efficiency and sustainability of Town facilities will become increasingly important.



Figure 8: Police Station, Marshal Drive

Proposed Policies:

- Anticipate changing demographics that will present challenges for both flexibility and more efficient use of facilities (including buildings, athletic fields, open space), as well as the financial capacity to fund stress on public safety and roads in particular.
- Improve the ongoing capital planning program by considering growth impacts on the needs of Town facilities (including schools) on a long-term basis and balance needs against willingness and ability to pay for them including the exploration of impact fees.
- Recognize the age diversity and economic concerns of its population over the next 10 years and provide services on a fair and equitable basis.
- Coordinate planning efforts of the town and the school system to share information, improve communication, and encourage coordination of activities.

UTILITIES

State Goal:

- Maine's Growth Management Act recommends that communities plan for, finance, and develop, an efficient system of public facilities and services to accommodate anticipated growth and economic development.

Proposed Goals:

- Take a more proactive role in planning and coordinating for the maintenance, expansion, and sustainability of our utilities.

- Continue the Town’s proactive position on energy and develop an energy plan to reduce overall energy consumption within the Town, increase public awareness of energy issues, and build public support for energy-efficient and sustainable energy policies.



Figure 9: Richard B. Goodenow Wastewater Treatment Facility

From July 2011 Survey:

“Much of [Falmouth] is physically attractive; most people I've met are enjoyable and truly appreciate our town; employees of the town as well as citizens serving on various boards are intelligent, approachable and visionary - and there is very good communication with the citizenry. (...)”

Proposed Policies:

- Develop a Master Sewer Plan as a priority to guide future West Falmouth development (the area between I-295 and the Maine Turnpike).
- Create a comprehensive energy plan for the Town and School Department to save money and reduce environmental impacts. Stay current with the changing energy-related developments by annually updating the Town’s Energy Plan.
- Revise existing, or establish new ordinances/regulations, if required, to address new impact issues or to achieve proposed comp plan actions. As alternative energy use becomes more prevalent with homeowners and commercial entities, impact issues may arise.

FISCAL CAPACITY

State Goal:

- Maine’s Growth Management Act recommends that communities plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

From July 2011 Survey:

“Be prudent... Don't plan "pie in the sky" projects. Avoid arrogance in spending... Use our money carefully. When considering changes, keep in mind all residents and their incomes.”

Issues and Implications:

- The pressure on the budget, due to reduced reliance on state and federal revenue sources, is likely to continue.
- The Town has a stable mill rate which is below average when compared to other communities in the region. As projects demand use of property taxes, it will also be important to maintain a stable and competitive mill rate.
- The Town has a need, but limited controls, to increase the share of property taxes paid by non-residential uses.

- The Town's use of debt to pay for needed facilities remains at manageable levels.

Proposed Goals:

- Maintain the fiscal health of the Town, while meeting the expectations of residents in keeping Falmouth a highly-desired community.
- Leverage the available fiscal flexibility to support or fund the top goals of the Comprehensive Plan in a manner that meets the overall Town 10-year vision.
- Manage finances for self-reliance, assuming federal and state resources will be less available or unreliable.

Proposed Policies:

- Ensure budgets provide safety nets to manage reductions in federal and state resources.
- Leverage the Town's solid financial position to fund project opportunities that will increase the non-residential tax base and overall Town valuation.
- Ensure budgets prioritize and provide the infrastructure and capital requirements of the 10 year plan.

From July 2011 Survey:
 "There needs to be a voice that encourages people to come together in meaningful ways - and a voice that focuses on taxes as contributions to the collective good."

NATURAL RESOURCES

State Goal:

- Maine's Growth Management Act recommends protecting the quality and managing the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers, and coastal areas and protecting the State's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas.

Issues and Implications:

- Highland Lake's water quality problems have improved significantly, but require continued monitoring.
- Both the Presumpscot and the Piscataqua Rivers fail to meet the water quality standards of their classification.
- Much of the residential development relies on on-site sewage disposal, and soils in much of the Town are marginal for this purpose.
- Relaxed State standards for septic system bedrock and groundwater separations have allowed development in some marginal locations.

Proposed Goals:

- Protect environmentally sensitive lands including shorelines, wetlands, and critical wildlife habitats.
- Protect soils and groundwater from older and poorly working septic systems and ensure wastewater meets all applicable environmental standards for the Presumpscot River Estuary.
- Decrease the levels of nonpoint source pollution that reaches groundwater, natural water courses, streams, and significant water resources including the Presumpscot River and Estuary, Highland Lake, and Casco Bay.



Figure 10: Environmental Education Center, Maine Audubon

Proposed Policies:

- Review the Town's Zoning Ordinance to protect wetlands and make changes as necessary.
- Protect soils, groundwater, and estuary from older and poorly working septic systems by exploring ways to increase the efficiency and effectiveness of Falmouth's sewer system ensuring wastewater meets all applicable environmental standards for the Presumpscot River Estuary.
- Encourage and support citizen and regional efforts to decrease nonpoint source pollution flowing into Falmouth's bodies of water.
- Guide growth and development towards land that has the capacity to absorb development without detrimental impacts to natural resources.

MARINE RESOURCES

State Goal:

- Maine's Growth Management Act recommends protection of Maine's marine resources, industry, ports, and harbors from incompatible development, and promotion of access to the shore for commercial fishing and the public.



Figure 11: Aerial view of Falmouth's mooring field in Casco Bay

Issues and Implications:

- Most of the community's clam flats remain closed to harvesting. Reopening one or more high value clam flats will likely involve looking for, and remediating, sources of bacterial

contamination, especially those associated with urbanization and suburbanization adjacent to the coast, such as surface runoff that carries pollutants from paved surfaces and poorly-functioning septic systems into the tidal areas.

- The safety of Falmouth's coastal waters for swimming is not monitored.
- Sea level rise may affect coastal access and put private and public facilities at risk.
- There are very limited opportunities for public access to the coast, except at Mackworth Island.
- The current public access at the Town Landing is limited.
- Access to rivers and streams for recreational and commercial fishing is limited.

Proposed Goals:

- Ensure safe, protected, access to its waterfront, rivers, streams, and lakes for commercial fishing and the public.
- Protect and improve the marine ecosystem and environmental integrity of Casco Bay.



Figure 12: Portion of USGS map of Falmouth Foreside and Casco Bay

Proposed Policies:

- Maintain the current access to Casco Bay for Falmouth residents.
- Assist in maintaining the environmental integrity of Casco Bay.
- Ensure that Falmouth's coastal waters remain safe for swimming.
- Review the impact of road-crossing structures (culverts / bridges) on aquatic ecosystem connectivity.
- Expand public access to marine resources.



Figure 13: Waites Landing, Falmouth Foreside, ca. 1895

RECREATION AND OPEN SPACE



Figure 14: Georgina Shaylor rides a sled, ca. 1910

State Goal:

- Maine's Growth Management Act recommends promotion and protection of the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.

Proposed Goals:

- Actively manage open space to benefit all Falmouth citizens.
- Promote and protect the availability of outdoor recreation opportunities for all Falmouth citizens, including access to surface waters.

Proposed Policies:

- Maintain existing active recreational facilities as necessary to meet current and future needs.
- When economically feasible and user demand justifies, upgrade existing active recreational facilities, such as with lighting, or acquire and/or construct new facilities as necessary to meet current and future needs.
- Continue to retain and protect Falmouth's rural character and natural resources, and ensure the availability of outdoor recreation by preserving large tracts of undeveloped land that provide wildlife habitat connectivity.
- Preserve natural open space and allow for passive recreational uses.
- Actively acquire additional open space, to focus primarily on acquiring land that provides connectivity to the large parcels for the purpose of benefiting humans and wildlife with a secondary focus on acquisition of more large continuous tracts.
- Review and update the 2005 *Greening of Falmouth* report and conduct an assessment outlining accomplishments in open space protection and remaining tasks.
- Balance the needs of all outdoor recreational facilities with those of indoor recreational facilities. This applies to resources required for acquisition, development, maintenance, and management of those facilities. (See *Public Facilities and Services Chapter*.)
- Maintain existing access points to water bodies for boating, fishing, and swimming, balancing access with the concerns of neighbors.
- Promote public awareness of existing open space properties and recreational opportunities.



- Explore creating a linked community-wide pedestrian and bicycle network, where feasible, that consists mostly of trails and paved shoulders and connects all parts of town to its commercial centers.

AGRICULTURE AND FORESTRY

State Goal:

- Maine's Growth Management Act recommends safeguarding the State's agricultural and forest resources from the type of development which threatens those resources.

Proposed Goal:

- Complete an inventory of agricultural land, its suitability, availability, and state of protection.



Figure 15: Falmouth Corners, early 1900's

Proposed Policies:

- Know the extent and value of agricultural land assets in Falmouth.
- Understand the value of the varied agricultural pursuits in Falmouth and the extent to which the community supports these pursuits.
- Ensure healthy, well-managed Town-owned forests.
- Support privately-owned forest lots, through measures such as: Town support for, and defense of, current use taxation program; assistance with removal of dumped items; and involvement with land owners in discussions of zoning regulations.

HISTORIC, ARCHAEOLOGICAL, AND CULTURAL RESOURCES

State Goal:

- Maine's Growth Management Act recommends identifying and preserving historic and archeological resources.

Issues and Implications:

- Pressures on financial resources.
- Collaboration and coordination with various organizations.
- Impact of transportation policies.

From June 2010 Survey:

"[Falmouth should work on] little things that reveal that the citizens of Falmouth show respect and honor past inhabitants who gave service in many ways to an earlier Falmouth, who laid our town's foundations."

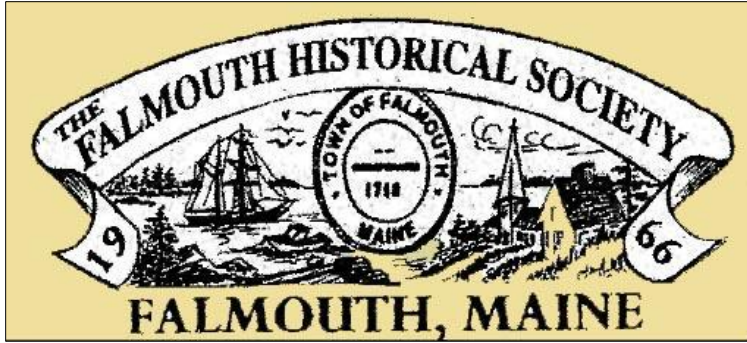


Figure 16: Masthead for Falmouth Historical Society

From June 2010 Survey:

"Having lived here since birth, (79 years) I've witnessed on-going, positive changes throughout the town (...) that have helped make Falmouth a safe, lovely town in which to live."

Proposed Goals:

- Honor the history of Falmouth through recognition of its archeological and historic resources.
- Encourage and promote access to cultural opportunities throughout Greater Portland.
- Protect and preserve, to the greatest extent practicable, significant archaeological resources.
- Increase awareness of and access to archeological, cultural, and historic resources through a comprehensive signage program.
- Update Zoning and Site Plan Review to provide appropriate resources for identification, protection, and preservation of artifacts.
- Continue to support economic development efforts to support continuing education and the arts.



Figure 17: James Merrill House, Falmouth Road, reportedly built about 1738

Implementation Strategies

The 2013 plan for Falmouth seeks to enhance and grow “community” through:

1. commercial hubs and economic development,
2. conservation, protection, and connectivity, and
3. diverse residential opportunities.

This plan builds upon the intangible concept of enhancing and growing “community” in very tangible ways. Where and how we want to be as a community in ten years requires that we listen to each other, value insights and discussions, and coordinate, educate, and clarify the rules for growth — be that commercial or residential growth, rural areas, or the connections in between.

From July 2011 Survey:

“It is important to communicate the idea that civilization is a collective effort, i.e. we can either contribute toward a community or we can exist as individual pockets of humanity. It takes foresight to plan for a future that has community in it.”

The plan offers policies, goals, and strategies that emulate from three primary themes:

1. commercial hubs and economic development,
2. conservation, protection, and connectivity, and
3. diverse residential opportunities.

The implementation strategies accompany each of these themes are enabled by (a) coordination and education, and (b) clarification of ordinances and process. These have been identified as two additional “themes,” but also cut across the three primary themes.

Below are charts of actions that are recommended to carry out the proposed policies. They have been grouped by each of these five themes.

Some of the actions apply to more than one theme and are listed accordingly. They have been highlighted with an asterisk *. Possible implementation priority indicators and suggested responsible parties are included in comprehensive charts in Volume II (see appendix 7). The Town Council is expected to assign priorities and responsible parties to these actions as the implementation of this plan unfolds.

The Town Council is expected to assign priorities and responsible parties to these actions as the implementation of this plan unfolds.

From July 2011 Survey:

“The community [needs] to pull together and make Falmouth an even more interesting place to live. (...) A facilitated dialogue to help create a less divided populace.”

It is important to also appreciate the context and background of these actions. That is described in detail in the chapters that are contained in Volume II. Chapter and page references for Volume II are indicated below.

The success of this plan requires continuous oversight of its implementation by the Town. The ultimate responsibility for the implementation of the plan rests with the Town Council. The Council will set its priorities and direct appropriate committees, including the Long-Range Planning Advisory Committee (LPAC), to develop recommendations for specific implementation actions.

Theme 1: Commercial Hubs and Economic Development

Chapter	Suggested Action
Land Use (Vol. I, p. 10)	1* Explore the feasibility of a mechanism for the Town to assist development financially with sewer extensions in the growth area.
Regional Coordination (Vol. I, p. 42)	2* Prepare a joint Route 1 Development Plan with the Town of Cumberland.
Local Economy (Vol. II, p. 30)	3 Clarify roles and define responsibilities of parties responsible for Town economic development efforts.
	4 Prepare, adopt, and implement a Falmouth Economic Development Plan.
	5* Create a multidisciplinary task force that will review existing ordinances for clarity from a business perspective. Prioritize, review and implement its recommendations.
	6 Establish measurable goals for attracting quality business and employment opportunities.
	7 Assure that Falmouth remains an active participant in Greater Portland economic development efforts.
Transportation (Vol. II, p. 41)	8 Explore the creation of a Route 100 North TIF District to help fund required transportation improvements.
Utilities (Vol. II, p. 56)	9* Develop an energy plan for the municipality and school department. Update annually. <ul style="list-style-type: none"> • Reduce overall energy consumption through conservation, energy efficiency and alternative energies. • Determine and describe town interest in participating in group or regional energy initiatives. • Assess need for guidelines on new installations of alternative energies such as wind, solar, tidal, etc. • Continue pursuit of town-wide natural gas options.
Fiscal Capacity (Vol. II, p. 63)	10 Manage the balance of the tax base to increase the share coming from businesses. (This increased share will result from the success of the economic development plan.)

*Note: Some of the actions apply to more than one theme and are listed accordingly. They have been highlighted with an asterisk *.*

Theme 1: Commercial Hubs and Economic Development

Chapter	Suggested Action
Marine Resources (Vol. II, p. 78)	11* Identify one or more high value clam flats, assess its sources of contamination, and investigate remedial action to reopen them for harvest.

Theme 2: Conservation, Protection, and Connectivity

Volume II Chapter	Suggested Action
Land Use (Vol. I, p. 10)	1* Evaluate and propose Land Use Ordinance amendments regarding the amount and method of calculation of required open space in the rural area of the Resource Conservation Zoning Overlay District without impacting corresponding maximum density in that area.
	2* Amend the Land Use Ordinance to strive for a significant majority of new residential units to be built in the growth area.
	3* Develop incentives in the rural area that will aid property owners in retaining their land as an alternative to developing it and evaluate the feasibility of tools such as Transfer of Development Rights (TDR).
	4* Evaluate significant natural resources in rural area and amend the Land Use Ordinances as necessary.
	5* Facilitate a review of the potential impact that extreme weather and rising sea levels, including storm surge, present on facilities and coastal access, and measures which may reduce those impacts.
	6 Establish a bicycle and pedestrian transportation plan that shows how a linked network can be created throughout the community.
Transportation (Vol. II, p. 41)	7 Map current and proposed bicycle, pedestrian, and trail improvements and post on Town's website
	8* Design and implement an expanded wayfinding system to help people orient themselves and navigate through the community.
	9* Amend the land use regulations to require interconnection by new developments with surrounding bicycle and pedestrian networks.
	10* Complete a pavement condition survey every three to five years, evaluate its findings, incorporate them into the Town's asset management software program, and update the Capital Improvement Plan (CIP) accordingly.
	11 Evaluate the routing for current public transit service and update this evaluation if and when commuter rail or express bus service to communities north of Portland is implemented.

*Note: Some of the actions apply to more than one theme and are listed accordingly. They have been highlighted with an asterisk *.*

Theme 2: Conservation, Protection, and Connectivity

Volume II Chapter	Suggested Action
Utilities (Vol. II, p. 56)	<p>12* Develop an energy plan for the municipality and school department. Update annually.</p> <ul style="list-style-type: none"> • Reduce overall energy consumption through conservation, energy efficiency and alternative energies. • Determine and describe town interest in participating in group or regional energy initiatives. • Assess need for guidelines on new installations of alternative energies such as wind, solar, tidal, etc. • Continue pursuit of town-wide natural gas options.
Natural Resources (Vol. II, p. 72)	<p>13* Review the Town's Zoning Ordinance to protect wetlands and make changes as necessary.</p> <p>14* Implement a program to educate property owners regarding non-point pollution sources, septic systems, and watersheds. (To date only a problem identification program has been developed.)</p> <p>15* Proactively, make available technical assistance/educational information to stem stormwater runoff in and around Falmouth roads and critical shoreline areas.</p>
Marine Resources (Vol. II, p. 768)	<p>16 Investigate remediation of the last remaining overboard discharge system in Falmouth.</p> <p>17* Identify one or more high value clam flats, assess its sources of contamination, and investigate remedial action to reopen them for harvest.</p> <p>18 Monitor water quality at Town Landing to ensure it remains safe for swimming.</p> <p>19 Establish best practices for road-crossing structure replacement to promote aquatic ecosystem connectivity.</p>
Recreation and Open Space (Vol. II, p. 86)	<p>20 Focus on the acquisition of property or easements that will provide connectivity between existing blocks of park and conservation land.</p> <p>21 Establish permanent access to the River Point Conservation Area once the existing railroad bridge becomes no longer serviceable.</p> <p>22 Establish a safe trail connection between the school campus and Falmouth Community Park.</p> <p>23* Continue to promote awareness of existing open space properties and the recreational opportunities they offer to Falmouth residents.</p>
Agriculture and Forestry (Vol. II, p. 94)	<p>24 Assess community interest in agricultural pursuits, desire for preservation of prime farm soils, promotion of farming, and need for access to agricultural opportunities. Decide whether the Town should take additional steps to protect agricultural land besides easement protection.</p> <p>25 Inventory lands with potential high value soils by including an inventory of land that has been farmed in the past.</p> <p><i>Note: Some of the actions apply to more than one theme and are listed accordingly. They have been highlighted with an asterisk *.</i></p>

Theme 2: Conservation, Protection, and Connectivity

Volume II Chapter	Suggested Action
	26 Continue to educate citizens on the dangers of invasive plants and need for their removal.
	27 Consider preservation of agricultural land in addition to land already protected by easement.
	28 Explore what measures the Town should undertake to support privately-owned forest lots.
	29* In cooperation with the Falmouth Land Trust, initiate a dialogue with private forest lot owners about how the Town can best support them and their forest properties.
Historic, Archaeological, And Cultural Resources (Vol. II, p. 103)	30* In cooperation with the Falmouth Memorial Library, Falmouth Historical Society, Falmouth Schools, Greater Portland Landmarks, and the Maine Historic Preservation Commission and other applicable organizations, conduct educational event(s) to celebrate Falmouth's Tercentennial in 2018 and promote Falmouth's historic resources, such as participation in Historic Preservation Week.
	31 In cooperation with the Falmouth Historical Society, Greater Portland Landmarks, and the Maine Historic Preservation Commission and other applicable organizations, undertake one or more of the following actions: <ul style="list-style-type: none"> • An intensive level archaeological survey of sites identified by the Maine Historic Preservation Commission. • A reconnaissance survey of Highland Lake shoreline and the banks of the Presumpscot and Piscataqua Rivers, and a portion of the shoreline of Falmouth Foreside focusing on Native American settlements. • A professional survey of historic archaeological sites focusing on agricultural, residential, and industrial sites relating to the earliest Euro-American settlement of Falmouth in the mid - 17th century. • An evaluation of the 1992-93 reconnaissance-level survey of Falmouth's historic above-ground resources by the Maine Historic Preservation Commission, as well as the 1994 Greater Portland Landmarks survey of buildings built prior to 1945, to determine which buildings merit further study for possible nomination to the National Register of Historic Places and consider possible Local Historic District designation.
	32 In cooperation with the Maine Historic Preservation Commission, prepare a nomination to the National Register of Historic Places of the archaeological site at River Point.

*Note: Some of the actions apply to more than one theme and are listed accordingly. They have been highlighted with an asterisk *.*

Theme 3: Diverse Residential Opportunities

Topic	Suggested Action
Land Use (Vol. I, p. 10)	1* Update the residential growth permit calculation in the Land Use Ordinance.
	2 Continue to allocate most of the new municipal infrastructure investments to the designated growth areas.
	3* Explore the feasibility of a mechanism for the Town to assist development financially with sewer extensions in the growth area.
	4* Amend the Land Use Ordinances to: <ul style="list-style-type: none"> encourage compact, walkable developments in the growth area; establish clear density standards and efficient permitting; allow residential uses, restaurant, and neighborhood stores in the Business Professional (BP) district; and evaluate the feasibility of tools such as Transfer of Development Rights (TDR).
Housing (Vol. II, p. 37)	5* Seek public input from seniors and explore the development of housing that is attractive to an age 65-and-older population, including alternative senior housing programs, such as home sharing programs, accessory apartments, adult family care homes and congregate housing, and sliding scale development.
Utilities (Vol. II, p. 56)	6 Pro-actively plan for sewer, water, natural gas, and other utility extensions in the designated growth area. Assess the options and means of participating in collaborative efforts with agencies and regional groups to better serve residents and businesses. <ol style="list-style-type: none"> Assess the implications of increased emphasis on smaller, clustered lots as they pertain to reliability of wells and septic in closer proximity to each other, and if/how this should affect proactive extensions of public water and/or sewer service. Establish a plan for additional public water service in the designated growth area in cooperation with the Portland Water District (PWD). Establish a plan for targeted sewer service expansion in the designated growth area.
	7 Establish a policy along with ordinance/regulation changes that identifies if, when, where, and how Town funds will be used for, and/or developments can recoup, utility infrastructure cost, and conditions/preferences for such cost-sharing.
Recreation and Open Space (Vol. II, p. 86)	8* Continue to promote awareness of existing open space properties and the recreational opportunities they offer to Falmouth residents.

*Note: Some of the actions apply to more than one theme and are listed accordingly. They have been highlighted with an asterisk *.*

Theme 4: Communication and Coordination

Topic	Suggested Action
Land Use (Vol. I, p. 10)	1 Request assistance with implementing the Comprehensive Plan from the Long Range Planning Advisory Committee (LPAC).
	2 Continue to participate in GPCOG, PACTS, and GPEDC committees and coordinate with Cumberland, Westbrook, Windham, and Portland on land use designations and regulatory and non-regulatory strategies, as needed.
	3 Continue to provide the Code Enforcement Officer and staff with the tools, training, and support necessary to enforce land use regulations.
	4 Assure that the Town's software upgrade allowing it to track development by type and location is complete by December 2013.
	5 Track new development by type and location on an annual basis.
	6 Review implementation progress of the Comprehensive Plan annually.
	7* Facilitate a review of the potential impact that extreme weather and rising sea levels, including storm surge, present on facilities and coastal access, and measures which may reduce those impacts.
Regional Coordination (Vol. I, p. 42)	8 Actively seek partners for future regional coordination.
	9 Develop a citizen education plan to educate Town citizens on the benefits of further regional coordination.
	10* Prepare a joint Route 1 Development Plan with the Town of Cumberland.
Housing (Vol. II, p. 37)	11* The Town should seek public input from seniors and explore the development of housing that is attractive to an age 65-and-older population, including alternative senior housing programs, such as home sharing programs, accessory apartments, adult family care homes and congregate housing, and sliding scale development.
Transportation (Vol. II, p. 41)	12* Design and implement an expanded wayfinding system to help people orient themselves and navigate through the community.
	13 Work with PACTS, MaineDOT, and GoMaine to implement a Transportation Demand Management program for Falmouth.
	14* Complete a pavement condition survey every three to five years, evaluate its findings, incorporate them into the Town's asset management software program, and update the Capital Improvement Plan (CIP) accordingly.
Public Facilities and Services (Vol. II, p. 50)	15 Request feedback from the community regarding the demand for existing Town and School facilities and share the inventory of those facilities in a more obvious place on the Town's website. Review, and improve, where possible, the informational system to educate the public about the existence of Town and School facilities and their availability for use.
	16 Create a management system for more efficient, flexible, and open use of Town and School facilities.
	17 Review Fire and Rescue operations to determine whether there are staffing challenges as time commitments for volunteers increase, and if there is a problem, develop a plan address it.

*Note: Some of the actions apply to more than one theme and are listed accordingly. They have been highlighted with an asterisk *.*

Theme 4: Communication and Coordination

Topic	Suggested Action
Fiscal Capacity (Vol. II, p. 63)	18 Prioritize long-term projects in the Plan to ensure the top ones are funded and executed within a 10-year timeframe.
	19 Leverage regionalization opportunities to help broaden fiscal flexibility by: <ul style="list-style-type: none"> • Seeking to regionalize non-priority cost-centers for the Town, • Freeing up Town resources to control mil rate increases or enable other Plan projects, and • Endorsing the goals of the Economic Development Plan to broaden the Town's tax base.
	20 Monitor the capacity to sustain or increase the current mil rate including the capacity of what taxpayers can manage and the stability and competitive aspect of the mill rate.
	21 Continue to explore alternative resources, including but not limited to non-property tax, direct-funding programs (i.e. "pay to play") as a way to help Town projects move forward if enough residents are willing to support them.
	22 Review, and amend as necessary, all financial management procedures and comply with established best management practices.
Natural Resources (Vol. II, p. 72)	23* Implement a program to educate property owners regarding non-point pollution sources, septic systems, and watersheds. (To date only a problem identification program has been developed.)
	24* Proactively, make available technical assistance/educational information to stem stormwater runoff in and around Falmouth roads and critical shoreline areas.
Recreation and Open Space (Vol. II, p. 86)	25* Continue to promote awareness of existing open space properties and the recreational opportunities they offer to Falmouth residents.
Agriculture and Forestry (Vol. II, p. 94)	26* In cooperation with the Falmouth Land Trust, initiate a dialogue with private forest lot owners how the Town can best support them and their forest properties.
Historic, Archaeological, And Cultural Resources (Vol. II, p. 103)	27 Provide a signage system and town website to guide people to, and provide information about, sites (buildings and open spaces) of significant historic and cultural value.
	28* In cooperation with the Falmouth Memorial Library, Falmouth Historical Society, Falmouth Schools, Greater Portland Landmarks, and the Maine Historic Preservation Commission and other applicable organizations, conduct educational event(s) to celebrate Falmouth's Tercentennial in 2018 and promote Falmouth's historic resources, such as participation in Historic Preservation Week.

*Note: Some of the actions apply to more than one theme and are listed accordingly. They have been highlighted with an asterisk *.*

Theme 5: Clarification of Ordinances and Process

Topic	Suggested Action
Land Use (Vol. I, p. 10)	1 Amend the Land Use Ordinances to reward development with a residential density bonus for projects that exceed ordinance requirements for quality open space, public access to open space, and bicycle/pedestrian connectivity.
	2 Amend the Land Use Ordinances by December 2014, so they contain a clear organization and clear procedures resulting in: <ul style="list-style-type: none"> • improved expectations for applicants as well as staff and volunteer boards, • a more efficient and effective permitting process, • inclusion of performance-based requirements, and • no conflicts with design guidelines (using the current re-write of the Route 1 districts as an example).
	3 Amend the land use policies of the Land Use Ordinances by using the descriptions provided in the Future Land Use Plan narrative to: <ul style="list-style-type: none"> • clearly define the desired scale, intensity, and location of future development, and • clearly define measures for natural resource protection.
	4* Amend the Land Use Ordinances to: <ul style="list-style-type: none"> • encourage compact, walkable developments in the growth area; • establish clear density standards and efficient permitting; • allow residential uses, restaurant, and neighborhood stores in the Business Professional (BP) district; and • evaluate the feasibility of tools such as Transfer of Development Rights (TDR).
	5* Evaluate and propose Land Use Ordinance amendments regarding the amount and method of required open space in the growth area of the Resource Conservation Zoning Overlay District, including corresponding maximum densities in this area.
	6 Study existing lot sizes in selected growth areas, such as The Flats, Foreside, Pleasant Hill, and Brookside, and compare the results to the existing zoning requirements in these areas. Amend the Land Use Ordinance to reduce most of the non-conformities found.
	7* Evaluate and propose Land Use Ordinance amendments regarding the amount and method of calculation of required open space in the rural area of the Resource Conservation Zoning Overlay District without impacting corresponding maximum density in that area.
	8* Update the residential growth permit calculation in the Land Use Ordinance.
	9* Amend the Land Use Ordinance to strive for a significant majority of new residential units to be built in the growth area.
	10* Develop incentives in the rural area that will aid property owners in retaining their land as an alternative to developing it and evaluate the feasibility of tools such as Transfer of Development Rights (TDR).
<i>Note: Some of the actions apply to more than one theme and are listed accordingly. They have been highlighted with an asterisk *.</i>	

Theme 5: Clarification of Ordinances and Process

Topic	Suggested Action	
	11*	Evaluate significant natural resources in rural area and amend the Land Use Ordinances as necessary.
Local Economy (Vol. II, p. 30)	12*	Create a multidisciplinary task force that will review existing ordinances for clarity from a business perspective. Prioritize, review and implement its recommendations.
Transportation (Vol. II, p. 41)	13*	Amend the land use regulations to require interconnection by new developments with surrounding bicycle and pedestrian networks.
Utilities (Vol. II, p. 56)	14*	Establish a policy along with ordinance/regulation changes that identifies if, when, where, and how Town funds will be used for, and/or developments can recoup, utility infrastructure cost, and conditions/preferences for such cost-sharing.
Natural Resources (Vol. II, p. 72)	15*	Review the Town's Zoning Ordinance to protect wetlands and make changes as necessary.
Historic, Archaeological, And Cultural Resources (Vol. II, p. 103)	16	Revise Falmouth's subdivision and site plan regulations to require that the historic and archaeological significance of areas identified by the State Historic Preservation Office as "Resource Potential Areas" be investigated as part of the development review process; and that resources be provided in the design of a project to help identify, protect, and preserve, as appropriate, any-discovered artifacts.

*Note: Some of the actions apply to more than one theme and are listed accordingly. They have been highlighted with an asterisk *.*

Plan Evaluation

As noted in the Implementation Strategy chapter, the Council is the ultimate responsible party for setting priorities for the recommended actions and assigning specific parties to execute or develop them.

The Long Range Planning Advisory Committee should be asked to assist with the implementation of the plan with oversight by the Town Council.

The committee should be asked by the Council to suggest an annual work plan for review and authorization by the Council. Such a plan should dovetail with the Council's Annual Work Plan.

From July 2011 Survey:

"Continue to ask the community what they are looking for. This survey is reflection of that. Thank you for giving the citizens a voice in the matter."

The Town should continue to provide staff support and funding, as necessary, to the committee.

The committee should report back to the Council on a regular basis the degree to which the plan, including the future land use plan strategies, has been implemented.

Periodic implementation progress reports from the committee should include:

1. The percent of new municipal infrastructure investments in designated growth areas;
2. The location and amount of new development in relation to community's designated growth and rural areas; and
3. The amount of critical natural resources and critical rural areas protected through acquisition, easements, or other measures.

If, at any time, portions of the plan and/or its implementation are deemed not effective, the committee may recommend and/or the Town Council may direct that changes to the plan be proposed, as needed.