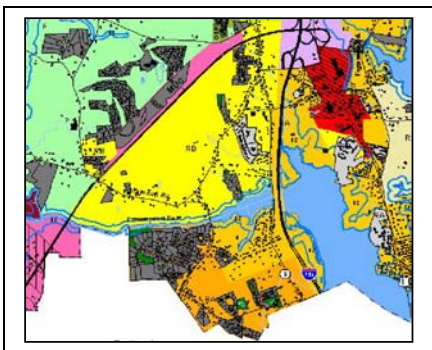


# Falmouth Corners Study

## Final Report



Presented to  
**Falmouth Town Council**

Prepared by  
**Falmouth Corners Working Group**  
**Greater Portland Council of Governments**  
**Institute for Civic Leadership**

**November 7, 2005**

## **Falmouth Corners Working Group**

Judy Adelman	Falmouth Corners resident
Willie Audet	Conservation Commission
Cathy Breen	Falmouth Corners resident
Beppie Cerf	School Board
Paul Davis	Town Council
Scott Decker	SYT Design (RTG consultant)
Monica Dominak	Resident
Ann Goggin	Town Council
Analiese Larson	PTO
Lisa Preney	Falmouth Corners Resident
Shawn Smith	MDOT
Andy Sparks	Drummond & Drummond (RTG attorney)
Matt Teare	Ocean View staff
Mark Terison	School Board
Eduard P. van Loenen	Resident
Faith Varney	Resident
Joe Wrobleski	Planning Board

## **Staff**

Maddy Adams	GPCOG
Caroline Paras	GPCOG
Neal W. Allen	GPCOG
Ellen Grant	Institute for Civic Leadership
Natalya Harkins	GPCOG
Laura Moorehead	Institute for Civic Leadership
Rick Seeley	GPCOG
David Willauer	GPCOG

# **Falmouth Corners Study Final Report**

## **Greater Portland Council of Governments**

Neal W. Allen, Executive Director  
David Willauer, Program Director  
Rick Seeley, Senior Land Use Planner  
Caroline Paras, Community Planner  
Natalya Harkins, Assistant Planner  
Maddy Adams, Support Services Director

## **Institute for Civic Leadership**

Ellen Grant, Executive Director  
Laura Moorehead, Director of  
Training and Collaborative Initiatives

**November 7, 2005**

## **Table of Contents**

<b>I.</b>	<b>Chronology</b>	<b>5</b>
<b>II.</b>	<b>Preface</b>	<b>6</b>
<b>III.</b>	<b>Introduction &amp; Methodology</b>	<b>7</b>
<b>IV.</b>	<b>Neighborhood Vision</b>	<b>10</b>
<b>V.</b>	<b>Findings and Recommendations</b>	<b>13</b>
	A. Land Use Recommendations	13
	B. Planning Process Recommendations	15
	C. Transportation & Safety Recommendations	16
	D. Planning Process Observations	18
<b>VI.</b>	<b>Regional Planning Initiatives</b>	<b>20</b>
<b>VII.</b>	<b>Falmouth Plans and Ordinances</b>	<b>27</b>
	<b>Appendices</b>	<b>34</b>
	A. Acronyms and Glossary of Terms	36
	B. Committee Rosters	38
	C. Public Forum Summaries and Agendas	39
	D. Falmouth Corners Neighborhood Petition	62
	E. Falmouth Corners Map	63

## **I. CHRONOLOGY**

- Nov 2004 RTG & Associates propose a 98-unit, age-restrictive subdivision on 93 acres in the Falmouth Corners neighborhood.
- Nov 2004 A total of 188 concerned citizens signed a petition calling for a six-month building moratorium citing concern with the changes occurring in the neighborhood and the parallel need to consider and define a long range vision for the neighborhood, as specified in the Comprehensive Plan.
- Dec 2004 The Falmouth Town Council chose not to adopt the moratorium but established a design team to facilitate a public planning process and contracted with GPCOG and ICL to conduct that process.
- Jan 2005 The Design Team recruited a representative group of stakeholders and interested citizens to serve on a Working Group to assist the consultant team and help guide the planning process.
- Apr 2005 1<sup>st</sup> Public Forum – The Planning Process and Neighborhood Vision  
2<sup>nd</sup> Public Forum – Transportation: Regional and Local Impacts
- May 2005 3<sup>rd</sup> Public Forum – Land Use
- June 2005 4<sup>th</sup> Public Forum that was to focus on current town plans and ordinances, the development of design options and policy initiatives, was cancelled due to extremely poor attendance.
- June 2005 4<sup>th</sup> Public Forum - 1<sup>st</sup> Draft Report: Preliminary Findings & Recommendations
- July 2005 Working Group, acting on the advice and input from the public at the 4<sup>th</sup> Public Forum, recommended a 5<sup>th</sup> forum to be held in September on the following:
- Current plans and ordinances
  - Development design options with trade-offs from Maine and elsewhere
  - Soliciting neighborhood feedback
- The Working Group also recommended a formal request to extend the schedule to November 1, 2005 be submitted to the Town Council.
- Aug 2005 Status Report to Town Council
- Sept 2005 Interim presentation to Falmouth Community Development Committee (CDC)  
Forum #5 – Development design options, existing plans and ordinances
- Oct 2005 Working Group reviews final Draft Report over three more meetings
- Nov 2005 Working Group and Staff submit Final Report to Town Council

## II. PREFACE

The Town of Falmouth, like so many other suburban communities in America, is struggling with the challenge of finding an acceptable balance between development and land conservation. The dynamic between these two often competing values is complex, generating at times a strong and passionate response from the advocates of each. At its core, the issues involve established rights of property ownership juxtaposed with the natural instinct of individuals to live in communities and neighborhoods that enhance quality of life aspirations. Reaching consensus on these issues is a challenging but necessary task if Falmouth, with its numerous natural, developed and human assets, is to successfully fulfill its potential as a *community* and the personal longings for a *sense of place*.

### Background

Since 1960, the population of the Town of Falmouth has grown from just under 6,000 to well over 10,000 persons with a 35% jump in the 1990–2000 decade. During that same 40-year period, population in Cumberland County increased by 83,000 or about 45% with virtually all of the growth occurring in the suburbs and small towns of the county. In parallel with this growth, the number of registered vehicles in Falmouth has gone from 5,700 in 1990 to 7,500 in 2000.

With more cars and more people living and working in the region, vehicle miles traveled per year in Cumberland County has skyrocketed from 890 million in 1960 to well over 3 *billion* today. While the City of Portland continues to serve as the primary employment center, job locations are now scattered throughout the region, generating increased traffic and congestion. Falmouth, the sleepy, semi-rural town of 50 years ago is now a significant employment center with a workforce of 5,600, up 16% in just the last four years.

The disbursed demographic growth and job location trends have followed the development of I-295 in the late 60's and early 70's. This major highway, linked as it is to the Maine Turnpike via the Falmouth Spur, has dramatically impacted commuting patterns through and around Falmouth and other neighboring communities.

### Impact & Local Response

The cumulative impact of the demographic changes and growth trends is being felt in ways large and small in the once quiet neighborhoods of Falmouth and throughout the greater Portland region.

In the Falmouth Corners Neighborhood, the residents responded to a proposed new subdivision by petitioning the Town Council for a building moratorium and the opportunity to pause, discuss and consider a *vision* for the neighborhood that is rooted on commonly-held community values. While the Council did not institute the moratorium, it supported the citizen call for a “time out” and thus set in motion the Falmouth Corners Neighborhood Planning Process. The following report sets forth a series of strategies and recommendations that evolved through that process.

### III. INTRODUCTION

#### Overview

This report was prepared by the Greater Portland Council of Governments (GPCOG) with help from the Institute for Civic Leadership (ICL), and the Falmouth Corners Working Group. Members of the public provided feedback on the first draft of this report at the June 28, 2005 Public Forum. Further revisions were made and preliminary recommendations were presented to the Town Council in August and the Community Development Committee (CDC) in September. The Working Group further refined recommendations based on input from the final forum.

#### Purpose

The Town of Falmouth contracted with GPCOG and ICL in February 2005 to help with the planning process in the Falmouth Corners neighborhood. The objectives of this planning process were:

- Establish a vision for the future of the Falmouth Corners Neighborhood that takes into account opportunities and challenges in the context of the whole town.
- A 6-month planning process that produces policy recommendations for achieving that vision.
- A community-based planning process that successfully engages Falmouth residents and other stakeholders resulting in consensus that public policy decisions regarding the future of the town are developed through a fair, open and objective decision-making environment.
- A process that will strengthen and enhance relationships throughout the community, and that may serve as a foundation or working model for effectively addressing future neighborhood and town challenges and opportunities.
- A process that will enhance the trust and understanding of the Town's elected officials and professional staff.
- A process that will provide education on relevant planning principles.

As agreed to between the Town and the consultant team of GPCOG and ICL, the work product resulting from the six month process would be a report that addresses the following:

- Current town and regional planning efforts
- Vision overview including identification of citizen and town values
- Assessment of existing ordinances and how they relate to neighborhood vision and values
- Implementation strategy

#### Impetus and Background

The impetus for the planning process was a 98-unit age-restrictive subdivision proposed by RTG & Associates in November 2004 on 93 acres off the Falmouth Road. A group of concerned citizens signed a petition<sup>1</sup> calling for a six month development moratorium.

---

<sup>1</sup> The Petition signed by 188 Falmouth residents can be found in Appendix D.

The citizen petition not only described concern with the proposed development, but did so in the context of the many changes occurring within the Falmouth Corners neighborhood, including Oceanview expansion, development around the schools and the widening of Falmouth Road.

Instead, the Council approved the recommendation of a special, *ad hoc* committee, the Design Team, to establish a facilitated, public planning process for the Falmouth Corners neighborhood. On the advice of the town's legal counsel, the Town Council chose not to adopt the six-month moratorium.

The GPCOG/ICL team was subsequently hired to work with the "Working Group" in conducting the broader planning process.



### Falmouth Corners Neighborhood

The neighborhood is sandwiched between two major interstate highways and the Presumpscot River. Interstate 295 defines the eastern border and the Maine Turnpike Spur defines the northern border. The housing is comprised of predominantly single family homes. There are also two stores, the town's two elementary schools, and a large senior housing complex. This neighborhood is zoned for residential purposes. The area along Middle and Falmouth Roads is served by

town sewer, reaching about  $\frac{1}{4}$  of the neighborhood. Town water serves the neighborhood.

### Methodology

At the December 14, 2004 Workshop of the Falmouth Town Council, the Council directed the formation of an *ad hoc* committee, referred to as the Design Team, to design a collaborative public planning process for the Falmouth Corners Neighborhood.

Subsequent to that Workshop, the Design Team, consisting of representatives of the Falmouth Corners Neighborhood, the Town's Comprehensive Planning Advisory Committee (CPAC), the Falmouth Town Council, RTG through their attorney and their design firm, the Institute for Civic Leadership (ICL) and the Greater Portland Council of Governments (GPCOG) held three meetings.

The Design Team identified key stakeholder groups, reviewed the public record to build a clearer understanding of the issues, and defined and explored contextual issues of a community planning process. A consensus emerged on how best to move forward.

The Design Team then recruited representatives of identified stakeholder groups to join the Working Group. This included the Town Council, the Planning Board, the Comprehensive Plan Advisory Committee (CPAC) and the School Board; the Working Group grew to 16 members and held regular meetings open to the public. See Appendix B for a complete roster of these committees.



The role of the Working Group was to have input in the design of the collaborative planning process and to provide various stakeholder perspectives from the Falmouth Corners neighborhood and the community at large. The Working Group agreed early on that there was a need to inform the citizenry of town planning concepts and options, and to build awareness of the various Falmouth planning initiatives already underway. Therefore, the Working Group decided to hold five public forums between March and June. See Appendix C for a dates and locations of these public forums. The Working Group met between forums to analyze public feedback provided at the forums, and to continue to provide direction and suggestions for the focus of future forums.

The Working Group was supplemented with a Communications Subcommittee that was formed to promote attendance at the various forums, and an Education Subcommittee that worked to plan the educational aspects of each forum. Throughout this 10 month process, ICL staff designed and facilitated the agendas of each of the Working Group meetings and the public forums, and helped the Communications Subcommittee with their work.<sup>2</sup>

As a preferred vision for Falmouth Corners became articulated at the forums, GPCOG researched best practices related to expressed values and interests. From this GPCOG and ICL developed policy options which were presented at subsequent public forums. Through the process, public response was repeatedly solicited.

The first forum focused on vision, the second on transportation and the third on land use. The fourth forum was designed to (1) assess current plans and ordinances in Falmouth, (2) present examples of development design options from Maine and other states, (3) evaluate trade-offs from these options (4) solicit neighborhood feedback, and (5) recognize several emerging policy initiatives, such as the compact growth study and conservation zoning.

Unfortunately, forum four, scheduled for June 4, 2005, was cancelled due to extremely low attendance attributable to a number of factors, including other major community events scheduled for that Saturday morning. At the following Working Group meeting, the Working Group recommended that consideration be given to conducting this forum in the fall, pending the outcome of the June 28, 2005 Public Forum.

At the June 28 Forum, staff presented preliminary findings and recommendations. The fourth forum on September 28 included the following elements (1) assess current plans and ordinances in Falmouth, (2) present examples of development design options from Maine and other states, (3) evaluate trade-offs from these options (4) solicit neighborhood feedback, and (5) recognize several emerging policy initiatives, such as the compact development study and conservation zoning. Participants indicated what types of development (or conservation) options they liked best. The Forum 5 Small Group Survey Instrument can be found in Appendix C.

---

<sup>2</sup> In this report, "**Residents**" refers to Falmouth Corners residents, other Falmouth residents, and landowners who participated in one or more of the five public forums, as well as Working Group members, exclusive of forum organizers. "**Working Group**" refers to members of the Working Group and may or may not reflect views of organizers and/or the general public who participated in forums.

## **IV. NEIGHBORHOOD VISION**

### **A. Vision Statement**

Residents envision a Falmouth Corners with strong “rural character” in a suburban commuter context. This rural character includes, but is not limited to, roadside woodlands and inner forests with a diversity of wildlife, small interconnected neighborhoods that allow for privacy, but are not insular, some large-lot zoning and limited multi-residential, high-density developments.

In this future neighborhood, residential development evolves toward “traditional” and conservation-conscious models that combine privacy with interconnectivity, and preserve open space and natural constraints, where appropriate. The future Falmouth Corners is interconnected, as well as connected to village center via on- and off-road paths and trails.

Residents unanimously desire that the main roads of Falmouth Corners safely accommodate pedestrians, school children and cyclists, and they urge a proactive road planning process that supports actual growth with an eye to future growth and development projections. Immediate and ongoing road planning would include alternative highway access to mitigate existing congestion at peak travel hours.

Finally, residents desire changes in the land use ordinance to allow mixed use in Falmouth Corners -- specifically, businesses run out of the home, and continued operations for existing businesses.

### **B. Defining the Vision**

#### **1. Preserving “Rural Character”**

The desire to preserve open space is tempered with the acknowledgement of the rights and interests of landowners and developers. Protecting open space includes, but is not limited to, minimizing habitat fragmentation and protecting sensitive natural resources, such as vernal pools and wetlands, high value wildlife habitat, deeryard, and scenic areas.

Residents strongly desire to preserve Falmouth Corners’ “rural character” through a more thoughtful, collaborative, inclusive and flexible approach to development that maximizes stakeholder input supports the rights of land owners and enables practical exploration of allowable options.

The expressions of support for open space preservation reflect a vision that recognizes the obligation of each generation to be responsible stewards of the land to ensure that appropriate natural areas and recreation spaces are preserved for future generations.

## 2. Preferred Development Models

People are interested in the models presented at the fifth forum. A majority of participating residents responding to a written survey at the final forum preferred the characteristics of Traditional Neighborhood Design (18 out of 21 favor); the Great American Neighborhood Design (17 out of 26 favor); Conservation Subdivision (15 out of 21 favor), and Conservation Subdivision with Density Bonus (13 out of 20 favor) over the Conventional Subdivision (15 out of 21 oppose). In other words, participants favor some of these new examples of development over what is being built today.<sup>3</sup>

Three residents stated that “Aggressive Land Conservation” and “Undeveloped Land-Kept as Open Space” should have been included as choices. By only surveying participants on suggested development types, staff left out the option of open space preservation. Generally, participants liked the characteristics of these types of development but questioned how such developments would fit in Falmouth Corners.

Safe spaces to walk and bicycle are highly desired along the main roads and as off-road paths and trails to provide interconnectivity and access to schools and the village center. Residents also said they would like more children to be able to bike and/or walk to school.

## 3. Transportation & Safety

At every forum, residents expressed strong concerns regarding: existing traffic congestion and the exacerbating effects of further development, especially multi-unit development. There were repeated references to excessive speeds on the main roads; access to the Maine Turnpike Spur; improved access to I-295; a lack of sidewalks around, but not limited to, the elementary schools; and a lack of safe cycling lanes along main roads. Residents repeatedly cited difficulties turning on and off Falmouth Road, as well as fears of being hit by speeding drivers as they cross that road to get mail.

There is a continuing debate in Falmouth (and other towns) about how wide or narrow roads should be built. Some considerations include state and local road standards, sight distance, posted speed and bicycle and pedestrian facilities.

In keeping with the preferred traditional neighborhood and interconnected community, some residents stated a desire for school children to be able to walk and bike to area schools. These same and other residents desired the ability to walk safely to the corner store and restaurant, the library and playing fields, as well as to the business district.

## 4. Planning Process

Out of several in-depth post-forum discussions, a majority of the Working Group members said that the vision for Falmouth Corners could be most efficiently and effectively served through a rethink of the planning process in Falmouth. The consensus of the WG was that the current planning process is not encouraging creative development. The WG further recognizes that its

---

<sup>3</sup> These development types are further described in the Glossary, Appendix A.

recommendations in this regard lie outside the initial mandate of the group, but they are a viable outcome of discussions the WG has had over the course of the past year's endeavors. The WG feels strongly that the ability to implement the vision for Falmouth Corners and to replicate this process successfully going forward depends on a planning process with a formal collaborative stakeholder venue to vet issues prior to public appearances before the Town.

## V. FINDINGS & RECOMMENDATIONS

### A. Land Use Recommendations

#### 1. Development Models

At the 5<sup>th</sup> Public Forum, staff presented five different development models. Participants were asked to indicate which would be the most appropriate development models for Falmouth Corners. This was a difficult exercise for the 24 people who completed the survey. Several participants also asked why only *development models* were considered and not *conservation techniques*, too.

The development models included (1) conventional subdivisions, (2) Traditional Neighborhood Design (TND), (3) Great American Neighborhood (GAN), (4) Conservation Subdivision, and (5) Conservation Subdivision with Density Bonus. To learn more about what these models mean, refer to Appendix A: Glossary of Terms.

To this list, several participants added two more options: (6) Aggressive Land Conservation and (7) Undeveloped land-keep as Open Space.

Recommendations for development models include the following:

- a. *Allow Traditional Neighborhood Design and Great American Neighborhood developments in areas where water and sewer could support them.*
- b. *Create an illustrated guide of subdivision development models such as those presented in Forum #5 to share with future developers. Ensure that members of Falmouth's planning process understand their various utilities and applications in Falmouth Corners and other neighborhoods.*

#### 2. Institutional Uses

The Town's Lunt and Plummer-Motz elementary schools are located in Falmouth Corners, which is zoned for both residential and retirement community uses. There is substantial undeveloped land remaining near these schools. The debate over how to balance residential and retirement community uses continued throughout this planning process. Both school children and seniors will benefit from living within walking distance of schools and shops.

- a. *Evaluate each of the several institutional uses that are allowed as conditional uses in the RA and RB zones within Falmouth Corners for consistency with the neighborhood vision.*
- b. *If this land is developed for retirement community uses, ensure safe pedestrian access, i.e., sidewalks, to schools.*

### 3. Development/Conservation Potential

Throughout the Falmouth Corners Planning Process, there was a regular debate about whether or not to develop a “build-out” for Falmouth Corners. A build-out is often used in planning charrettes and master planning efforts to determine future development potential assuming certain parameters. No clear consensus emerged from the WG or forums to conduct such a build-out scenario. Therefore, GPCOG developed a map that could be used as a tool for planning for future development and/or conservation efforts. The map displayed Falmouth Corners’ 1,126 acres of land, an estimated 418 acres (37%) of which could be developed or conserved; 709 acres (63%) have natural or other constraints to development (but would not necessarily preclude development). This tool could serve as a first step toward developing a “build-out” for Falmouth Corners if consensus emerges to do so. This map can be found in Appendix E.

The reason some participants did not support developing such a build-out is the focus was primarily on identifying parcels for future development and not conservation or land preservation. Most participants did agree, however, that the Town of Falmouth should adopt the Open Space Plan recently presented to the Town Council to ensure that a resource document is in place to help guide future public or private land use conservation efforts through an engaged, informed citizenry.

- a. The Town of Falmouth should provide members of the Planning Board, residents, landowners and developers with information such as natural and other constraints to development to use for neighborhood planning purposes.*
- b. The Town Council should adopt the Open Space Plan “Greening of Falmouth” and work with neighboring towns to preserve open spaces.*

### 4. Neighborhood Businesses/Pertinent Ordinances

A convenience store and restaurant operate through a grandfather provision in Falmouth Corners. Residents favor keeping these sites open to similar commercial use and also favor expanding conditional use in RA/RB zones to allow for businesses that operate out of the home, e.g., fruits and vegetables, homemade crafts, etc. Residents want to be able to walk safely to these establishments.

Falmouth Corners residents’ vision does not embrace the noise, truck traffic and other adverse impacts represented by an extractive industry.

- a. Allow neighborhood stores within the RA and RB zones in the Falmouth Corners Neighborhood.*
- b. Allow for businesses run out of the home. Specific uses and their scale should be limited in size number and spacing within the RA and/or RB zone(s) in keeping with the residents’ vision as stated in this report.*

- c. *Remove extractive industry from the list of conditional uses for Falmouth Corners' RB zone.*

## **5. Land Use Forum**

- a. *Institute an annual, town-wide Land Use Forum to present the past year's development and conservation efforts neighborhood by neighborhood and preview proposals for the coming year.*

## **B. Planning Process Recommendations**

1. Planning Process. A recurring theme for the Falmouth Working Group (WG) was the assertion that the Town's Planning Board process is not working effectively. The WG believes that the current process is creating more conflict than consensus, and the Planning Board serves more as a "Processing Board" than a *Planning* Board. Also, the current process results in developers understandably following the path of least resistance regarding project design and site development options. WG members agree that Falmouth underutilizes its wealth of planning tools and development models and consistently defaults to the most familiar solutions, e.g., cul-de-sacs. They believe that the current process minimizes creative stakeholder input and can be excruciatingly protracted, fractious and frustrating, due, in part, to decision-making participants' limited knowledge of planning tools, ordinances, etc., and an over-reliance on one staff expert.

Lacking in the process is an overarching vision for the Town that equally respects the legal rights of property owners with the enduring ethic of land conservation and public open space access. The WG believes that both values are of equal priority and that the development of such a community-wide vision will provide the needed foundation for guiding current and future land use policy decisions.

The WG notes that applicant frustration with the Planning Board process is widespread, triggered in part by the mixed and often contradictory expectations of the Planning Board, Town Council, Town Staff, Landowners and Developers.

These same WG members recommend formally modifying the process to include collaborative stakeholder participation, (i.e., an abbreviated version of the Falmouth Corners planning process.) Such a step would significantly improve efficiencies and outcomes by maximizing opportunity for consensus, isolating differences prior to public appearances, enhancing community relations at all levels, achieving a more balanced mix of conservation and development in Falmouth, better representing residents' vision for their neighborhoods, etc.

- a. *Review roles and responsibilities of Planning Office staff and Planning Board.*
- b. *Consider distinct roles for a long-term, visionary planner and an assistant planner or planning facilitator. The senior planner would work with CPAC and the Town*

*Council on long range planning and policy issues and would represent Falmouth to state and regional planning-related entities. He/she would be thoroughly versed in long-term opportunities reflecting state, regional and Town activities and implications for Falmouth neighborhoods. He/she would be current with Falmouth planning tools and their inter-relationships. The planning facilitator would be the day-to-day liaison for developers and other interested stakeholders and work on behalf of all parties to ensure that development-related issues are managed in a consistent, fair, inclusive and timely fashion. He/she would be thoroughly versed in ordinances and have enough knowledge of Falmouth's planning tools to offer suggestions and facilitate stakeholder meetings.*

- c. Develop a Planning Board Manual that articulates the development review process and the roles and responsibilities of planning participants.*
- d. Consider amending the Subdivision Ordinance to require that developers seek input from neighbors and other stakeholders<sup>4</sup> on project design prior to the pre-application presentation.*
- e. Create a Town of Falmouth Development Vision statement that articulates the rights of property owners and the value of land conservation and public open space access.*

### **C. Transportation & Safety Recommendations**

Residents voiced concerns about traffic and safety on Falmouth Corners' main roads at every public forum. Concerns ranged from ever-increasing congestion to excessive speeds to cyclist and pedestrian safety. Falmouth Road residents reported consistent speed violations, road rage, fears of crossing the road to get mail, and difficulties exiting/entering driveways at peak hours. There was consensus that community developments will exacerbate problems despite engineering reports to the contrary. Residents offered suggestions on how to improve Maine Turnpike Spur use and asked how to persuade MaineDOT, neighboring communities, and MTA to develop alternative commuter/regional access and/or routes.

- 1. Establish a Falmouth Transportation Committee to review MaineDOT and PACTS existing and proposed transportation projects and be active in the requisite planning and funding processes. The Committee would include representatives from Town Council, CPAC, Trails Committee, Conservation Committee, Transit, Planning Office and Public Works. The Committee could invite representatives from MaineDOT, PACTS and GPCOG to make presentations or explain various projects.*
  - a. Apply for PACTS funds to develop a Falmouth Transportation Plan to supplement "Comprehensive Plan 2000" with more detailed analysis of traffic and transit projections, future roadway capacities, levels of service, infrastructure improvements, and recommendations for transit service, bike and pedestrian facilities, and trails.*

---

<sup>4</sup> Other "stakeholders" may include representatives from the Conservation Commission, CPAC, the Bike/Ped/Trails Committee, etc. as appropriate.



- b. *Advocate for sidewalks along Middle Road, between Lunt and Bucknam roads and between Lunt Road and Blueberry Lane.*
- 2. *Establish a Falmouth Corners Roads Design Group to work with Town, GPCOG, MaineDOT and PACTS on increased enforcement and signage, landscaping, etc.*
  - a. *Given MaineDOT's planned (2008-09) \$2.5 million reconstruction of Falmouth Road (i.e., paved shoulders Bucknam to Merrill Road and east-side sidewalk; PWD to replace water main), work closely with MaineDOT urban arterial staff to include traffic calming measures, signage, drainage, landscaping, and connections to existing sidewalks and trail networks.*
  - b. *Continue the campaign to ensure MaineDOT funds the reconstruction in FY 2008.*
- 3. *Initiate the formation of a Corridor Coalition with Portland, Westbrook and Cumberland for the purposes of developing ways to improve regional access and travel patterns.*
- 4. *Per I-295 Corridor Study recommendations, add turning lanes and coordinate traffic signals at Bucknam Road/Route 9 intersection. Install safe pedestrian crossings.*
- 5. *To mitigate congestion at I-295 and Exit 11 (confirmed in the I-295 Corridor Study)*
  - a. *Provide written recommendations to MaineDOT regarding I-295 access, safety and traffic congestion (before the I-295 Corridor Study is completed fall 2005).*
  - b. *Limit future development adjacent to I-295 in the area proposed for future interchange improvement identified in the I-295 Corridor Study.*
  - c. *Develop a Memorandum of Understanding between MaineDOT and the Town of Falmouth to ensure how, where and when future access to I-295 can occur.*
- 6. *Whether or not Interstate-to-Turnpike Spur access is improved, Falmouth should urge MaineDOT to make improvements to Bucknam Road, such as turning Bucknam Road into three lanes with a center turning lane and widen the bridge across I-295.*
- 7. *If the Bucknam Road ramps are re-located per the I-295 Corridor Study, MaineDOT raised the possibility of building an intermodal facility adjacent to the interstate. Use the Transportation Committee to address a possible intermodal facility at Bucknam Road. Such a facility may include a railroad platform, park & ride lot and bus shelter.*
- 8. *Merrill Road Truck Traffic. Work with town officials and local businesses to find ways to reduce truck trips on Merrill Road.*

9. In keeping with its Master Plan, *the Bicycle, Pedestrian and Trail Committee should seek local, state and federal funding to complete this plan, including CMAQ, Safe Routes to Schools, Transportation Enhancement and PACTS*
10. School Transportation. For health and environmental reasons, and in keeping with the desire for traditional neighborhoods, it is important that school children have the option to safely walk and/or bike to school.
  - a. *Given the high, unpredictable cost of fuel and the construction of new roads each year, streamline bus routes and consider consolidating pick-up areas to reduce bus travel times.*
  - b. *Discourage parents from driving children to school as this is a major cause of congestion and puts children at more risk for injury than were they to ride school buses.*
  - c. *Participate in the Safe Routes to Schools program (begins Oct 2005) and consider applying for funds to re-introduce the concept of walking and bicycling to schools. U.S. DOT encourages states to take advantage of Safe Routes to Schools funding. Grants are available to propose new facilities and conduct planning to improve safe walking to school.*
  - d. *Develop neighborhood trails to encourage students to walk to school.*

#### **D. Planning Process Observations - Institute for Civic Leadership**

##### **1. Working Group**

- a. The original Design Team successfully identified various stakeholder groups and expanded stakeholder representation to form the Falmouth Corners Working Group.
- b. Many WG members were dedicated to the process and worked hard; core of dedicated, committed people.
- c. WG discussions were articulate, constructive and civil; WG members listened to diverse viewpoints.
- d. Some stakeholders joined the group with specific agendas and ultimately became committed to and participated in a collaborative process (transformational).
- e. Relationships that didn't exist before this process were formed including RTG reps and neighbors; enabled parallel process that ultimately may lead to resolution of future of that property.
- f. We should have had more clarity on the front end about how we would recruit the WG members, and how it would operate and make decisions.

- g. Too many meetings for WG members, including public forums and subgroup meetings; inconsistent attendance of members with strong interests caused our decision making to wobble at times.
- h. Some developers in the WG lacked confidence in the ability of residents – both on the WG and at the forums -- to articulate a vision for their neighborhood and to participate in a planning process.

## **2. Public Forums**

- a. We all overestimated the willingness of petitioners to participate in the planning process. Some members were disappointed in the attendance at the forums. However, GPCOG staff said Falmouth Corners forum participation was consistent with similar public outreach efforts. Public meetings are simply not always well attended.
- b. While the attendance was lower than hoped for, the quality of the forums was very strong in other ways, and they were well received by participants as reflected in the evaluations.
- c. GPCOG and ICL did not bring a Falmouth planning agenda or bias; perceived as neutral.
- d. There was some suspicion of RTG as participants in the process; community members were uncomfortable with their presence at the forums. However, the representatives of RTG serving on the WG added significant value and perspective to the dialogue.
- e. The forums were always civil; small group work enabled all community members to speak and be heard.
- f. Neighborhood relationships were initiated and enhanced through the forums.

## **3. Implications for future Neighborhood Planning**

- a. The WG could become a decision making body as opposed to serving in advisory role. This would require more complete stakeholder representation in the WG; clearer definition of WG membership roles; and better commitment on the front end to meeting attendance.
- b. Hold just a couple of public forums which would serve to keep the broader public informed of the WG process and recommendations.
- c. This process could take place on a town-wide basis as well if there was adequate neighborhood representation.

## VI. REGIONAL PLANNING INITIATIVES

Falmouth is grappling with many of the same issues as the neighboring towns of Cumberland, Freeport, North Yarmouth and Yarmouth. Each town is facing pressures on property taxes, increasing suburban development, more traffic congestion, and rising housing costs. This part of the report describes some of these other town and regional planning efforts.

### **1. Falmouth and PACTS**

The Portland Area Comprehensive Transportation Planning Committee, or PACTS, is the Metropolitan Planning Organization for Greater Portland. Falmouth is one of 15 municipalities that comprise this growing urbanized area. Most of the residential and commercial growth is occurring in the suburban towns surrounding Portland.

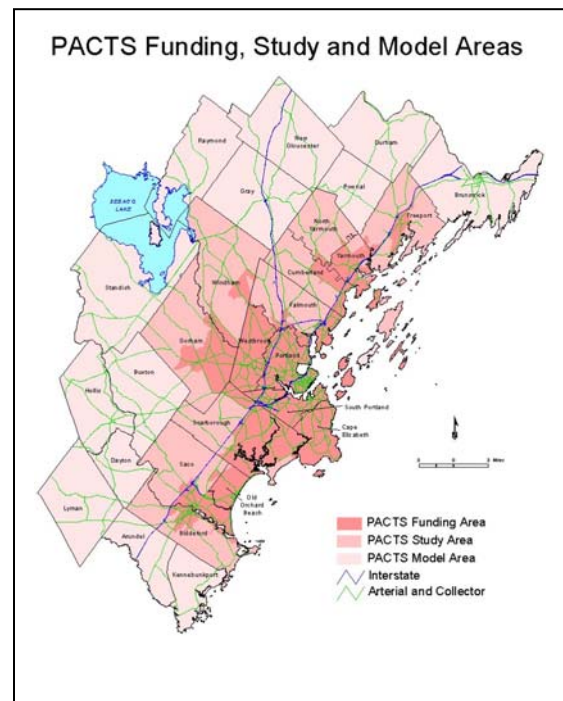
Falmouth must compete with the Cities of Portland, South Portland and Westbrook, for transportation funds. This delays the completion of projects because of the competition for funds.

### **2. Maine Turnpike Authority**

Falmouth residents frequently asked if the Maine Turnpike Authority (MTA) can provide access to Falmouth Corners via the Turnpike Spur. This is the part of the Maine Turnpike that extends from Exit 53 to I-295 just north of Exit 10. The MTA has studied this issue and concluded that access to the spur would be expensive due to the cost of moving the existing toll booth and introducing access points would have a detrimental impact on traffic capacity. However, the issue of traffic volume on both the Maine Turnpike Spur and I-295 was studied in the recent I-295 Corridor Study. Moving the barrier toll from the MTA Spur to I-295 was one of the low-cost solutions to diverting traffic from I-295 to the Maine Turnpike. Such a recommendation would have to be revenue-neutral for the MTA to consider it.<sup>5</sup> The MTA is planning to widen the Maine Turnpike between Exits 44 and 53 some time during the next 10 years. The only other new interchange planned for the MTA in the next 10 years is in Lewiston.

### **3. Passenger Rail – Portland North**

Maine DOT is working with federal agencies to explore the feasibility of extending passenger rail service from Portland to Brunswick. Future passenger rail stations are still under consideration. Potential locations include Portland, Falmouth and Yarmouth. If Exit 11 improvements are made to realign the Exit 10 Bucknam Road ramps, an intermodal facility



<sup>5</sup> Preliminary Recommendations, MaineDOT I-295 Corridor Study, October 2005.

could be constructed at that location. Such a facility could include parking, bike racks, a bus shelter and a rail platform. While Falmouth may be too close for commuters to benefit from the short trip to Portland, there may be opportunities for longer distance rail travel to points north and south.

#### **4. MaineDOT I-295 Corridor Study** (still in progress at this writing)

At this writing, MaineDOT is completing a comprehensive I-295 Corridor Study. I-295 is currently the most heavily-traveled commuter corridor in the state. Engineers are using the PACTS traffic model to project traffic volumes in 2025 and determine whether or not new capacity or interchange improvements are warranted. Table 1, below, describes several improvements to the Exit 11 Interchange ramps to improve level of service<sup>6</sup> (LOS) and access to I-295 from the Maine Turnpike Spur.

**Table 1  
I-295 Corridor Study  
New and Improved Interchanges**

<b>Strategies</b>	<b>Options</b>	<b>Description</b>	<b>Peak-Hour Transportation Impacts in 2025</b>
11	Exit 11 Maine Turnpike Spur, Falmouth		
	a	improve/replace existing ramps	can improve levels of service at ramps
	b	add/modify ramps to create full-service interchange	can improve levels of service at ramps and divert over 150 vehicles

---

<sup>6</sup> **Level of Service** (LOS) is a function of volume over capacity and measured from A-F to describe roadway conditions ranging from free-flowing (Level A) to gridlock (Level F).

Table 2 describes the peak-hour<sup>7</sup> transportation impacts of proposed commuter bus and rail options in the year 2025. According to this study, preliminary findings suggest such transportation alternatives can remove some of the vehicles from the traffic at peak hour traffic periods.

**Table 2**  
**I-295 Corridor Study**  
**Commuter Bus & Rail Options**

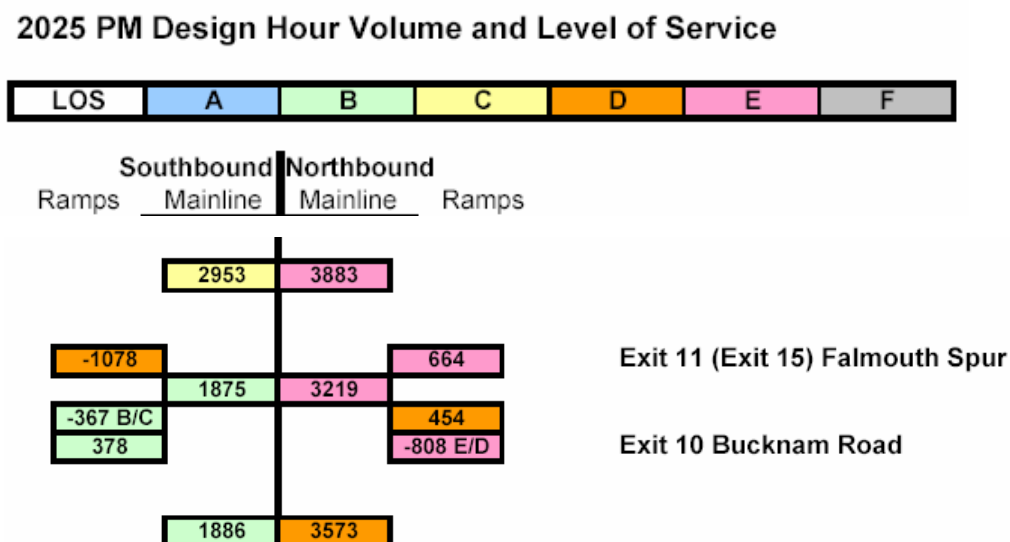
<b>Actions</b>	<b>Description</b>	<b>Peak-Hour Transportation Impacts in 2025</b>
bus	commuter bus north of Portland, with potential pickups in Brunswick, Freeport, Yarmouth, Falmouth, and Auburn	can remove 100 to 150 commuting vehicles from traffic stream
rail	commuter rail north of Portland, with potential pickups in Brunswick, Freeport, Yarmouth, Falmouth, and Auburn	can remove 150 to 250 commuting vehicles from traffic stream

During the study, MaineDOT engineers calculated the proposed level of service (A=best, F=worst) for the I-295 main line and each interchange ramp. Figure 1 below depicts LOS during the afternoon, or P.M. peak hour for Exits 10 and 11 in Falmouth. Note that engineers estimate the main line and northbound off ramps will both reach LOS E in 2025.

---

<sup>7</sup> **Peak-Hour** – the periods between 7-8 a.m. and 5-6 p.m. when commuter traffic is highest.

**Figure 1**  
**MaineDOT I-295 Corridor Study**  
**2025 PM Design Hour Volume and LOS**



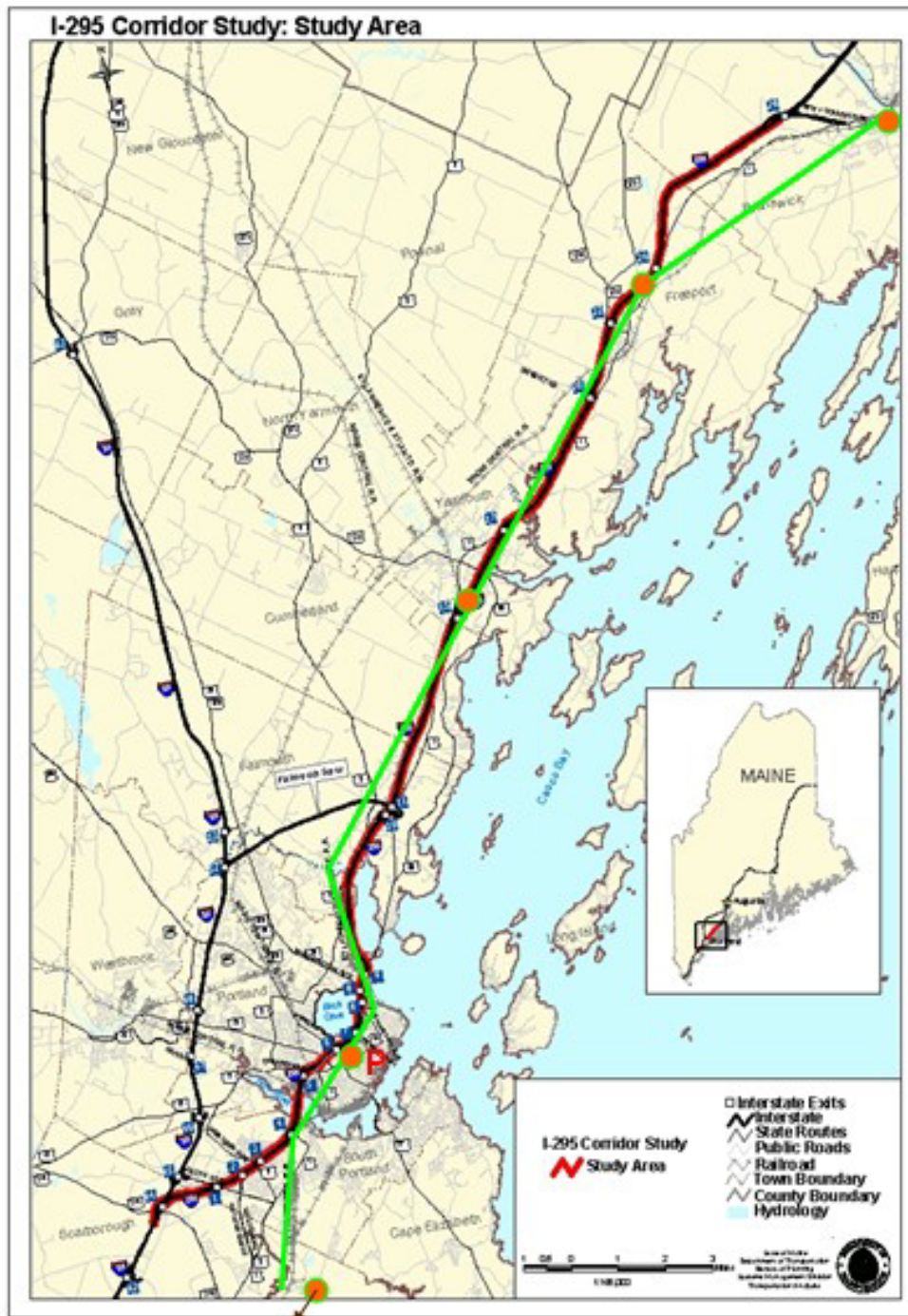
### Preliminary Recommendations<sup>8</sup> from the I-295 Corridor Study

**Potential recommendations for the corridor include:**

- Lengthening and widening on-ramps and off-ramps
- Construction of new ramps and interchanges
- Construction of auxiliary lanes
- Passenger rail and bus service expansions in the corridor
- High-tech traveler information systems
- Improvements to the Maine Turnpike in order to attract traffic from I-295
- Widening sections of the highway
- Land use development policy suggestions for consideration by municipalities

<sup>8</sup> MaineDOT I-295 Corridor Study – Preliminary Recommendations September 2005.

Figure 2: I-295 Corridor Study Area: Scarborough to Brunswick





## **5. Coastal Corridor Coalition - GPCOG**

In 2002, Falmouth participated in the formation of the Coastal Corridor Coalition. This was an effort initiated by GPCOG to study how the five coastal corridor towns including Cumberland, Falmouth, Freeport, North Yarmouth and Yarmouth could plan for future growth and transportation improvements.

These five towns have similar demographics, housing costs and employment trends. Freeport and Yarmouth have traditional village centers with a mix of residential and commercial development. Cumberland and North Yarmouth have primarily residential development. Falmouth has commercial development positioned on either end of town along Route 1 and Route 100, both near interstate interchanges.

Recommendations from the Coastal Corridor Coalition Report included the following:

### **Transportation**

- a) Work with MaineDOT, FHWA and PACTS on TSM and TDM strategies to mitigate congestion and examine Access Management opportunities in Urban Compact Zones where MaineDOT rules do not apply.
- b) Implement commuter express bus service between Brunswick and Portland with stops in the Coastal Corridor Coalition towns and ensure maximum communication and use of existing services and resources.
- c) Work with MaineDOT and PACTS on re-classification of Routes 1 and 9 sections to reflect interchange improvement.
- d) Identify a location for a future intermodal facility in Yarmouth.
- e) Work with MaineDOT to identify better interstate access at all interchanges. Interstate access continues to be the top priority for coastal towns. GPCOG suggested overlaying future interchange improvements and/or new interchanges at Falmouth (Exit 10), Cumberland (potential Exit 14), and Yarmouth (Exits 15 and 17) to ensure future interstate access as needed.

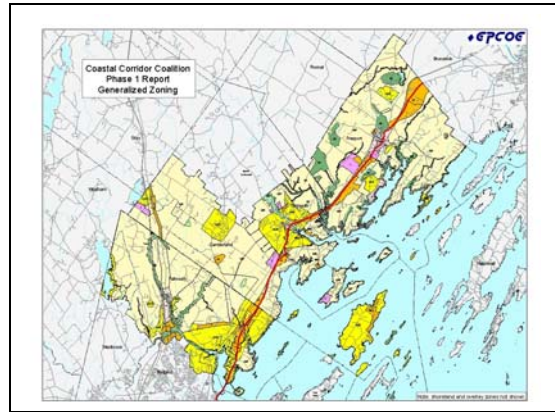


Figure 3: Coastal Corridor Generalized Zoning Map

### **Bicycle and Pedestrian Movement**

- a) Provide adequate bicycle and pedestrian facilities on major roads, encourage employers to provide on-site facilities for storing bicycles at the work site and at other key destinations, including retail centers.
- b) Consider the creation of a continuous bikeway from Freeport to Portland along Route One, and alternate parallel routes and off-road facilities as appropriate.

### **Land Use**

- a) Encourage land use policies that support compact mixed-use development patterns and promote public transit.
- b) Utilize innovative regulatory tools, such as conservation zoning and subdivision design, and cluster provisions to encourage growth in existing centers and preserve rural areas.

- c) Cooperatively plan for future public sewer and water extensions, especially at the town borders, so that anticipated impacts would be evaluated on the regional scale.
- d) Evaluate possible impact of future population and housing growth on existing land use, transportation, and public facilities utilizing GIS tools and build-out analysis.

### Housing and Economic Development

- a) Promote creation of a Regional Housing Authority to implement a regional fair-share housing allocation plan across the study area.
- b) Reinvest in village areas and work with the business community in preparation for the new rail service extension.

### Regional Cooperation

- a) Increase collaboration between municipal officials in planning for new business facilities (LNG site) to evaluate and minimize regional impacts.
- b) Coordinate regional service delivery including cooperation in the areas of fire and police protection, software or accounting platforms, GIS, budget, and benefit distribution purposes.
- c) Develop a regional Future Land Use Plan with the help from GPCOG and PACTS.<sup>9</sup>

## 6. Southern Maine Corridor Planning

MaineDOT initiated a corridor-based planning model in September 2004. The department contracted with GPCOG to develop a *Regional Transportation Assessment* and to develop a corridor priority process. This document was completed in June 2005 and copies can be found at [www.gpcog.org](http://www.gpcog.org). A total of six corridors were identified with needs and objectives by corridor. Detailed inventories of each corridor are contained in appendices. The three Cumberland County Corridors are described below:

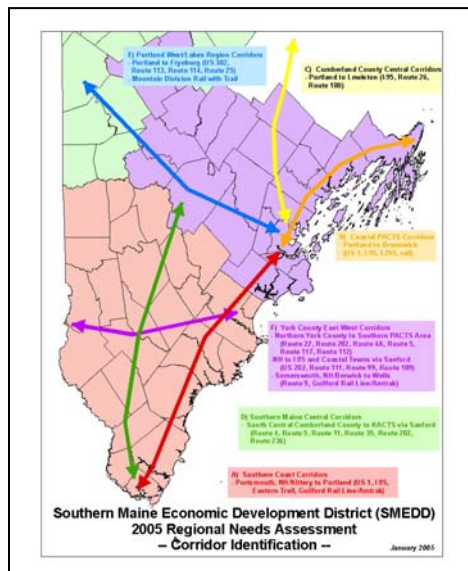


Figure 4: Southern Maine Corridors

#### A. Cumberland County Coastal Corridor

Portland to Brunswick (US Route 1, I-295, rail corridors)  
Towns: Portland, Falmouth, Cumberland, Yarmouth, North Yarmouth, Freeport, Brunswick

#### B. Cumberland County Central Corridor

Portland to Lewiston (I-95, Route 26/100) – to be implemented through the Central Corridors Coalition. Towns: Portland, Westbrook, Windham, Falmouth, Cumberland, North Yarmouth, Gray, Pownal, New Gloucester, Raymond

#### C. Lakes Region Western Corridor

Portland to Fryeburg (US Route 302, Routes 113, 114)  
Portland to New Hampshire via Gorham, Standish, Cornish, Porter (State Route 25), Mountain Division Rail with Trail  
Westbrook, Windham, Raymond, Casco, Naples, Bridgton, Harrison, Scarborough, Gorham, Standish, Frye Island, Limington, Sebago, Baldwin, Hiram, Denmark, Brownfield, Fryeburg.<sup>10</sup>

<sup>9</sup> Coastal Corridor Coalition Phase I Report GPCOG 07/04

<sup>10</sup> Southern Maine Corridors Committee - *Regional Transportation Assessment*, June 2005

## VII. FALMOUTH PLANS AND ORDINANCES

This section describes the Falmouth plans, ordinances and emerging policy initiatives.

- Comprehensive Plan 2000
- Open Space Plan
- Bike & Pedestrian Trails Master Plan
- Zoning Ordinance
- Subdivision Ordinance
- Growth Cap Ordinance

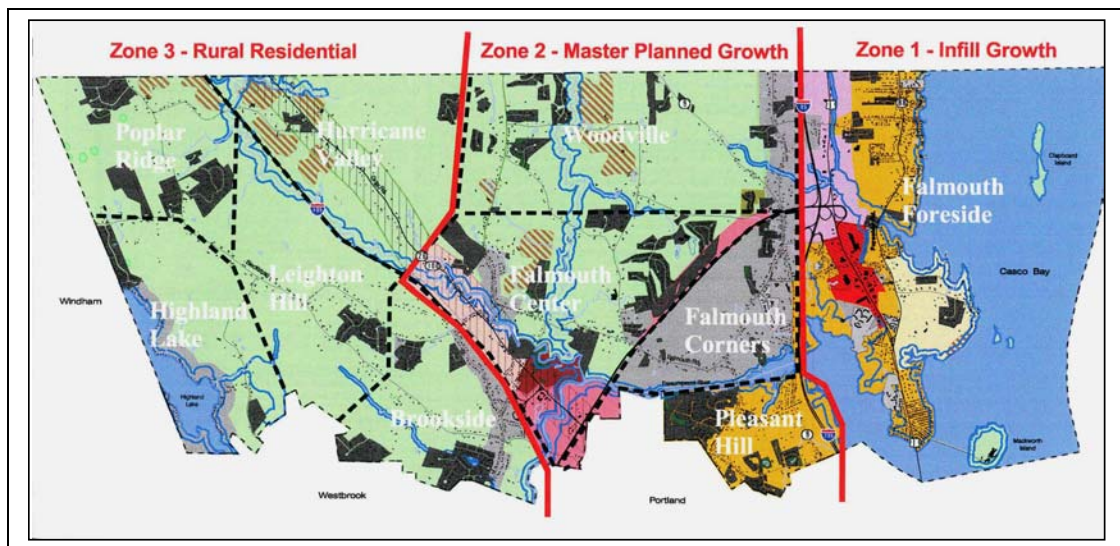
### A. Plans

#### 1. Comprehensive Plan

- Gives context to Falmouth Corners neighborhood in terms of overall development plan
- Includes Land Use Plan for the whole Town
- Calls for Residential Master Plans by neighborhood
- Includes Related Policies/Action Recommendations
- Includes inventory and analysis maps

#### A. Land Use Plan

- Includes a map dividing Falmouth into three sections and ten neighborhoods
- Implementation of the Open Space Plan
- Implementation of the Bicycle, Pedestrian & Trails Plan
- Residential Master Plans for each of these neighborhoods
- First Residential master planning to take place in the “central master planned growth zone”.



## **Falmouth Comprehensive Plan**

### **Purpose**

The Comprehensive Plan provides the community with vision and direction for future growth and development that will inevitably occur. Its overarching purpose is to reflect values and goals of the citizens in the forming of public policy, both in terms of economic development of land as well as preserving the town's special character and natural resources. These ends are frequently at odds, but they can actually be mutually supportive through creative and cooperative planning. Falmouth has successfully achieved that difficult balance in past plans, and it is the primary goal of the 2000 Plan.

### **Citizen Values & Plan Direction**

Citizen values and goals are established during the public participation process through community surveys, publications, and public forums. Although a broad spectrum of public policy issues are presented and evaluated, each plan tends to reflect the major issues of the timeframe, and an overarching policy theme usually emerges. Following the development boom of the mid-1980s, the 1988 Comprehensive Plan emphasized open space preservation and set in motion adoption of the town's open space plan and land acquisition program, including two bond issue referenda. Following the 1990-92 recession, economic development emerged as the 1994 Comprehensive Plan theme, leading to the town's development plan for former Turnpike Exit 10 and the redevelopment plan for Route 1.

### **Theme of Comprehensive Plan 2000 – Controlling Residential Growth**

During the remainder of the 1990s, Falmouth was one of the fastest growing communities in Maine, and concerns over development pressures coupled with growing citizen support for residential master planning areas following the successful commercial models of Exit 10 and Route 1. Another factor that drove the 2000 Comprehensive Plan outcome was the town's decision to submit for funding and approval of the plan by the State Planning Office. One of the major requirements of the State's Growth Management Act is the need to designate areas for growth and other areas to remain rural, with accompanying policies to divert future development from the latter to the former.

### **Process of Comprehensive Plan 2000 – Master Planning Zones & Districts**

Rather than pre-judging which areas of town were appropriate for higher housing densities and which ones would lose development rights, CPAC chose to break the town into three major planning "zones" based on common characteristics and to conduct master planning projects within each one involving citizens from the affected areas. To ensure maximum opportunity for public participation and to control project costs, the three zones were further subdivided into neighborhood districts. The goal of the proposed process was to present alternative scenarios for future build out and to help citizens of the planning areas decide the future direction for public

utility services, transportation, bicycle/pedestrian links, open space preservation, residential densities & design standards, and public facilities.

### **Town-wide Goals & Policies**

In addition to this overarching theme of residential master planning in the three different sections of town, Comprehensive Plan 2000 contains 56 recommended policies/actions in an implementation schedule to address town-wide planning goals for land use, housing, transportation, public facilities, public utilities, population, local economy, natural resources, marine resources, farm & forest uses, recreation & open space, historic & archaeological resources, fiscal capacity, and regional coordination. Although this comprehensive list covers far more topics than the town can possibly address in a five-year window between plan updates, it documents and provides policy direction for issues that come up within those topical areas. To date, fully 50 percent of the recommendations have been addressed to some extent.<sup>11</sup>

---

<sup>11</sup> Land Use Project Summaries, Falmouth Planning Department, July 2005

## **B. Falmouth Ordinances**

**During the final public forum on September 28, 2005, staff presented a summary of the Falmouth Zoning and Subdivision Ordinances as they pertain to Falmouth Corners. To see a copy of this presentation, refer to Appendix.**

### **1. Zoning Ordinance**

- Zoning says what uses are allowed and where they are allowed
- Zoning establishes allowable densities and other dimensional requirements
- Divides the Town into several zones
- Governs what types of uses are permitted in each zone
- Sets minimum lot standards

#### Zoning Districts affecting Falmouth Corners

- Residential A (RA)
- Residential B (RB)
- Business and Professional (BP)
- Shoreland Zones: Limited Residential (LR) and Resource Protection (RP)
- Permitted Uses, Minimum Lot Dimensions
- Open Space Residential District
- Resource Conservation Overlay District
- Retirement Community Overlay District
- Conditional Rezoning

### **2. Subdivision Ordinance**

- Subdivision Ordinance sets standards for open space, streets, sidewalks, utilities.
- Conventional Subdivisions
- Residential Planned Developments
- Cluster Development
- Comparative Effects on Density
- Comparative Open Space Requirements
- Utilities, Water, Wastewater
- Streets Layout
- Pedestrian and Bicycle Amenities
- Planning Board Review Process and Neighborhood Notification and Participation

### **3. Growth Cap Ordinance**

- Town wide Annual Limit of 65 Single Family Residential Building Permits
- Multiplex Residential Uses Are Exempt

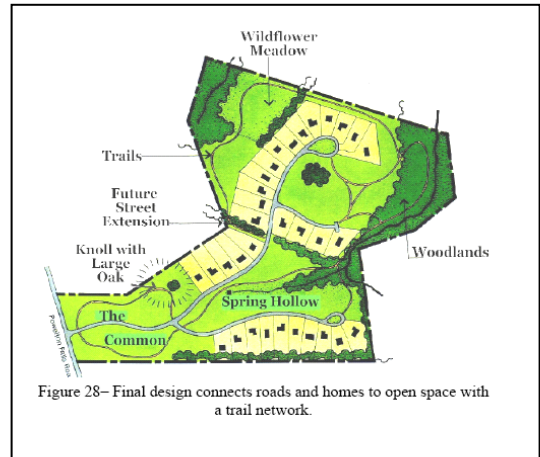


## C. Emerging Policy Initiatives

During the time that the Falmouth Corners Study was underway, Falmouth has been involved in several emerging policy initiatives. These include conservation zoning, a study of compact development, vernal pools and open space planning.

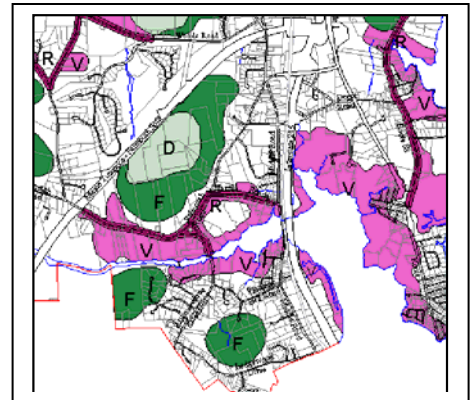
### 1. Conservation Zoning & Design

Conservation zoning and design preserves open space and protects community character while producing more attractive housing projects that increase in value over time as open space in the community diminishes. Because every project is designed with an open space system (Fig. 28), adjacent sites can be coordinated to produce a town-wide system of greenbelts for trails, wildlife corridors, and recreation as called for in the Falmouth Open Space Plan. This proposal takes the current allowances for cluster subdivisions and makes them mandatory for all developers.



### 2. Open Space Plan Update

During the residential master planning process for central Falmouth, the Comprehensive Plan Advisory Committee (CPAC) and the study participants identified several locations that would be desirable for additional land acquisition/preservation efforts, including agricultural/scenic tracts and those abutting existing preserved open spaces like Community Park. During public hearings on the draft Future Land Use Plan, residents of those areas objected to the idea of targeting individual land tracts or areas for future open space. In October of 2003, the Town Council directed CPAC to conduct a town-wide study of open space for Falmouth. The Conservation Commission had already presented a work plan containing this project, so that group assumed responsibility for the study.



### Products of the Open Space Plan Update

The report identified five major areas that need new direction and vision. To address these potential policy areas, the Open Space Committee drafted five goals and accompanying objectives and strategies:

- Goal 1. To retain and protect Falmouth's rural character and natural resources.
- Goal 2. To insure the availability of outdoor recreation.
- Goal 3. To preserve large tracts of undeveloped land that provides wildlife habitat.
- Goal 4. To provide connectivity between open space areas.
- Goal 5. To actively manage open space to benefit all citizens of Falmouth

In "*The Greening of Falmouth*" report and through study deliberations, there was a recurring theme. "The rights of the individual property owners must be respected. If Falmouth citizens want open space, they must pay for it."<sup>12</sup>

### 3. Compact Growth Study

Current planning theory and Maine's growth management laws call for communities to direct future growth to areas currently served by public utilities so that a more compact development pattern can ensue that will preserve open space and natural resources in other, more rural areas. During the residential master planning process for central Falmouth, CPAC and the study participants identified several locations where compact neighborhoods with higher density might be suitable. During public hearings on the draft Future Land Use Plan, residents of those areas objected to the idea of directing higher density development into their specific areas. In October of 2003, the Town Council directed CPAC to conduct a town-wide study of compact development options for Falmouth.

#### Results of the Compact Growth Study

In March of this year, CPAC completed the town-wide study of compact development. The intent of the study is to present the Town Council with a range of options to consider in terms of potential locations and design options for this pattern of development. In light of citizen values and goals drawn from a town-wide citizen survey, the current Comprehensive Plan, the Open Space Plan, and the Bicycle & Pedestrian Master Plan, CPAC developed and applied several screening criteria in an effort to identify potential locations in Falmouth that are both feasible and appropriate for locating compact development. The criteria were designed to locate sites that will minimize the impacts of denser development on the Town's character, roadways, neighborhoods, and natural and scenic resources. The report includes an analysis of the different types of compact development that are currently allowed in Falmouth, as well as an analysis of where the Town's zoning currently allows compact development to occur. Finally, it includes a set of seven recommendations for pursuing, evaluating, and controlling compact development:



<sup>12</sup> Open Space committee member, October 2005.



## Recommendations of the Compact Growth Study

1. Use the compact development screening criteria of the report to determine “consistency with the Comprehensive Plan” for the current compact development mechanisms of the Zoning Ordinance.
2. Consider additional forms of and locations for compact development zoning based on the screening criteria of recommendation #1.
3. Adopt a unified ordinance for compact development to deal comprehensively and specifically with the special requirements of this development form.
4. Develop and apply general and specific design guidelines for all compact developments.
5. Conduct a design workshop with stakeholders as the first step in the process of rezoning and/or approval for a compact development project.
6. Commission a study of the road network to determine carrying capacity and to identify specific limiting segments and intersections.
7. Attach a density transfer fee to all extra housing units allowed over the base zoning density to maintain overall density neutrality.<sup>13</sup>

## 4. Vernal Pools Mapping

In the spring of 2002, the Town Council authorized the Conservation Commission to do a vernal pools mapping project. Using infrared aerial photography, consultants mapped 134 vernal pools and field reviewed 33 of them as an accuracy check on the identification process. Over the next two springs, volunteers from the community working under the supervision of the Conservation Commission, Maine Audubon, and UMO researchers, did biological surveys of a majority of the mapped vernal pools to gauge their activity and relative importance. This map now serves as the official map that is used during the development review of projects, irrespective of their actual biological activity or importance.



---

<sup>13</sup> *Compact Development Study*, Thebarger & Eyerman, March 2005

# **Appendices**

## **Appendix A. Acronyms and Glossary of Terms**

## **Appendix B. Committee Rosters**

## **Appendix C. Forum Summaries & Presentations**

### **Forum # 1 April 2, 2005**

Executive Summary  
Agenda & Evaluation

### **Forum #2 April 26, 2005**

Executive Summary  
Agenda & Evaluation

### **Forum #3 May 17, 2005**

Executive Summary  
Agenda & Evaluation

### **Forum #4 June 28, 2005**

Executive Summary  
Agenda & Evaluation

### **Forum #5 September 28, 2005**

Executive Summary  
Agenda & Evaluation  
Survey Instrument: Development Examples

## **Appendix D. Falmouth Corners Neighborhood Petition**

## **Appendix E. Falmouth Corners Map**

### **Development Constraints and Parcel Data**

## Appendix A. Acronyms and Glossary of Terms

ADA	Americans with Disabilities Act
BP	Business Professional (zone)
BRT	Bus Rapid Transit
BTIP	Biennial Transportation Improvement Program (MDOT)
CDBG	Community Development Block Grants
CDC	Community Development Committee
CPAC	Comprehensive Plan Advisory Committee
DECD	Department of Economic & Community Development
DEP	Department of Environmental Protection
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
GAN	Great American Neighborhood
GIS	Geographic Information System
GPCOG	Greater Portland Council of Governments
ISTEA	Intermodal Surface Transportation Efficiency Act
ICL	Institute for Civic Leadership
ITS	Intelligent Transportation Systems
LOS	Level of Service (volume over capacity)
LRT	Light Rail Transit
MaineDOT	Maine Department of Transportation
METRO	Greater Portland Transit District (bus)
MPOs	Metropolitan Planning Organizations (PACTS, KACTS, ATRC, BACTS)
MSA	Metropolitan Statistical Area
MTA	Maine Turnpike Authority
NHS	National Highway System (Federal Funds)
NNEPRA	Northern New England Passenger Rail Authority (Contracts with Amtrak)
PACTS	Portland Area Comprehensive Transportation Study (Portland Area MPO)
RA, RB	Residential A, Residential B (Zones)
RPO	Regional Planning Organization
RTP	Regional Transportation Program (bus)
RTAC	Former Regional Transportation Advisory Committee
SAFETEA	Safe, Affordable, Flexible, Efficient, Transportation Act
SPO	State Planning Office
STIP	Statewide Transportation Improvement Program
STPA	Sensible Transportation Policy Act
STP	Surface Transportation Program (Federal Funds)
TDM	Transportation Demand Management
TSM	Transportation System Management
TE	Transportation Enhancement Program (Federal Funds)
TEA-21	Transportation Equity Act for the 21st Century
TIP	Transportation Improvement Program (PACTS)
TND	Traditional Neighborhood Design
WG	Working Group

## **GLOSSARY OF SELECTED TERMS AND DEVELOPMENT TYPES**

The following development types were presented during Forum #5. Small group participants were asked to indicate which would be appropriate for Falmouth Corners.

### **Conservation Subdivision**

Features: Allows reduced lot sizes, reduced frontages, shorter roads, conserves more open space, flexible design, higher density within the developed area of the subdivision, more options for pedestrians.

### **Conservation Subdivision with Density Bonus and open space protection**

Features: Density bonus in exchange for more open space protection. Allows reduced lot sizes, reduced frontages, shorter roads, conserves more open space, flexibility in design, higher density within the developed area of the subdivision, more options for pedestrians.

### **Conventional Subdivision**

Features: subdivision designed around house lots to fit the available land, consists of single-family detached homes, usually designed with access from one road, no common open space, “green space” is land on which house lots cannot be built, represents most subdivisions built around the country.

### **Great American Neighborhood**

Features: walkability, a civic core, neighborhood boundaries that join together two or more neighborhoods and are meeting places, protection from excessive traffic and traffic noise, human scale, a public-private continuum.

### **Traditional Neighborhood Design (TND)**

Principles: walkability, connectivity, mixed-use, diverse housing, high quality architecture and urban design, increased density, traditional neighborhood structure, sustainability, environmental quality, transit, bicycle, pedestrian access.

## Appendix B. Committee Rosters

<b>Working Group</b>	Judy Adelman	Falmouth Corners resident
	Neal W. Allen	GPCOG
	Willie Audet	Conservation Commission
	Cathy Breen	Town Council
	Beppie Cerf	School Board
	Paul Davis	Town Council
	Scott Decker	SYT Design
	Monica Dominak	Resident
	Ellen Grant	ICL
	Ann Goggin	Town Council
	Analiese Larson	PTO
	Laura Morehouse	ICL
	Lisa Preney	Falmouth Corners Resident
	Shawn Smith	MDOT
	Andy Sparks	RTG attorney
	Matt Teare	Ocean View staff
	Mark Terison	School Board
	Eduard P. van Loenen	Resident
	Faith Varney	Resident
	David Willauer	GPCOG
	Joe Wroblewski	Planning Board
<b>Design Committee</b>	Judy Adelman	Falmouth Corners resident
	Neal W. Allen	GPCOG
	Cathy Breen	Town Council
	Scott Decker	SYT Design
	Ellen Grant	ICL
	Ann Goggin	Town Council
	Laura Morehouse	ICL
	Andy Sparks	RTG attorney
<b>Communications Committee</b>	Judy Adelman, chair	Falmouth Corners resident
	Cathy Breen	Falmouth Corners resident
	Paul Davis	Town Council
	Ellen Grant	ICL
	Analiese Larson	PTO
	Lisa Preney	Falmouth Corners Resident
<b>Education Committee</b>	Neal W. Allen	GPCOG
	Willie Audet	Conservation Commission
	Beppie Cerf	School Board
	Scott Decker	SYT Design (RTG consultant)
	Ann Goggin	Town Council
	Andy Sparks	Drummond & Drummond (RTG attorney)
	Matt Teare	Ocean View staff
	Mark Terison	School Board
	Faith Varney	Resident
	Joe Wroblewski	Planning Board

## **Appendix C. Forum Summaries & Presentations**

- Forum # 1      April 2, 2005**  
Executive Summary  
Agenda & Evaluation
- Forum #2      April 26, 2005**  
Executive Summary  
Agenda & Evaluation
- Forum #3      May 17, 2005**  
Executive Summary  
Agenda & Evaluation
- Forum #4      June 28, 2005**  
Executive Summary  
Agenda & Evaluation
- Forum #5      September 28, 2005**  
Executive Summary  
Agenda & Evaluation  
Survey Instrument: Development Examples

## Forum #1: Vision & Values, April 2, 2005

## Executive Summary

The first Forum provided an overview of the proposed planning process. Staff and Working Group members invited participants to share their vision for Falmouth Corners and to indicate what they liked and disliked about the neighborhood. The goals for this first forum were as follows:

- Meet their neighbors and build relationships with members of their community.
- Openly discuss quality of life issues, including the values and long term vision of our town and of Falmouth Corners.
- Take stock of the unique characteristics of Falmouth Corners and how this area relates to the rest of the town and region.
- Determine whether and how existing town policies support or detract from the community's values and vision.
- Make policy recommendations to the Falmouth Town Council that support the community's values and vision for Falmouth Corners.

## Summary of Findings

Participants indicated they like rural character, open space, proximity to services and work, good schools and good public facilities. They did not like the traffic congestion, traffic noise and the lack of safe places to walk. The neighbors who attended said their ideal neighborhood is a quiet, closely-knit neighborhood with fewer homes and safe places to walk or ride a bike. Priority items include managing traffic/safety, well-planned, slow growth, Bike/Ped facilities and open space.

Attendance: 40 people.



**Public Forum I**  
**Saturday, April 2, 2005**  
**9 a.m. to 12 noon**  
**Falmouth Congregational Church**

**Logistics**

- Each participant will receive a packet
- We need to register the participants, with names and addresses
- We may want to film Neal's presentation to run on public access cable TV.
- The coffee pot at the church may take 45 minutes to heat up.

**Agenda**

8:30 – 9:00      Coffee

9:00 – 9:30      Welcome and Start-up

- Welcome from Paul Davis or Ann Goggin (5)
- Frame the meeting (Laura – 5)
  - Agenda
  - Process agreements
    - Go over list.
    - Be clear that this PF is about values and vision for the Neighborhood; in next forums, there will be opportunities to discuss challenges and issues.
- Overview of the Process (Neal - 15)
  - Introduce Working Group and consultants
  - Role of the consultants
  - PowerPoint presentation would include:
    - Scenes of Falmouth: start with greater Falmouth, then narrow to Falmouth Corners
    - Photos of growth impact, with a compelling question
    - Planning process overview
      - Each public forum builds on the previous forums, so we encourage people to attend as many as possible.
      - Results of the forums will be available.
    - Profile of Falmouth: demographics, transportation, open space, housing
      - Start with Greater Falmouth, then narrow to specific info about Falmouth Corners

9:30 – 10:15      Question to Townspeople (Laura - 45)

- Purpose: To gain input from neighbors and Falmouth residents about their values, wishes and interests for the Falmouth Corners neighborhood. Their input will be used to develop the vision for the FCN planning recommendations to the Town Council.
- In breakout groups (up to six people), with spokesperson, timekeeper, scribe
  - Hand out simple worksheet for each individual to complete. (with the same questions as the ones to be discussed by the group.)
  - Ask groups to discuss the question and chart their group responses
  - Plan to report out after break
  - We will be collecting the worksheets and the charts at the end of the session.



- Give them the question and the breakout rooms for each group

10:15 – 10:30 Break (15)

10:30 – 11:00 Report out of themes

[Depending on the number of groups, the report out will be handled differently. We might ask them to be additive to what has already been said, or to report out the one most compelling point the group discussed.]

11:00 – 11:45 Determine the highest priority themes

- Eliminate/combine duplicates
- Allow for some advocacy
- Prioritize to determine the top five themes (using criteria such as long-term impact, urgency, potential impact on the broadest base of stakeholders...)

11:45 – 12:00 Next Steps and Close

- Next Step: The points will be summarized, described in the next Public Forum and posted on the website. Will help shape the content and objectives of the other Public Forums.
- Remind them of the schedule
- Talk about the theme for the next public forum and reinforce that we hope they'll return to continue the discussion.
- Hand out evaluations, with a box to put them in when completed

**Falmouth Corners Public Forum I**  
**April 2, 2005**

1. Was this an effective use of your time?

1                      2                      3                      4                      5  
Not at all                      Yes, for the most part                      Definitely

2. Did you feel you could express yourself and be heard?

1                      2                      3                      4                      5  
Not at all                      Yes, for the most part                      Definitely

3. What might have improved this Public Forum?

4. Do you intend to attend some or all of the next Falmouth Corners Public Forums?

Yes \_\_\_\_\_ No \_\_\_\_\_ If no, why not? \_\_\_\_\_

Name (optional; please print): \_\_\_\_\_

Thank you for your thoughts and for attending this forum.

**Falmouth Corners Public Forum I**  
**April 2, 2005**

1. Was this an effective use of your time?

1                      2                      3                      4                      5  
Not at all                      Yes, for the most part                      Definitely

2. Did you feel you could express yourself and be heard?

1                      2                      3                      4                      5  
Not at all                      Yes, for the most part                      Definitely

3. What might have improved this Public Forum?

4. Do you intend to attend some or all of the next Falmouth Corners Public Forums?

Yes \_\_\_\_\_ No \_\_\_\_\_ If no, why not? \_\_\_\_\_

Name (optional; please print): \_\_\_\_\_

Thank you for your thoughts and for attending this forum.

### Transportation

Given the fact that most participants in Forum # 1 expressed an interest in more transportation background and information, staff presented transportation at the second forum. The presentation included a summary of long term, regional transportation issues combined with specific transportation issues in Falmouth. Regional issues included Falmouth's role with PACTS,<sup>14</sup> access to the Maine Turnpike Spur, Coastal Corridor Coalition, and the MaineDOT I-295 Corridor Study.

Local issues included increasing traffic congestion at key intersections, excessive speed on Falmouth Road, access to I-295, Falmouth Flyer Bus service, bicycle and pedestrian facilities, and sidewalk improvements.

Staff presented ideas for improved coordination with MaineDOT and the Maine Turnpike Authority, suggestions for improving enforcement and safety on Falmouth Road, traffic calming measures to force motorists to slow down, and ideas for ensuring future funding requests are acknowledged and acted upon.

Included in the presentation was a summary of transportation trends, including traffic counts, crash locations, average annual daily traffic (AADT), vehicle miles traveled, regional transportation projects, commuter travel patterns, journey-to-work data from the U.S. Census, and efforts to increase bus and rail service in the region.

Participants asked many questions pertaining to state, regional and local transportation projects and how Falmouth fit into the region. There was also a brief discussion regarding the status of the Falmouth Road reconstruction project.



During the small group sessions, participants indicated the need for wider roads, more enforcement, traffic calming measures, lower speed limits, use of the Turnpike Spur, limit truck traffic in the neighborhood, encourage public transportation, construct more sidewalks, more trails to connect neighborhoods, more signs, encourage only small developments and provide bike lanes.

Attendance: 33 people.

<sup>14</sup> PACTS – Portland Area Comprehensive Transportation Study – *the Greater Portland Metropolitan Planning Group*.

**Public Forum 2**  
**Tuesday, April 26, 2005**  
**6:00 – 9:00 p.m.**  
**Falmouth Middle School Cafetorium**

**Desired Outcomes**

- Increased understanding of town and regional planning components and decision making trade-offs related to transportation and the themes from Public Forum 1
- Community feedback about approaches
- Clarity on next steps in the process

**Agenda**

**6:00 – 6:15 Welcome and Start-up**

Welcome from Paul or Ann  
Agenda and Process Agreements

**6:15 – 7:00 Background from Public Forum 1**

Introduce Working Group members and consultants  
Role of the consultants

**GPCOG educational presentation**

20 minutes presentation, including

- Process to date
- Summary of PF1 and data from discussions

10 minutes questions

**7:00 – 8:00 Small Group Work with Residents and Stakeholders**

1. Based on the problem areas, what do you propose as solutions re:
  - a. Congestion
  - b. Speed
  - c. Bike and pedestrian facilities?
2. What are your highest priority recommendations for transportation improvements related to:
  - a. Congestion
  - b. Speed
  - c. Bike and pedestrian facilities?

**8:00 - 8:15 Break**

**8:15 – 8:45 Report out and Discussion**

**8:45 – 9:00 Next Steps and Close**

**Falmouth Corners  
Public Forum 2  
Small Group Input  
to the Falmouth Corners Neighborhood Working Group**

*I. Give individuals time to fill out their questionnaires. (10 minutes)*

*II. Please discuss, note on charts, and plan to report on the following questions. You'll need a scribe, a timekeeper and a spokesperson for the group. (45 minutes)*

- a. Based on the problem areas, what do you propose as solutions for:
  - i. Congestion
  - ii. Speed
  - iii. Bike and pedestrian facilities?

Chart the responses for each sub-section on three separate pages.

- b. What are your 2-3 highest priority recommendations for transportation improvements related to:
  - i. Congestion
  - ii. Speed
  - iii. Bike and pedestrian facilities?

Chart the responses for each sub-section at the bottom of the corresponding page from the previous question.

*2. Select a spokesperson and plan your presentation (5 minutes)*

## **Falmouth Corners Public Forum 2 Individual Input to the Working Group**

As an additional way of gathering public input to the recommendations for the Town of Falmouth, we want to hear from you personally. Please answer the following questions.

1. What neighborhood do you live in?
2. Based on the problem areas, what do you propose as solutions for:
  - a. Congestion
  - b. Speed
  - c. Bike and pedestrian facilities?
3. What are your 2-3 highest priority recommendations for transportation improvements related to:
  - a. Congestion
  - b. Speed
  - c. Bike and pedestrian facilities?

*Thank you for your contribution.*

**Falmouth Corners Public Forum 2**  
**April 26, 2005**

5. Was this an effective use of your time?

1                      2                      3                      4                      5  
Not at all                      Yes, for the most part                      Definitely

6. Did you feel you could express yourself and be heard?

1                      2                      3                      4                      5  
Not at all                      Yes, for the most part                      Definitely

7. What might have improved this Public Forum?

8. Do you intend to attend some or all of the next Falmouth Corners Public Forums?  
Yes \_\_\_\_\_ No \_\_\_\_\_ If no, why not? \_\_\_\_\_

Name (optional; please print): \_\_\_\_\_

Thank you for your thoughts and for attending this forum.

**Falmouth Corners Public Forum 2**  
**April 26, 2005**

5. Was this an effective use of your time?

1                      2                      3                      4                      5  
Not at all                      Yes, for the most part                      Definitely

6. Did you feel you could express yourself and be heard?

1                      2                      3                      4                      5  
Not at all                      Yes, for the most part                      Definitely

7. What might have improved this Public Forum?

8. Do you intend to attend some or all of the next Falmouth Corners Public Forums?  
Yes \_\_\_\_\_ No \_\_\_\_\_ If no, why not? \_\_\_\_\_

Name (optional; please print): \_\_\_\_\_

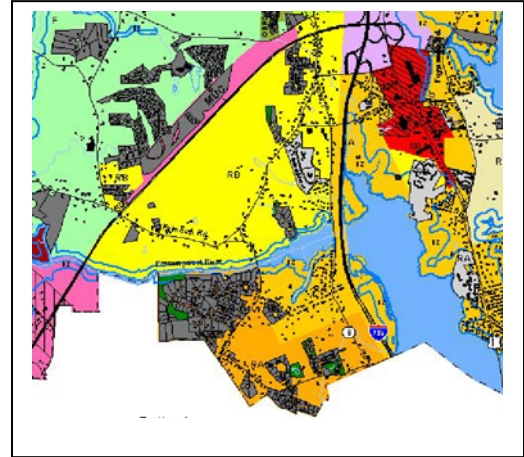
Thank you for your thoughts and for attending this forum.

## Forum #3: Land Use – May 17, 2005

## Executive Summary

### Land Use

The third Forum focused primarily on Land Use trends and issues. The presentation included examples of current land uses in Falmouth, accompanied by maps of the built and natural environment. From the Falmouth Comprehensive Plan, staff presented maps including open space, public facilities, natural resources, public water and sewer, soil types, land conservation and resources, the Resource Conservation Overlay District (RCOD), and Falmouth Zoning Maps. Staff explained some of the details in the current zoning ordinance that do not allow for small businesses such as convenience stores. Other uses, such as gravel pits, are allowed in the ordinance.



There were many questions about the types of development that may or may not be suitable for Falmouth Corners. Staff presented ideas for residential master planning, conservation zoning and different styles of development. Participants asked about preserving land not for development but open space. Some asked about the idea of a “build-out” while others did not think it should be part of this process. Other questions and issues included:

- Falmouth Flyer – where are we now?
- Lack of East/West corridor
- How to eliminate tolls on the Turnpike
- Widen Falmouth Road, purchase property
- Connectivity between neighborhoods
- Middle Road sidewalks needed
- “Greenscaping” preserving first, developing second
- One-acre zoning for Falmouth Corner?
- Tension between development and conservation
- Build out with different types of development?
- Can we start with a blank slate?
- Look at all the options
- National trends, automobile ownership/ use
- Questions about conservation zoning



Attendance: 44 people.

Due to the length of questions after the presentation, there was not enough time for small group sessions.



**Falmouth Corners  
Public Forum 3  
Tuesday, May 17, 2005  
6:00 – 9:00 p.m.  
Ocean View at Falmouth**

**Desired Outcomes**

- Increased understanding of town and regional planning components and decision making trade-offs related to land use and the themes from Public Forums 1 and 2
- Community input to the Falmouth Corners planning process
- Clarity on next steps in the process

**Agenda**

<b>6:00 – 6:15</b>	<b>Welcome and Start-up</b>
<b>6:15 – 7:45</b>	<b>Background from Public Forums 1 and 2 GPCOG educational presentation and Q&amp;A</b>
<b>7:45 – 8:00</b>	<b>BREAK</b>
<b>8:00 – 8:45</b>	<b>Small Group Work with Residents and Stakeholders</b>
<b>8:45 – 9:00</b>	<b>Next Steps and Close</b>

**To ensure the most effective forum possible, please support the following guidelines for our interactions:**

- Be concise and additive. Recognize that others want to speak as well.
- Help others enter the discussion, if they haven't yet had a chance.
- Offer your comments constructively... to the process and to each other.
- Respect that your neighbors' views may differ from yours. Listen carefully and seek to understand.
- Take advantage of this forum to get to know your neighbors.
- Respect the timeframes of the agenda.

**Falmouth Corners  
Public Forum 3  
May 17, 2005**

**Comment Card and Evaluation**

9. Was this an effective use of your time?

1                      2                      3                      4                      5  
Not at all                      Yes, for the most part                      Definitely

10. Did you feel you could express yourself and be heard?

1                      2                      3                      4                      5  
Not at all                      Yes, for the most part                      Definitely

11. What might have improved this Public Forum?

12. Do you have any additional thoughts and/or input about the topic of this forum that you'd like to share with the Working Group?

13. Do you intend to attend the next Falmouth Corners Public Forums?  
Yes \_\_\_\_\_ No \_\_\_\_\_ If no, why not?

Name (optional; please print): \_\_\_\_\_

Thank you for your thoughts and for attending this forum. Please talk about these forums with your neighbors and encourage them to attend.

**Falmouth Corners  
Public Forum 3  
Small Group Input  
to the Falmouth Corners Neighborhood Working Group**

*Ask for someone to be timekeeper for the group. Please scribe yourself, unless you have a volunteer who can be neutral. (45 minutes; finish by 8:45)*

*Please discuss the following questions and note responses to each question on separate chart pages.*

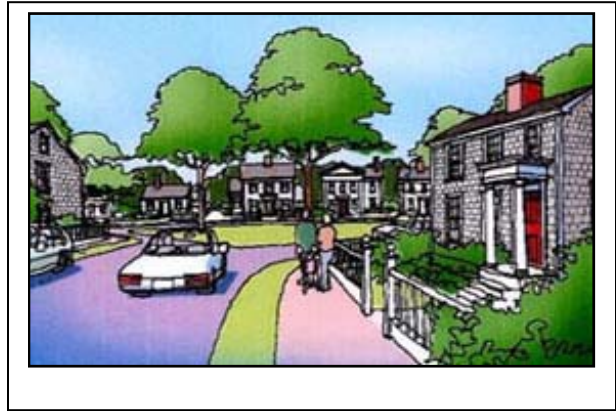
- What do you feel are the highest priorities for land use in the Falmouth Corners neighborhood?
- Where should these priorities happen in the Falmouth Corners neighborhood, taking into account the constraints and existing development?

## Forum #4 – June 28, 2005

## Executive Summary

The fourth forum focused on the vision overview and report **findings and recommendations**.

Originally, forum four was scheduled for June 4, 2005. The forum was cancelled due to extremely low attendance attributable to a number of factors, including other major community events scheduled for that Saturday morning. At the following Working Group meeting, the Working Group recommended that consideration be given to conducting this forum in the fall, pending the outcome of the June 28, 2005 Public Forum.



### Summary of Key Points, June 28 Forum

- Broad support for Fall Land Use Forum
- Need stronger recommendations
- More detail on data
- Support for corridor coalition concept
- Need more proactive approach to Maine Turnpike spur issue
- What will the neighborhood look like in 20 years?
- Stronger input from MaineDOT regarding Falmouth Road
- The report will represent a “blueprint” for where we want to go
- More innovative ideas regarding open space
- Increase dialogue with Falmouth School Department

### Preliminary Transportation Recommendations

- Request MTA present 10-year plan to Falmouth Corners residents.
- Present results of Bucknam Road Study to Falmouth residents.
- Request MaineDOT analyze crash data from Exit 10 with report.
- Work with MaineDOT on Falmouth Road design issues.

### Preliminary Land Use Recommendations

- Allow neighborhood stores within the RA, and/or RB zones
- Consider adjusting the boundaries between the BP and RA/RB zones.
- Remove extractive industry from the list of conditional uses for the RB zone.

Attendance: 38 people.

**Falmouth Corners Planning Process  
Public Forum 4  
June 4<sup>th</sup>, 9:00 – 12 noon  
Falmouth Middle School**

**Desired Outcomes**

- Understanding of available planning models for the Falmouth Corners community
- Community feedback to the models
- Further refinement and narrowing of the options
- Summary of the implications of the community's feedback on the recommendations to the Town Council
- Clarity on next steps in the process

**Agenda**

<b>6:00 – 6:15</b>	<b>Welcome and Start-up</b>
<b>6:15 – 7:15</b>	<b>Background from Previous Public Forums GPCOG Educational Presentation and Q&amp;A</b>
<b>7:15 – 7:30</b>	<b>BREAK</b>
<b>7:30 – 8:15</b>	<b>Small Group Work with Residents and Stakeholders</b>
<b>8:15 – 8:45</b>	<b>Report-outs and Discussion</b>
<b>8:45 – 9:00</b>	<b>Next Steps and Close</b>

**To ensure the most effective forum possible, please support the following guidelines for our interactions:**

- Be concise and additive. Recognize that others want to speak as well.
- Help others enter the discussion, if they haven't yet had a chance.
- Offer your comments constructively... to the process and to each other.
- Respect that your neighbors' views may differ from yours. Listen carefully and seek to understand.
- Take advantage of this forum to get to know your neighbors.
- Respect the timeframes of the agenda.

## Forum #5 – September 28, 2005 – Development Options - Executive Summary

The fifth forum was designed to (1) assess current plans and ordinances in Falmouth, (2) present examples of development design options from Maine and other states, (3) evaluate trade-offs from these options (4) solicit neighborhood feedback, and (5) recognize several emerging policy initiatives, such as the compact development study and conservation zoning.

Staff presented a variety of proposed development types, including Traditional Neighborhood Design (TND), Great American Neighborhood (GAN) and types of conservation zoning, with and without additional density bonuses. Trade-offs between these different types of development were presented and there were many questions. Staff also prepared a summary of Existing Subdivision Options for Falmouth Corners.

Staff also gave a summary of Falmouth's current zoning and subdivision ordinances, including allowable uses, set-backs, minimum lot sizes, etc.



The small group sessions were guided by a written survey of the five different development types described in the presentation. The survey instrument can be found on page 60. Some participants said there was a bias in the presentation of five development types without including “aggressive land preservation without development” and “preservation of opens space” as other options.

The survey results point to general agreement on support of Traditional Neighborhood Designs and Great

American Neighborhoods with the realization that they may not fit in Falmouth Corners. There was more discussion about how the conventional subdivisions, with cul-de-sac roads and large lots, continue to be built in Falmouth. Finally, preserving land for recreation, open space and critical habitats continued to be important themes in this forum.

Attendance: 40 people.

**Falmouth Corners Planning Process  
Public Forum 5  
September 27th, 6:00 to 9:00 p.m.  
OceanView at Falmouth**

**Desired Outcomes**

- Understanding of planning model examples from other areas
- Community feedback about the desirable models for the Falmouth Corners neighborhood
- Further refinement and narrowing of the options
- Clarity on next steps in the process

**Agenda**

**During registration, hand out:**

- ✦ The Overview, Chronology and Neighborhood Vision document (from the interim report to the Town Council)
- ✦ Agenda
- ✦ Evaluation

**6:00 – 6:15 Welcome and Start-up**

Agenda and Process Agreements

**6:15 – 7:15 Background** (Neal Allen – 5 minutes)

Introduce Working Group members and consultants

Role of the consultants

Why this public forum? (talk through chronology that brings us to the land use focus for this forum)

**GPCOG educational presentation** (David Willauer - 25 minutes)

**Q&A** (30 minutes)

Including what recommendations are already in process

**7:15 – 7:30 BREAK**

**7:30 – 8:15 Small Group Work with Residents and Stakeholders**

**8:15 – 8:45 Report Out and Discussion**

**8:45 – 9:00 Next Steps and Close**

- ✦ Hand out the Preliminary Findings and Recommendations (from the interim report to the Town Council).
- ✦ Remind them to fill out the evaluations.
- ✦ The final report will be available in advance of submitting it to the Town council on November 1. Welcome to attend the Town Council meeting and offer your comments.

**Falmouth Corners Planning Process  
Public Forum 5  
September 27<sup>th</sup>, 6 – 9 p.m.  
OceanView at Falmouth**

**Desired Outcomes**

- Understanding of planning model examples from other areas
- Community feedback about the desirable models for the Falmouth Corners neighborhood
- Further refinement and narrowing of the options
- Summary of the implications of the community's feedback on the recommendations to the Town Council
- Clarity on next steps in the process

**Agenda**

<b>6:00 – 6:15</b>	<b>Welcome and Start-up</b>
<b>6:15 – 7:15</b>	<b>Background GPCOG Educational Presentation and Q&amp;A</b>
<b>7:15 – 7:30</b>	<b>BREAK</b>
<b>7:30 – 8:15</b>	<b>Small Group Work with Residents and Stakeholders</b>
<b>8:15 – 8:45</b>	<b>Report-outs and Discussion</b>
<b>8:45 – 9:00</b>	<b>Next Steps and Close</b>

To ensure the most effective forum possible, please support the following guidelines for our interactions:

- Be concise and additive. Recognize that others want to speak as well.
- Help others enter the discussion, if they haven't yet had a chance.
- Offer your comments constructively... to the process and to each other.
- Respect that your neighbors' views may differ from yours. Listen carefully and seek to understand.
- Take advantage of this forum to get to know your neighbors.
- Respect the timeframes of the agenda.



**Falmouth Corners  
Public Forum 5  
September 27, 2005**

14. Was this forum an effective use of your time?

1	2	3	4	5
Not at all	Yes, for the most part			Definitely

15. Did you feel you could express yourself and be heard?

1	2	3	4	5
Not at all	Yes, for the most part			Definitely

16. What might have improved this Public Forum?

17. The Falmouth Corners planning process has been successful.

1	2	3	4	5
Strongly Disagree	Agree			Strongly Agree

Name (optional; please print): \_\_\_\_\_

Thank you for your thoughts and for attending this forum.

**Falmouth Corners Neighborhood  
Public Forums  
Instructions for Facilitators**

---

Help the group get started by explaining what you are going to do in the time you have together. Ask people to introduce themselves. Explain your role (to help the group get its work done and to ensure that we hear from everyone) and that you may add your thoughts at certain times in the process but will be clear about when you are doing that.

- ✖ Watch the *process* of how the group is working. Use a light touch, only intervening when necessary.
- ✖ Remind the participants about the guidelines on their agenda, whenever necessary. Keep the discussions constructive, respectful and positive.
- ✖ Also help them select the right people for the roles of scribe, timekeeper and spokesperson. If possible, select a scribe who has done this before, since it's a demanding role. Ask for a spokesperson who feels comfortable speaking to the whole forum group. Don't let anyone be forced into a role by others.
- ✖ Watch for participants dominating the conversation, and for others who may want to join the conversation, but can't get in. Invite any participants who haven't spoken yet to join the conversation.
- ✖ Help the scribe work quickly, so that the discussion is not hampered by the pace of the scribe. If necessary, you may want to restate/summarize in a headline what you hear a participant say so that the scribe can write it down.
- ✖ Above all, stay neutral about the content. For example, don't judge anyone's input (with comments like "that's a great idea." or "I don't agree with you but we'll put it on the chart anyway."). If you have an opinion, let them know that you're switching roles to be a participant in that moment. Be concise, don't dominate the discussion, and quickly go back to your facilitator's role.

**Falmouth Corners  
Public Forum 5  
Small Group Input  
to the Falmouth Corners Neighborhood Working Group**

*Individually, please complete the survey.*

*Select a timekeeper. (45 minutes; finish by 8:15)*

*As a group, do the following:*

1. Based on the examples in the survey, talk about what is desirable about the options for the Falmouth Corners neighborhood.
2. Come to agreement, if possible, on the 2-3 most desirable options. If you are unable to come to full agreement, note the areas where the group does agree.

**Forum #5 Small Group Survey**  
Falmouth Corners Planning Process  
September 27, 2005

Staff presented five different development design examples at Forum #5. In small groups, participants were asked to evaluate which development examples are the most appropriate for Falmouth Corners.

**1. Typical Subdivisions, circa 1950 to present**

Features: subdivision designed around house lots to fit the available land, consists of single-family detached homes, usually designed with access from one road, no common open space, “green space” is land on which house lots cannot be built, represents most subdivisions built around the country.

☐ Strongly Agree      ☐ Agree      ☐ Disagree      ☐ Strongly Disagree

**2. Traditional Neighborhood Design (TND)**

Principles: walkability, connectivity, mixed-use, diverse housing, high quality architecture and urban design, increased density, traditional neighborhood structure, sustainability, environmental quality, transit, bicycle, pedestrian access.

☐ Strongly Agree      ☐ Agree      ☐ Disagree      ☐ Strongly Disagree

**3. Great American Neighborhood** (coined by Evan Richart, State Planning Office)

Features: walkability, a civic core, neighborhood boundaries that join together two or more neighborhoods and are meeting places, protection from excessive traffic and traffic noise, human scale, a public-private continuum.

☐ Strongly Agree      ☐ Agree      ☐ Disagree      ☐ Strongly Disagree

**4. Conservation Subdivision**

Features: Allows reduced lot sizes, reduced frontages, shorter roads, conserves more open space, flexible design, higher density within the developed area of the subdivision, more options for pedestrians.

☐ Strongly Agree      ☐ Agree      ☐ Disagree      ☐ Strongly Disagree

**5. Conservation Subdivision with Density Bonus and open space protection**

Features: Density bonus in exchange for more open space protection. Allows reduced lot sizes, reduced frontages, shorter roads, conserves more open space, flexibility in design, higher density within the developed area of the subdivision, more options for pedestrians.

☐ Strongly Agree      ☐ Agree      ☐ Disagree      ☐ Strongly Disagree

## C. Falmouth Corners Neighborhood Petition

**The following petition was submitted to the Falmouth Town Council on November 22, 2004:**

*We, the undersigned, ask the Town Council of Falmouth, Maine to adopt and enact immediately a six-month moratorium on any new property development in the area commonly known as Falmouth Corners. We also request the Town of Falmouth support in undertaking a comprehensive, collaborative planning process that includes all stakeholders of Falmouth Corners. The expansion of Oceanview, the proposed widening of Falmouth Road and the possible development of a 96-acre parcel in our neighborhood constitute major changes in this area. Before any more growth occurs, we want to slow down, learn, discuss and work together on a sustainable, long-range vision of our neighborhood that considers open space, wildlife habitat, traffic (pedestrian and auto), noise, infrastructure, the senior living community, the two elementary schools and the various families of the area.*

*Respectfully submitted on November 22, 2004.*

Residents from the following Falmouth streets signed the petition:

Falmouth Road	41
Middle Road	19
Merrill Road	14
Blueberry Lane	10
Bucknam Road	10
Falmouth Ridges	10
Ledgewood Drive	8
Foreside Road	8
Lunt Road	5
All others	[each less than 5]
<b>Total on Petition</b>	<b>188</b>

## Appendix E: Development Constraints and Parcel Data

