



Municipal Capacity Chapter

Comprehensive Plan Inventory & Analysis

November 3, 2009

Planning Board of York, Maine

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ENACTMENT BY THE LEGISLATIVE BODY

Date of Town vote to enact this Chapter of the Comprehensive Plan: _____.

Certified by the Town Clerk: _____ **on** _____.
(signature) (date)

MUNICIPAL CAPACITY

A. INTRODUCTION

This chapter is a portion of the Inventory and Analysis section of the York Comprehensive Plan. Its purpose is to provide information about government land, facilities and services in York, with particular focus on those of the Town, and concludes with an assessment of the ability of the Town to accommodate growth and development. Because the existence of other governmental entities affects the Town's need to provide services (public water, public sewer, and public housing, among others), these are briefly touched on simply to show why the Town does not provide these services.

The text of this Chapter is organized into five sections: 1) Town land and facilities; 2) other government facilities; 3) non-government land and facilities; 4) municipal services; and 5) municipal capacity to accommodate growth and development. This chapter also includes 2 (22" by 34") maps. These large maps supplement the text. A complete citation, with map title and date, is provided in the corresponding section of the text.

This Chapter is an important component of the growth management system by which the Town plans its capital expenditures. Each year the voters make decisions about funding capital projects. Each capital project is voted by a line item in the Town's annual budget. Voters also vote annually on a Capital Plan, which is a five-year schedule of projects. The projects approved for funding should be consistent with the Capital Plan. In turn, the Capital Program should be consistent with the Capital Investment Plan section of the Comprehensive Plan (a component of the Policy Chapter), which should, in turn, be consistent with the information contained in this Chapter. Ideally, all capital projects should be developed far in advance and should only be funded as they work their way through the 5-year timeline within the Capital Program. This would ensure the Town's large capital expenditures are well planned years in advance, and would provide long advance notice to the public about major expenditures on the horizon. In practice this ideal approach has not been followed, and it is hoped that this chapter will facilitate an improved process.

Comprehensive Plans in Maine must comply with the legal requirements of state law, specifically Title 30-A §4326. The law establishes that land use policy must be based on information and analysis, and accordingly the law establishes that comprehensive plans must contain an Inventory and Analysis section. This Chapter is one part of the Inventory and Analysis section of the York Comprehensive Plan. This Chapter, and others prepared in recent years, marks a change in format for the Plan. The Inventory and Analysis section is being converted to a series of technical reports on individual subjects (population,

housing, land use, natural resources, etc.). Each is complete as a stand-alone report on its specific subject, but taken as a set they comprise the complete Inventory and Analysis section. This new format should encourage the Town to keep the Plan up to date, and should increase public access to information contained in the Inventory and Analysis. During the transition from a single Inventory and Analysis section to a series of single-subject reports, some degree of overlap of content and information is expected. For purposes of interpretation, the most current document shall supersede any earlier version or chapter of the Inventory and Analysis section. When the entire set of Inventory and Analysis chapters is adopted, the 1999 Inventory and Analysis section of the York Comprehensive Plan can be repealed.

B. TOWN LAND, EASEMENTS AND FACILITIES

Local government is the primary provider of government services. For purposes of this Chapter, no distinction is made between the school and non-school functions as these are simply divisions within local government, so “Town” refers to all aspects of York’s local government. This section of the text provides a compilation of the Town’s property interests and facilities.

The map entitled, “Government Lands and Facilities, York Comprehensive Plan, Inventory and Analysis, Municipal Capacity Chapter, November 3, 2009,” is hereby incorporated into this document by reference. This map includes some facilities which are technically not public, but which function as public facilities, such as the York Public Library.

1. Town-Owned Land

The Town owns approximately 115 individual parcels of land at the time of writing. Those over an acre in size are shown on the Government Lands and Facilities Map.

Many of the Town-owned parcels are associated with Town facilities (each of the schools, the police and fire stations, the Bog Road athletic fields, etc.). Some, however, are not associated with any facilities (the old Town Farm, Wheeler Trust lands, etc.). In addition, some parcels are owned by the Town because of delinquency of tax payments. Because the Town’s traditional policy has been to attempt to return tax-acquired properties to their prior owners, not all Town-owned parcels shown on the Government Land and Facilities Map will remain in public ownership in the short term.

2. Town-Held Easements

The Town holds easements for a multitude of purposes. At least three are conservation lands associated with cluster developments (Phillips Farm Subdivision, White Pine Subdivision and Bayberry Subdivision). Others relate to drainage systems, improving road layouts, and public works maintenance. The total number of Town-held easements is unknown. It

would be reasonable to expect there are at least several hundred easements. At this time there is no central listing or inventory of Town-held easements. The Town is undertaking efforts to identify and catalog Town-held easements as of Spring 2009, and should continue the necessary effort to complete this inventory to the greatest extent possible. Research is currently being conducted of Town archives easements accepted at Town Meetings. This work should result in a compilation of easements by Town Meeting date of acceptance, article number, location of the easement, type/purpose of easement (road, drainage, conservation, etc.), and any corresponding documentation available. This data will eventually be referenced in the Comprehensive Plan, and compiled into a map for reference. This inventory will also need to be distributed, including the Department of Public Works, the Town Clerk, and recorded at the York County Registry of Deeds if appropriate.

3. Preservation Interests

Another mechanism for the Town to hold certain rights in a property is through a preservation interest. This is a mechanism to help ensure protection of historic and/or archeological values of a property. The Town holds a preservation interest in at least one property, the Brixham Grange Hall located at 435 Cider Hill Road. Additional information about preservation interests can be found in the State statutes (see Title 33 §1551 - §1555).

4. Town Facilities

a. TOWN HALL (186 York Street)

This facility was originally constructed in 1811 as the York County Courthouse. In addition to a Courthouse, and a Town Hall, it has also functioned as a gymnasium, and as a host to local dances. It is 11,963 gross square feet in area. At the time of writing, the Town Hall houses the Town Manager's office, the Finance Department, the Community Development Department, the Assessing Department, and the Town Clerk and Tax Collectors Department. A new Town Hall was proposed for construction on Town land in York Village in 2007 and 2008, but did not gain approval by the voters at the General Referendum. The current building lacks adequate office, meeting, and public record space.

b. SUPERINTENDENT'S OFFICE (469 US Route 1)

The current School Department Administrative building, at 469 US Route 1, was first rented in 2000. The School Department secured an initial five year lease, with an option to purchase the building. Within a year and a half the building was purchased with a higher than anticipated balance of revolving state funds for \$800,000. At

this time it houses the entire administrative staff of the Superintendent's Office. It sits on a three acre parcel. The building is approximately 7000 square feet in size, though some of this area is rented as private, commercial office space. After years of inadequate space for their office needs, the School Department is currently well housed for their administrative needs.

c. POLICE STATION, SENIOR CENTER & WELFARE OFFICE (36 Main Street)

This facility was originally a four room school house – York Beach Elementary School, constructed in 1901. The addition that encompasses the Senior Center and the General Assistance Office was constructed in the 1950s. The original portion of the building currently houses the Police Department.

The current building size for all three of these uses is approximately 12,000 square feet, with the Police Department itself occupying approximately 6,000 square feet. The school was occupied as a police station in 1980, and was intended to be a temporary location only.

The current facilities are severely inadequate to meet the needs of the Police Department. Deficiencies include a lack of adequate parking, handicap accessibility, numerous fire safety code violations, heating and insulation needs, and insufficient space for the number of employees, offices and equipment. Finally, safety issues caused by roof/gutter problems resulted in numerous worker compensation filings in 2008. The building does not meet ADA requirements.

d. YORK BEACH FIRE STATION (18 Railroad Avenue)

The land the York Beach Fire Station sits on was deeded to the York Beach Fire Department in 1890. The facility was originally constructed 1917, and has always been used by the Fire Department, but in the past also served as space for the police, and as a community center, which has included a roller rink, basketball court, and a movie theater. Upon the consolidation of the York Beach Village Corporation and the Town in 1977, the entire facility was designated for the Fire Department. There was an addition to the building in 1965 to house two fire trucks, and another in 1985 to house another two trucks. In 2002 the apartment in the fire house where two on-call firefighters stay was remodeled. Currently the facilities for the York Beach Fire Department are adequate for staff and equipment.

- e. **YORK VILLAGE FIRE STATION (1 Firehouse Drive)**

This facility was originally constructed in 1979, replacing a wooden building that previously occupied the property. There was also a building in the rear of the current station that collapsed from snow weight. That has never been replaced. This has resulted in a great deal of equipment parked outdoors and subject to weather and corrosion, accelerated loss of very costly equipment, and greater maintenance costs. Some of the Village Fire Station equipment is 25 years old or older, some of which has been refurbished, but much is in need of replacement.
- f. **PUBLIC WORKS COMPLEX (CHASES POND ROAD)**

The facility on Chases Pond Road serves as the administrative headquarters for the Department of Public Works, as well has housing much of the department's equipment. It is approximately 5,000 square feet in size. The nature of this department, much like the Fire Departments, requires large storage space. Much of the DPW equipment is parked outdoors year-round, leading to increased maintenance costs, and accelerated corrosion of large pieces of equipment.
- g. **PUBLIC WORKS BARN (14 ROGERS ROAD)**

The Public Works Barn on Rogers Road was built in 1975 and provides an additional 2,200 square feet of work and storage space for the department. It includes a workshop for creating signs, storage for parking meters, maintenance areas, and houses a sidewalk and roadway sweeper.
- h. **RECYCLING AND COMPOSTING FACILITY (65 WITCHTROT ROAD)**

The Department of Public Work has a recycling and composting center where recycling bins are stored and universal waste disposal is carried out. This facility, with outbuildings of approximately 2,800 square feet, provides additional department storage.
- i. **GRANT HOUSE**

The Parks and Recreation Department offices are located in the Grant House at Goodrich Park. This facility has very limited meeting space, and no programming space. Recreation programs are offered at school facilities, athletic fields, and in rented space in the Landmark Plaza on Route One in Kittery. Vehicles are stored at this facility, and the barn is used as both a workshop and for storage.

Grant House was originally a private home, donated along with the land that comprises Goodrich Park, to the Town in the early 1970's.

The donation consists of the house itself and an accompanying 35 acres. It has served as a meeting space for Town boards and committees, though most of this activity no longer takes place since the construction of the York Public Library meeting spaces. It has also served as a function center, rented out for events, prior to occupation by the Parks and Recreation Department. The current proposal for a new Town Hall would include space for Parks and Recreation, freeing up Grant House for other, originally intended uses.

j. PARKS AND RECREATION FACILITIES

1. Bog Road Fields
2. Mckee Skate Park
3. Strawberry Island
4. Goodrich Park
5. Sohier Park and Sohier Park Gift Shop
6. Ellis Park
7. Moulton Park
8. Hartley Mason Reserve
9. Mount Agamenticus and Mount A Lodge
10. Long Sands Beach and Long Sands Bath House
11. Harbor Beach and Harbor Beach Bath House
12. Cape Neddick Beach
13. Wheeler Trust Lands
14. Town Farm

k. TOWN DOCKS

There are two town docks in York Harbor. Both are located on Harris Island Road. Town Dock #1 is generally for commercial fishermen, and Town Dock #2 generally for recreational boaters, though there is some crossover between the two. Town Dock #1 and Town Dock #2 both allow short-term berthing spaces for recreational and commercial boats. Parking is extremely limited for both facilities.

As private property changes hands in York Harbor, informal arrangements between commercial fishermen and private land owners allowing fishermen to use dock space often disappear. This has been increased pressure for commercial fishing space at the Town docks as private arrangements for fishermen have dwindled. There has also been a loss of Marine related businesses on the York River that has contributed to there being more intensive utilization of Town docks. In addition to the two public docks, there is a recently acquired piece of waterfront land adjacent to Town Dock #1 that provides waterfront access for kayakers and other small crafts.

Hancock Wharf, owned by Old York Historical Society and located off Lindsay Road, recently was awarded funding by the Land for Maine's Future Board to improve the site, and secure it for commercial fishing access. Used in the 1700's as a commercial wharf for sailing vessels, and later for lobstering, the funding allows for the retention of the historic use of this property. The wharf will provide 3 commercial lobster boats loading and unloading capacity, gear and bait storage, parking and access to fuel.

The Sewall's Bridge Dock, is a privately held resource reserved for commercial fishing. Other public boat access to the York River includes a launch at Scotland Bridge, suitable for canoes, kayaks, and small trailered boats.

I. **SCHOOLS**

The York School Department comprises two elementary schools, a middle school, and a high school, serving approximately 2,100 students, as well as offering adult and other community educational programming.

1. **Village Elementary School (124 York Street)**

The Village elementary School was expanded in 1974, and currently serves students in grades K-2. One of two buildings on the site was destroyed by a fire in 1974. There was a renovation that included an addition in 1991.

2. **Coastal Ridge Elementary School (1 Coastal Ridge Drive)**

Coastal Ridge Elementary School serves students in grades 2-4. The building was constructed in 1991. The Town approved a bond for both the renovation of the Village Elementary School and the construction of the Coastal Ridge Elementary School in that year.

3. **York Middle School (30 Organug Road)**

York Middle School serves students in grades 5-8, and has capacity for 800 students. The building held the High School until the current high school was constructed in 1977. The building was constructed in 1905, renovated in 1930, and expanded to include a gymnasium in 1951. There was a 105,000 square feet addition built in 2001.

4. **York High School (1 Robert Stevens Drive)**

York High School serves students in grades 9-12, and has capacity for 800 students. The school was built in 1977, and

remodeled in 1999 to include two new wings, comprised of an additional 30,000 square feet. A 10,900 square foot instructional music space was approved in the May 2008 General Referendum.

Both the Middle School and the High School have ample capacity for current student enrollment, having had additions based on population projections from the 1980s and early 1990s, when York saw heavy population growth. As a result space for students is not a limiting factor for the York School District for the foreseeable future, though academic, arts, and athletic programming all continue to present budget needs.

C. OTHER GOVERNMENT LAND AND FACILITIES

Property owned or controlled by other branches of government can have an impact on the needs of the community and on the ability of the Town to respond to local needs. The following is an inventory of lands and facilities of government entities other than the Town. No attempt has been made to identify easements held by these other branches of government.

1. York Water District

The York Water District owns a significant portion of the land in the Chases Pond and Welch's Pond watersheds, along with several other parcels outside the watersheds and many easements. Chases Pond provides over two million gallons of water to the Town every day. The Water District's treatment plant is located below the outfall of Chases Pond, and their administrative offices are located on Woodbridge Road in York Village. The District also maintains water storage tanks at York Heights and Simpson Hill, and has ownership of the road ascending Mt. Agamenticus, which the Parks and Recreation Department maintains.

2. Kittery Water District

The Kittery Water District owns a significant portion of land in the Folly Pond, Middle Pond, Boulter Pond and Bell Marsh Reservoir watersheds. Their treatment plant is located just below Boulter Pond. Their administrative offices are located in Kittery.

3. York Sewer District

The treatment facility and administrative offices of the York Sewer District are located on Bay Haven Road, near the mouth of the Cape Neddick River. The District also owns several small properties within its service area which are used for ancillary facilities.

4. **York Housing Authority**

The York Housing Authority owns two properties in York. The first is Yorkshire Commons property, with 32 elderly housing units. The second is the Village Woods property, with 104 units of elderly housing.

5. **Town of Ogunquit**

The Town of Ogunquit owns a parcel of land on Clay Hill Road, and it maintains municipal athletic facilities (ball field, tennis courts, basketball court) on that property for the use of Ogunquit residents.

6. **State**

The state government owns land and several facilities in York. Most state facilities are associated with the Maine Turnpike, but there is also a District Courthouse on Chases Pond Road and a Department of Transportation maintenance barn on Route One north of Tall Pines Lane.

7. **Federal**

The federal government's only holdings in York are the lands along Brave Boat Harbor which are part of the Rachel Carson National Wildlife Refuge.

D. NON-GOVERNMENT LAND AND FACILITIES

1. **York Land Trust**

The York Land Trust, a non-profit organization, is included here for the fact that they provide valuable public resources in Town. They work to obtain, manage and permanently protect land for conservation and recreation, as well as to preserve and encourage working waterfront, forest, and agricultural lands. They provide stewardship at this time for 36 individual properties representing, approximately 1500 acres, in the form of conservation easements, subdivision easements, and fee owned land. Below is a listing of fee-owned lands held by the York Land Trust, many offering public access:

- **Cole Land**
A 6-acre parcel of forestland and wetlands surrounded by other conservation land.
- **First Parish**
17-acres of salt marsh in the upper reaches of the York River set aside for habitat protection of shoreland birds and other species.
- **Goodwin Land**
22-acre parcel of forest and wetland in York and South Berwick near the Great Swamp and other preserved lands.
- **Henderson Land**
12-acre wooded lot where the Josias River meets the Muddy Brook in Cape Neddick.

- Hilton-Winn Kings Grant Conservation Area
185-acres of forest, fields, wetland and 1,000 feet of river frontage on the Ogunquit River, located in spanning the York/Ogunquit Town lines.
- **Josiah Norton Preserve**
250-acres of rolling wooded uplands with granite outcroppings and valuable wetlands.
- **Kobzik Land**
6-acre parcel of woodland.
- **Lake Caroline Land**
Two parcels of woodland and wetlands on Lake Caroline in Cape Neddick.
- **Littlefield Land**
7-acre parcel of forestland with the dramatic “Otter Hole” pond.
- **McGrath Land**
10 acres of forest off Josiah Norton Road with public access.
- **Smelt Brook Conservation Area**
20-acres of upland forest and grassy salt marsh along the Smelt Brook tributary to the York River
- **McIntire Highlands Preserve**
296-acre preserve containing forestland with old growth timber, streams and wetlands.
- **Salfeety Land**
7-acres of forest and frontage on the Josias River on Clay Hill Road in Cape Neddick.

E. TOWN SERVICES

1. Town Administration

a. TOWN MANAGER

The Town Manager is ultimately responsible for the delivery of all Town services. The Town Manager also assists the Board of Selectmen with their functions as developers of Town policy. The Town Manager is a crucial contact for the public, who often seek out this office to express their concerns about town policy and administration.

b. TOWN CLERK/TAX COLLECTOR

The Town Clerk’s office is the business office of the Town. It provides auto registrations and municipal licenses, receives phone and in-person inquiries, and payment of tax bills. The Town Clerk is also responsible for overseeing elections, which entails distributing and receiving absentee ballots, responsibility for polling places, and voter registration. It also has a primary archival role, keeping vital

statistics such as records of births, deaths, and marriages, as well as Town voting records and Town Board and Committee records from the 1600s to the present. It is a tremendous resource for genealogical research, as well as for Town political, budget, and zoning history.

Currently the lack of sufficient space in Town Hall affects this department in several important ways. The Town Clerk often deals with the public on sensitive subjects, without a venue that offers privacy. Examples include those coming to speak about difficulty in paying their taxes, and those making inquiries into marriage, divorce, and birth records. Ballots cannot be stored securely; ballot boxes, including uncast ballots, are not currently locked at night. There was once a door separating this office within the building that could be locked, and that was removed to allow for overflow lines at the Clerk windows. Its archival function is also compromised, in that archives, many hundreds of years old, require more space for proper storage, as well as a climate controlled environment for their preservation. The vault in which Town archives are locked is not fireproofed.

c. ASSESSING

This office annually assesses values of all real property in Town, land, buildings, and other improvements, determining their fair market value and consequently what property owners will pay on taxes. Throughout the year, property sales, divisions, and improvements are updated, including the creation of new easements. The office provides pertinent mapping services to the public, as needed, and maintains public records for daily public access. Though this data is requested in person, assessing data is largely accessed online, through the Town's online mapping service which connects to a voluminous amount of parcel-based records.

The Assessor periodically offers educational opportunities on property assessment through York High School Adult Education programs.

The services offered by this department are affected by space constraints, like much of the work carried out in Town Hall. No more than two additional people can meet in the Assessor's office at one time, and space for public records is cramped. Growth of the Town will increase this need, as record space diminishes, and population grows.

d. FINANCE

The Finance Department encompasses Human Resources, and a Technology Coordinator. The Department is responsible for Town accounting services, and works closely with the Budget Committee.

The Department's Technology Coordinator's responsibilities include support for pc's, servers, website maintenance, installations of new software and updates, researching new technology related products and services, and managing an extensive catalog of electronically scanned documents. The Technology Coordinator also oversees the use of the local access television station. The Technology Coordinator's role in overseeing internet and television venues, as well as electronic record management, makes this position and this department integral to providing access to information to the public, and creating transparency in the public process. The use of television and the internet is an area that can be expected to expand to meet changing demand and always-changing technologies.

e. COMMUNITY DEVELOPMENT

The Community Development Department is an important daily point of contact with the public. The Community Development Department encompasses code enforcement, planning, and geographic information systems (GIS), as well as independent community development activities which include engaging people in the governance of their community. The department deals with land use, building construction, development and conservation issues facing York and the region.

The Code Enforcement element of Community Development manages both short and long term problems and projects. Code Enforcement has daily responsibilities such as issuing permits and answering questions during scheduled walk-in hours at Town Hall, inspecting development projects for compliance with building and safety codes, responding to code violations as they arise, from deck construction to wetland encroachments. Code Enforcement also includes a Shoreland Resource Officer, who works on long term projects such as water quality testing, as well as day to day shoreland and wetland violations.

The Department also encompasses Geographic Information Systems (GIS) services. The GIS Manager created and manages the Internet Mapping Site, available to the public, which incorporates a wide range of geographic information, including parcels, roads, zoning layers, topography, aerial photos, buildings, and more. The geographic information is linked to assessing data, and scanned public records for each property. The GIS Manager also undertakes analyses and map production on an ongoing basis for all departments in Town.

The Planning component of Community Development spans has several primary areas. The Town Planner gives technical advice and recommendations on Site Plan and Subdivision applications to the Planning Board, as well as, in collaboration with the Planning Board, drafting zoning ordinances and Comprehensive Plan amendments. The Town Planner also meets with prospective applicants, and the interested public to discuss applications to the Planning Board. In addition, the Planner works with Subcommittees formed by the Planning Board, and serves as a contact for other issues from Historic Preservation to trail development.

Some major challenges facing the Community Development Department are to anticipate the needs of the community as it moves towards buildout. While buildout, even considering the many variables involved, is not expected to occur for several decades at the least, making this a critical time for planning in the Town. It is a critical window for the location, patterns, and character of development in York, as well as for the ecological health of the Town. Conservation of land, such as the Town's support for the recent acquisition of the Highland Farm property leave recreational and scenic legacies, but also contribute to the health of the York River, and the integrity of the landscape corridor from the York River to Mt. Agamenticus. Community Development is engaged in projects to anticipate and understand what buildout for York will entail. The GIS Manager is leading a detailed watershed analysis that has implications for conservation, water quality, and development policies. The results of the study may lead to zoning changes to protect water bodies at particular risk, for instance. This is a multi-year project, the eventual length of which is dependent on available funding; analysis of the Cape Neddick River watershed should be complete in Summer of 2009.

f. GENERAL ASSISTANCE

General Assistance is housed in the Senior Center, where its director is also the Senior Center Director of Operations. The function of this office is to offer some financial assistance for those in need, as well as information and education on issues such as locating domestic violence shelters, affordable housing information, and offering heating cost assistance in winter.

The housing of this office in the Senior Center, where there is no designated, private space for General Assistance, presents challenges in the areas of confidentiality and safety, as well as offering insufficient space for meetings that sometimes involve entire families.

g. HARBOR MASTER

The Harbor Master, and two Assistant Harbor Masters, police the variety of uses of York and Cape Neddick Harbors, including commercial fishermen, kayakers, and other recreational boaters. The Harbor Master's monitors the condition of piers and docks, parking in the vicinity of docks, and maintaining clear and safe navigation of York Harbor.

Town Dock #1, constructed in the 1950s, is in need of replacement and is currently a safety concern.

The Harbor Master works with the Harbor Board, and is actively involved in trying to retain space for York's current and future commercial fishermen. York's commercial fishing boats include two draggers (where once there were five) one small trawler, and boats of 12-15 year-round lobstermen and approximately 15 part-time lobstermen.

2. Emergency Services

a. POLICE

The York Police Department provides patrol coverage, investigative services, juvenile services, and prosecutorial support. The department is committed to the concept of community policing. The department offers over 27 programs to the community including McGruff, Drug Education, School programs at all levels, Senior Citizen Programs, Safety Programs and Course teaching. They also receive inquiries on a wide range of topics not explicitly part of their responsibilities, reflecting their role as a community resource.

Like the emergency response provided by the Fire Departments and ambulance services, there is a seasonal component to the demands on and services of the York Police Department, since not only does the number of residents double in summer, but the number of day visitors swells dramatically. The department employs full time officers, part-time reserve officers, an administrative staff, and hires temporary summer officers to address additional seasonal needs. The summer officers patrol on foot and on bicycle. Though the number varies from year to year, 2010 will see the return of eight seasonal officers.

b. FIRE DEPARTMENTS

Since the 1977 consolidation of the York Beach Village Corporation with the Town, there have been two autonomous Town fire

departments, York Village Fire Department and York Beach Fire Department. The two departments have different areas of coverage, different facilities, and different staff, while offering the same services. Though they collaborate on some issues, like purchases that insure standardization of key equipment, and both will have to grapple with growth and development demands on their services in the coming years, the two departments also face different challenges. The York Beach Fire Department currently is adequately equipped, in terms of vehicles and equipment, storage for equipment, and staffing. York Village Fire Department is currently in need of investments in each of these areas. The number of paid staff has not changed since 1985, while the number of calls has increased significantly during that time, increasing each year by 5-10 percent. In contrast, the Beach Fire Department copes with a different dynamic of its areas of coverage being subject to greater seasonal population fluctuations than the Village.

Both Fire Chiefs affirmed that development in Town is a challenge not particularly hinged to total population growth, as much as the patterns of new growth. As new development encroaches into our rural, low density areas, response time increases, as well as the frequency responders have to travel longer distances. This new development, for the most part taking place west of Interstate 95, lacks the infrastructure of the Town's Growth Area, such as water mains and hydrants, increasing fire safety risk in those areas. Both Fire Departments see the eventual need of substations west of Interstate 95. There has not yet been an investigation into what substations would cost, or what would be an appropriate threshold to establish that need, and therefore no capital planning.

Emergency services include fire suppression services, emergency medical services, water rescue, response to vehicle accidents, smoke alarm and carbon monoxide detector checks for commercial buildings, public assistance for telephone pole problems, as well as checking for hazardous environments in confined spaces with fire service sniffer dogs. The fire departments also provide fire prevention education in the community, including in the schools. Due to its proximity to the beach, and the attendant crowds in summer, York Beach Fire Station also receives direct requests for medical assistance, with people in need walking or being brought in.

c. AMBULANCE

York Ambulance Association service is administratively and fiscally separate from the Fire Departments, operating as a self-contained

organization. The Fire Department collaborates with York Ambulance in medical services to stabilize injured persons, while York Ambulance provides transportation to the hospital. Though the York Ambulance Association was funded by the Town of York for \$40,000/year beginning in 2007, they still rely primarily on donations and user fees. Begun in 1972, it is staffed by 3 paramedics and 14 EMTs. In addition to the ambulances used by the York Ambulance Association, an EMS Bike, staffed by an EMT or a paramedic, patrols the Town on weekends, holidays and special events. Housed in the village, York Ambulance Association provides service for the entire Town. York Ambulance Service also relies on mutual aid services from American Medical Response in Kittery and the Ogunquit Fire Department.

d. DISPATCH

Dispatch receives all 911 emergency calls for the Town of York, 24 hours a day, of the York Police Department. York also provides 911 emergency dispatch calls for surrounding communities, including Ogunquit, Kittery, Eliot, Berwick and South Berwick, providing PSAP (Public Safety Answering Point) services. In addition to 911 calls, the Town receives fire and medical rescue calls for Ogunquit. Adding additional Towns may require adding more dispatchers, which would be ultimately limited by space constraints at the Police Department. Like many aspects of the Town, dispatch services are significantly affected by resident and visitor population fluxes throughout the year.

e. EMERGENCY MANAGEMENT

The Chief of Police is the Director of Emergency Management for the Town. The Town has plans for local events, as well as those that address county and federal requirements. M.R.S.A. Title 37 §781-834 details emergency management requirements for the state and municipalities. The Town's Comprehensive Community Emergency Plan is the state required emergency plan. It identifies hazards and vulnerabilities, identifies key personnel and local resources and public and private infrastructure, and makes recommendations for prevention. In addition to this critical document, there are traffic incident and evacuation plans, hazard mitigation plans, Water District emergency plans, and Homeland Security plans, each addressing specific emergency areas.

3. Public Works

a. ROADS

The Department of Public Works maintains much of the Town's infrastructure, including sidewalk, street, and drainage repair. Specific policies related to road services include patching of potholes, plowing/snow removal of streets, sidewalks, and parking lots, production, installation, and repair of street signs. Pavement markings, such as those indicating lane divisions and turn lanes are also under the Department of Public Works jurisdiction.

The department also offers maintenance of town roads and right of ways through such services as the trimming of trees, mowing, herbiciding and maintenance of road shoulders, litter pick-up, repair of sidewalks, brush clearing, and shoulder work. The department is responsible for the care of all trees in rights of way, including the removal of dangerous and diseased trees, tree planting, tree spraying, tree trimming, and brush removal. Included in this is maintenance of Town facilities that are not roadways for vehicular traffic, such as the wiggly bridge, the Cliff Walk and Fisherman's Walk, and the causeway to Steedman Woods. Finally, the department is responsible for parking meter installation, removal, and maintenance.

As asphalt costs have increased, the department has not met its projected paving and road maintenance goals in recent years. The road network will cost more to maintain long term if not maintained year by year, and so the Town is accruing greater future costs as they fall behind on this need. A 2003 study by the private firm Vanesse Hanglin, Brustlin, Inc. (VHB), estimated that 1.1 million dollars would need to be allocated annually for road maintenance needs. The 2003 study needs to be reevaluated to adjust budget needs to rising asphalt costs. Since 2003 there has been \$450,000- \$600,000 per year allocated, creating an increasingly large maintenance gap.

b. WASTE

The Department of Public Works is responsible for curbside waste collection and recycling, as well as the operation and maintenance of the Town's recycling facility. It also hosts an annual hazardous waste collection day, a tire collection day, and maintains a recycling facility where residents can deliver large items not collected curbside. In addition, the department runs a public awareness program in the need for recycling, and is responsible for contracting dumpster service for other town departments, including Town Hall

and the Grant House. The department also offers engineering support services such as monitoring of water quality near landfills.

c. STORMWATER

It is the responsibility of the Department of Public Works to maintain the Town's catch basins, storm drains, culverts, and minor spans for the collection of stormwater. Activities include cleaning catch basins, roadside ditches, and culverts. The department also performs maintenance of stream channels, maintenance of flood control facilities, and culverts.

The department holds many drainage easements, more than are currently accounted for. Researching a consolidated record of these easements is a daunting but necessary task for the future, and would help the Town deliver and track its stormwater and drainage related services. The Town has a prescriptive right to cross these easements to facilitate drainage and repairs. The department also will hold temporary easements for the length of specific projects.

As development increases the Town's stormwater needs have increased, both in terms of the amount of people and property subject to harm, and in the effect of increased impervious surface on natural drainage patterns. Increasing development coupled with changes in weather patterns have resulted in severe storms in recent years, a pattern that is likely to continue. These conditions have all increased the responsibilities and needs of the Department of Public Works.

The Town commissioned a Stormwater Management Study in 2006 from the engineering firm Edwards and Kelcey. That study's estimates for advised structural and non-structural responses to the Town's stormwater needs are approximately \$36,000,000, not encompassing all of Town, and not including ongoing maintenance needs. Many of the recommendations of the study can be addressed in development policies going forward, some of which are already reflected in recent revisions to the Zoning Ordinance and Site Plan & Subdivision Regulations, but much of it will require significant investment. Some of these needs can be supplemented by outside sources, and these options should be sought whenever possible. For instance, downtown York Beach has recently received federal funds for a drainage improvement project.

The effects of population growth and development will largely depend on what form that growth takes. Patterns of development more than total population growth is the critical factor in anticipating

Public Works needs, and by extension the Town's critical ability to respond to drainage needs. Development that follows footprint of existing road and drainage infrastructure will be less expensive to the Town than new development outside of that infrastructure, even considering the challenges and requirements of our current road network.

d. ENGINEERING SUPPORT AND ENVIRONMENTAL COMPLIANCE

The department is responsible for the design and/or review of plans for town road construction, drainage, and bridge replacement projects, as well as construction supervision, inspection, and administration of all public works projects. In addition, the department is responsible for environmental compliance and related activities such as landfill monitoring. All highway opening and utility location permits requested by contractors or utilities are provided by the department. Public Works implements drainage and traffic master plans for the Town, performs survey and land acquisition functions, and reviews subdivision and construction plans. The Director of Public Works, in conjunction with the Town Planner, review site plans proposed by private developers, for traffic safety and impact

4. Education

a. SCHOOLS

The York School Department provides public education for York students in grades Kindergarten-12. The Superintendent's office is responsible for overall direction of curricular, financial and administrative functions of the York schools, employing 360 employees, and administering a budget of 24 million dollars. The School Superintendent is evaluated by the School Committee. The School Department employs a Curriculum Coordinator to align curriculums across the four schools. This position has been in place for the past eight years to insure consistency among the schools, particularly when transitioning from one to another. Students leaving elementary school for middle school can be certain that their curriculum is building off of groundwork laid in earlier grades. A coherent K-12 curriculum requires coordination among department heads, principals, and faculty. Another critical position guiding the delivery of services is the Technology Director. The Technology Director is concerned with technology integrated into the school facilities and curriculum. In addition to K-12 education, adult education courses are offered at the middle and high school. The School Department also offers co-curricular and extra-curricular programming. Co-curricular

activities, offered in every grade, include cultural and academic activities outside of the standard, required curriculum, such as Theater productions. Extra-curricular activities refers to athletics, and are offered in the middle and high schools. Many students participate in extra-curricular activities.

School property serves various community needs, such as large meeting space at the middle school, and summer and off-hour recreational uses of grounds and buildings.

b. TRANSPORTATION

Transportation services are fulfilled through contracted bus services. Transportation is administered through the Superintendent's Office. York School Department is below state budget averages in this area, largely due to the department securing a fixed price on a three year contract that has insulated York from increases in costs for diesel fuel and labor. This contract will eventually be renegotiated, and will surely reflect cost increases.

Voters have been supportive of needed new buildings, renovations, additions, and parking needs of the School Department.

Challenges to maintaining the delivery of services rests more in the funding and planning for the delivery of effective programming than in physical space needs at this time.

5. Parks and Recreation

The activities and responsibilities of the Parks and Recreation Department intersect with various other realms of town government and service delivery. The department name indicates its split focus between maintaining parks and recreation property, and its role in programming activities within and beyond those properties. As the Department of Public Works has moved toward a focus on the Town's road network, Parks and Recreation has moved into maintenance activities, including water quality testing at the beaches in the summer, and maintenance of public buildings, as well as of beaches, school grounds, and athletic fields.

a. SCHOOL DEPARTMENT

Parks and Recreation has a long relationship with the York School Department. In recent years, school buildings and grounds have been treated as also belonging to the community at large for recreational and educational needs when school is not in session, including weekends, evenings, and holidays. Parks and Recreation not only provides the off-hour recreational programming, but also maintains the exterior of buildings and the school grounds, including some plowing.

b. EASEMENTS

The access road to the top of Mount Agamenticus is owned by the York Water District, but maintained by the Parks and Recreation Department. There is a lease between the Water District and Parks and Recreation outlining the terms of the maintenance and access agreement. There are also easements, acquired from private property owners, held for all access points to Long Sands Beach to allow for maintenance needs.

c. MT. AGEMENTICUS

Parks and Recreation is engaged with other state, local and non-profit organizations working together on a conservation plan for the future Mount Agamenticus, as part of the Mount Agamenticus Steering Committee. Parks and Recreation is interested in recreation via the extensive trail network, and the lodge at the summit which they currently maintain. The York Water District and the Town are also specifically concerned with water quality as impacted by the environmental health of the mountain.

Parks and Recreation also manages the leases and easements for the wireless communication towers at the summit. Currently there are five towers, and pressure for more.

d. REVENUE SOURCES

Parks and Recreation's budget is met by a combination of tax revenue and user fees. While maintenance of public buildings, grounds, and beaches are budget items, Goodrich Park, Sohier Park, Hartley Mason park all generate their own revenue. Sohier Park, for instance, has a gift shop whose purchases go towards park maintenance. As user impacts and associated costs of maintenance increase, striving to maintain a creative, entrepreneurial approach to funding, and allowing for public access to these public places will be a delicate balance. Cape Neddick Light Station is of tremendous interest to visitors, and at the same time costs a tremendous amount to maintain the buildings. It is a site of revenue generating potential, and yet there would be costs and safety concerns associated with transporting and monitoring the public there, as well as impact on the historic site to be considered with the change of allowed uses. Mt. Agamenticus is increasingly heavily visited, raising questions of whether there should be a parking fee. This would generate needed revenue as well as perhaps lower the impact to the area, yet at the same time it would inhibit what is now a wonderful publicly accessible natural area.

e. ADDITIONAL RECREATIONAL SPACE

As the Town grows, the need for further indoor recreational space will increase. The schools currently provide space for indoor programs, but scheduling around the school calendar proves difficult. There is currently no Town pool.

Five years ago the Town bought two parcels of land on Bog Road for athletic fields to allow for future recreational needs. Woodlot Alternatives did a feasibility study for the property, and though currently in use as a playground and athletic fields, what indoor facilities will be there is still uncertain. Though an excellent acquisition, increasing the Town's recreational capacity for the future, that section of Bog Road is not currently paved. If trips increase significantly, as they can be expected to with additional facilities constructed there, the current road will not be to Town standards to accommodate the additional traffic.

6. Senior Center

Located in the section of the building that also houses the Police Department, General Assistance is also located at the Senior Center. Like many facilities in Town, the Senior Center faces space constraints, but manages to deliver a host of services, such as in-town transportation, meals, and public services in the form of medical, social, and recreational needs of York's senior citizens. Events include field trips to cultural events such as plays in Boston, in-house Tai Chi classes, crafts, speakers, and many activities and uses on a day-to-day basis. The Senior Center includes office space, a kitchen, dining room, computers, and a large activity room. As the population of York changes and ages it is anticipated that the services and facilities required will need to adapt, as well.

7. Boards and Committees

The role of citizen Boards and Committees in the governance of the Town of York cannot be understated. Below is a list of the Boards, Commissions and Committees recognized by the Town of York Home Rule Charter. In addition to these, other sub-committees are formed and appointed to work on specific topics, such as parking, re-zoning of York Beach, as needed. With the exception of the Voter Registration Board, which is appointed by a process outlined in the Town Charter, below is a list Town Boards and Committees divided by Selectmen appointment or election.

BOARD/COMMISSION WITH MEMBERS APPOINTED BY BOARD OF SELECTMEN:

- Appeals Board
- Assessment Review Board
- Cable TV Regulatory Commission
- Conservation Commission
- Harbor Board
- Parks & Recreation Board

- Planning Board
- Senior Citizens Advisory Board
- Shellfish Conservation Commission
- York Housing Authority

BOARD OR COMMISSION WITH ELECTED MEMBERS:

- Board of Selectmen
- Budget Committee
- School Committee

8. Cemeteries

There are 220 identified cemeteries and family burial grounds in York. The Town does not own or manage any of them. The information is provided in this Chapter because municipalities often have some responsibilities for cemeteries.

a. INVENTORY

There are 220 identified cemeteries in York. The vast majority of these are small family plots scattered throughout Town. A map of these is included in the Historic and Archeological Resources Chapter of the Comprehensive Plan.

b. VETERANS' GRAVES

The Town is required by M.R.S.A. Title 13 §1101 to undertake basic maintenance at of the graves of veterans of the Revolutionary War and other conflicts. This requirement was imposed on the Town in 1999, and the municipal response is still being developed.

The Planning Department took responsibility for initial identification of all veterans' graves. The actual research was completed by members of the American Legion and Veterans of Foreign Wars. Compilation of historical records was not a simple task, but the current estimate that American veterans buried in 61 cemeteries and burial grounds in York. The map entitled, "Veteran Cemeteries and Memorials, York Comprehensive Plan, Inventory and Analysis, Municipal Capacity Chapter, November 3, 2009," is hereby incorporated into this document by reference. An interactive mapping system on the Town's Web page has been developed by the Planning Department to allow the public to identify cemeteries and burial grounds with veterans' graves, and to perform basic searches of the data by the veterans' names, rank, and conflict.

Responsibility for maintenance of veterans' graves has been assigned to the Parks and Recreation Department because it is similar to many of their other property maintenance responsibilities. The Department, working again with volunteers from the American

Legion and Veterans of Foreign Wars, has prioritized the maintenance needs and will systematically address maintenance.

c. AVAILABLE CAPACITY

The only active cemetery is that of the First Parish Church in York Village. The Church is located on a large property, roughly 100 acres in area. The First Parish Cemetery has recently been expanded and the Cemetery is expected to have adequate capacity for the coming few decades. At this time there is no immediate need for a public cemetery, nor has there been any public discussion about creating one. At some time in the future it may make sense to secure land for a public cemetery.

F. MUNICIPAL CAPACITY

1. Critical Limits and Gaps in Land, Facilities and Services

The majority of departments queried for this inventory indicated that delivered services to the Town very well, but were hamper serious facility, space, or equipment needs. As the Town grows these needs will become more pressing. There are needs specific to Departments, and needs specific to municipal facilities – as Town buildings hold multiple departments, future Town buildings are likely going to be designed to accommodate a different combination than the current arrangements. Therefore, it is worthwhile summarizing recurring issues raised by the Departments, as well as known facility needs. The two departments that did not identify a pressing need for facility expansion or improvement were the York Beach Fire Department, and the School Department, each having had significant investments in recent years. Facility needs are detailed in the following section below.

A lack of adequate space cuts across the reports of numerous departments, and several municipal buildings. The lack of privacy to deal with sometimes sensitive matters with members of the public affects the Community Development Department, Assessing, the Town Clerk's office, General Assistance, the Village Fire Department, and the Police Department. A lack of adequate or appropriate space affects the storage and maintenance of public records for the Town, which spans meeting minutes, tax records, applications to Boards and Committees, assessing data, and all that the Departments housed in Town Hall are required to maintain as a matter of public record. At a basic level, municipal facilities such as Town Hall and the Police Station will

not have room to seat additional staff if more staff is required as the Town grows in population and sees further development.

Facility needs in Town have accessibility and safety implications, as well. Current municipal buildings do not meet the Americans with Disability Act (ADA) standards that new buildings would be required to meet. These requirements include but are not limited to ramps and elevators for those unable to climb stairs, and door widths to accommodate accommodate wheelchairs, for instance. In cases such as injuries caused by roof and gutter problems at the York Police Department in recent years, the issue is highlighted whether to invest in expensive improvements of existing buildings that will still not result in buildings adequate to the Town's current and future needs, or to appropriate and approve resources for new facilities.

Existing conditions also highlight the issue of inefficiency. The Police Department, for instance, is in need of heating and insulation improvements that drive utility costs upwards. The Department of Public Works and the Village Fire Department both store equipment out of doors, decreasing their life span, increasing maintenance costs, and impacting their reliability in emergency response, plowing, and paving. Investing in enclosures for the storage of equipment for both of these departments would be a more efficient use of these resources.

The Town's plethora of currently unrecorded easements presents a gap in the public record with administrative implications. It is the goal of the Town to record all future road, drainage, and conversation easements, and recreate a record of prior easements to the greatest extent possible. Work is underway to compile a database of previously accepted easements in 2009.

2. Desirable Improvements and Investments

- a. **Drainage/Short Sands Drainage Project.** The Stormwater Management Plan Report completed in 2006 by Edwards and Kelcey estimated needed stormwater management improvements upwards of thirty million dollars in York Beach. Though all of these improvements clearly cannot be tackled in a short time, the Town is investing in drainage and infrastructure projects in York Beach, including a drainage project in the Short Sands Beach area. This project largely enabled by a FEMA grant, with matching funds from the Town, for a total cost of approximately 1.7 million dollars. The project will focus on a new pipe system with greater capacity for discharging stormwater, reducing the frequency and duration of beach flooding. The improvement will not eliminate flooding in York

Beach, but by carrying water out of the Beach more quickly, the improvements will reduce damage to roadways, as well as residential, commercial, and municipal property. This project is slated to be completed in 2011, possibly earlier. Since the project will necessitate upending roads and sidewalks in the central York Beach area, the construction season will occur over the winter so as not to interfere with the peak tourist season.

- b. Tax Increment Financing (TIF). The York Beach TIF is a funding tool specifically aimed at the following areas of improvements in York Beach: drainage and flood control infrastructure, sidewalk improvements, and municipal design and development capacity. The first TIF funds will have accrued by FY 2010. There is currently a Subcommittee of the Planning Board tasked with studying traffic, parking, infrastructure and streetscape, and architectural design standard, and making recommendations when appropriate. The Subcommittee will have an opportunity to make recommendations on the first potential uses of TIF funds for York Beach improvements in the coming year.

- c. Municipal Buildings.
 - Town Hall.

The need for a new Town Hall has been stated here and in other public forums. In May 2006 the Town acquired ownership of approximately 6 acres of land on Long Sands Road with the intention of constructing a new Town Hall to either supplement or replace the existing facility. Two public votes on funding for the new building, in May 2007 and May 2008, were not approved in the General Referendum. Adequate office and work space, space for public records, and meeting space are among the critical shortcomings of the current Town Hall. In addition to the Departments currently housed in Town Hall, the proposed new building might also encompass the Department of Parks and Recreation. In the interim, the Town is exploring the possibility of renting supplementary office space in the area. This is not yet scheduled for another Referendum, though the need for the facility remains.

 - Police Station.

There is currently insufficient space for the number of employees, offices, equipment, and range of activities that the Police Department demands. The Police Department currently inhabits a space of approximately 6,000 square feet. A study conducted to estimate the needs of the department estimated a facility of approximately 22,000 gross square feet.

- York Village Fire Department.
Though originally intended to be a temporary location for the Village Fire Department, the most pressing facility needs for this department relate to storage of emergency response equipment, now stored out of doors and consequently subjected to the elements and accelerated wear. A Squad 1 fire truck was approved in the May 2009 Budget Referendum Warrant to will replace a 1986 Mack Rescue Pumper, filling a critical equipment gap.
 - Department of Public Works.
Like the Village Fire Department, the Department of Public Works currently is required to store equipment out of doors year-round, leading to increased maintenance costs, and accelerated corrosion of large pieces of equipment. Additional storage for this department is a need.
- d. Town Dock #1. Town Dock #1 was constructed in the 1950s, and is now in need of replacement as its condition is a safety concern. This was on the May 2009 General Referendum for \$950,000, and was approved by the voters.
- e. GIS/IMS. The Town of York's internet mapping site is award winning, and far exceeds the capabilities and sophistication of many municipalities. There is always room for new analytical capability using this technology. The Community Development Department is exploring the possibilities of online systems that allow users to query our extensive databases. Included in these improvements would be customizable programs for different needs in Town. These technologies have been successfully employed elsewhere for crime analysis and to aid more efficient emergency response, to name a couple of the many possibilities of improved and expanded, user-friendly GIS resources.
- f. Short Sands Pump Station. The York Sewer District offers infrastructure that the densely built areas of Town depend on for their growth. Some areas of the Town with sewer infrastructure have ample capacity. York Beach, on the other hand, cannot accommodate any growth before an upgrade of the Short Sands Pump Station. Age of facilities and pipe line sizes are limiting factors. In addition to the estimated five million dollar upgrade, a capacity study for the area which would include analysis of inefficiencies – places where water is entering the system through groundwater or individual sump pumps, for instance, would benefit the upgrades that need to take place. In

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light of recent rezoning of York Beach, the current lack of capacity for additional sewer service in the area highlights the interdependencies of the tools the Town uses to guide and manage growth. Higher density development in the Town's designated Growth Area is sensible from land conservation, emergency response, and infrastructure perspectives, but the capacity for growth that the YBVC Zoning District enabled is not currently matched by the Town's sewer capacity.