



Future Land Use Background

To inform the discussion around the Town of York's 2006 Growth Area map and potential modifications that would align with the Town's updated 2022 Comprehensive Plan goals and strategies, this additional land use and growth data and other information was provided for further planning context.

This appendix includes additional information about...

- Trends and projections
- High-value and critical natural resources
- Environmental factors
- Infrastructure factors
- Climate change factors
- Potential for housing
- Potential for commercial uses
- 2022 Future Land Use – additions to 2006 Growth Area

York's Growth Area (2006) and 2022 Future Land Use Map

As part of the 2006 Growth Area description from the amended 1999 Comprehensive Plan, the town was split into two categories – Growth Area and Rural Area. Within those two categories, York established four general categories of zoning districts, including the Village Center zones; Residential zones; Route One zones; and Rural zones. Though not all of the zoning recommendations have been implemented, the 2006 Growth Area boundary includes a vast majority of York's public water and sewer infrastructure, and the Rural Areas contain most of the town's natural resources such as forests, wetlands, and waterbodies. A vast majority of the Watershed surface water protection areas are in the Rural Zone and include portions of the York River Watershed, Cape Neddick River Watershed, and Josias's Brook Watershed.

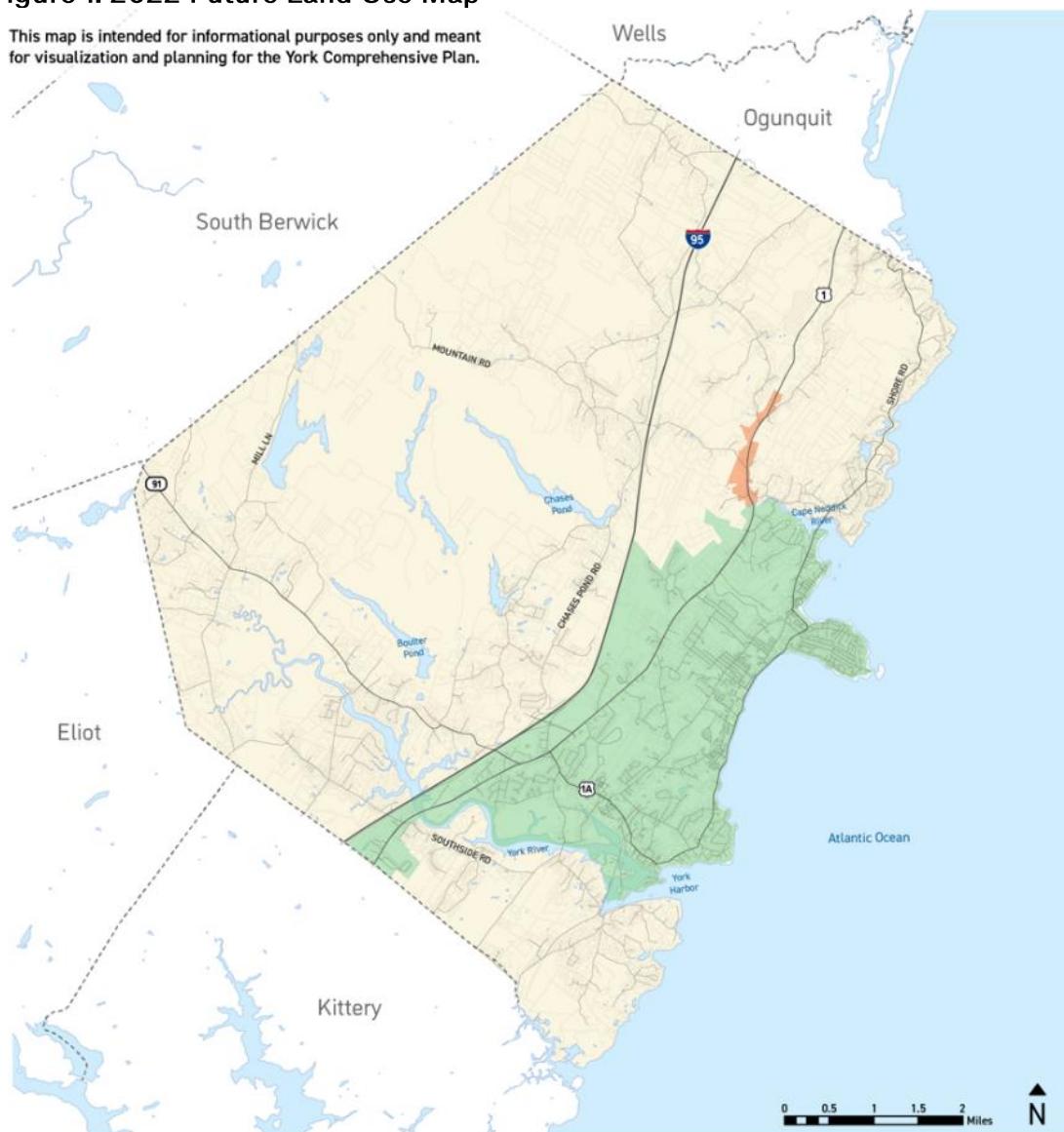
The overall intent of the four general zoning categories was to "...retain the diversity of York's existing development patterns and encourage the desirable elements of such development in managing new growth." The categories were intended to support the activity of the traditional village centers, continue to allow the more densely settled residential areas east of U.S. Route 1, create more nuanced mix of uses, including some larger commercial uses along portions of U.S. Route 1, and retain the rural character outside of the Growth Area, while discouraging sprawl development.



The 2022 Future Land Use Plan and corresponding map (Fig. 1) carries over much of the intent of the 2006 Growth Area with only two minor additions to reflect the current needs and vision for respectful growth.

Figure 1. 2022 Future Land Use Map

This map is intended for informational purposes only and meant for visualization and planning for the York Comprehensive Plan.



Data Sources: Town of York GIS, Town of York OpenData, Maine Geolibrary, USGS National Hydrography Dataset. Map created by CivicMoxie. The data shown here is for planning purposes only and is not intended for making legal or zoning boundary determinations.

Growth Area (2022)

“Growth Area” is an area suitable for orderly residential, commercial, industrial, or any combination of those types of development over the next 10 years.

Transitional Area (2022)

“Transitional area” means an area that is suitable for a share of projected residential, commercial or industrial development at an amount or density less than a growth area but not protected for rural resources at the same level for a rural area.

Rural Area (2022)

“Rural Area” is a geographic area that is deserving of some level of regulatory protection from unrestricted development to support agriculture, forestry, mining, open space, wildlife habitat, fisheries habitat and scenic lands, and should have development diverted away from it over the next 10 years.



The State of Maine, Title 30-A, §4326.

Growth Management Program Elements requires municipalities to develop a growth management program that includes defined growth and rural areas projected over 10 years.

Growth Area: an area designated as suitable for orderly residential, commercial or industrial development, or any combinations of those types of development, and into which most development projected over 10 years is directed.

Rural Area: a geographic area identified as an area that is deserving of some level of regulatory protection from unrestricted development for purposes that may include, but are not limited to, supporting agriculture, forestry, mining, open space, wildlife habitat, fisheries habitat and scenic lands, and away from which most development projected over 10 years is diverted.

Transitional Area: an area that is suitable for a share of projected residential, commercial or industrial development but that is neither intended to accept the amount or density of development appropriate for a growth area nor intended to provide the level of protection for rural resources afforded in a rural area or critical rural area.

Trends and Projection Estimates

Population Trends

The year-round population of York is estimated to increase from 13,247 in 2021 to 14,697 in 2031.¹ This population increase estimate is based on state projections adjusted to include an anticipated conversion of 25 seasonal units per year to year-round housing units. With these conversions, the total seasonal population (year-round plus seasonal) is expected to increase from an estimated 20,923 in 2021 to 24,018 by 2031² – unless limitations on developable land reduce the rate of seasonal home production. The median age of the town is expected to increase, and the average household size will continue to decrease.

High-Value and Critical Natural Resources and Environmental Factors Development Constraints

The high value of natural resources to the York community and importance of the conservation and protection of those areas was consistently listed as a top priority for the Comprehensive Plan throughout the planning process. The 2006 Growth Area map's rural areas generally capture where the high-value natural resources are in town and other

¹ American Community Survey and Levine Planning Strategies.

² Ibid.



environmental water and soil conditions. To better visualize those resources and conditions, the following analyses culminate in two maps, one that shows the overlap of the town's critical and important natural resources and the second that shows overlay of environmental factors. These two maps together show natural development constraints and reinforce that the areas of York designated as Rural Area in the 2022 Future Land Use map should have additional incentives and requirements for conservation and protection.

Critical and Important Natural Resources

There are critical and important natural resources that should be factored into development viability, such as significant wildlife habitats; rare and exemplary natural communities; rare and endangered plants; habitats of endangered species, threatened species, and species of special concern; riparian zones and water resources; and undeveloped habitat blocks. Maps containing each of these layers can be found in Appendix A3: Natural Resources Current Conditions.

Many of York's natural resources are most valuable because of the interconnected nature of multiple high-value resources over large areas of undeveloped, unfragmented land. Located in York's rural areas, these areas serve important habitat, biodiversity, water quality protection, and carbon sequestration functions (Fig. 2). In this context, widespread development and sprawl can have detrimental impacts to the town's most valuable natural resources.

The Beginning with Habitat (BwH) program has compiled and mapped data from state agencies on locations of important habitats and water resources and rated these locations based on the degree of overlap to highlight a given area's relative conservation value. BwH offers a generalized and subjective view to aid in planning and should be considered as a starting point for discussion that includes local conservation organizations on conservation priorities.

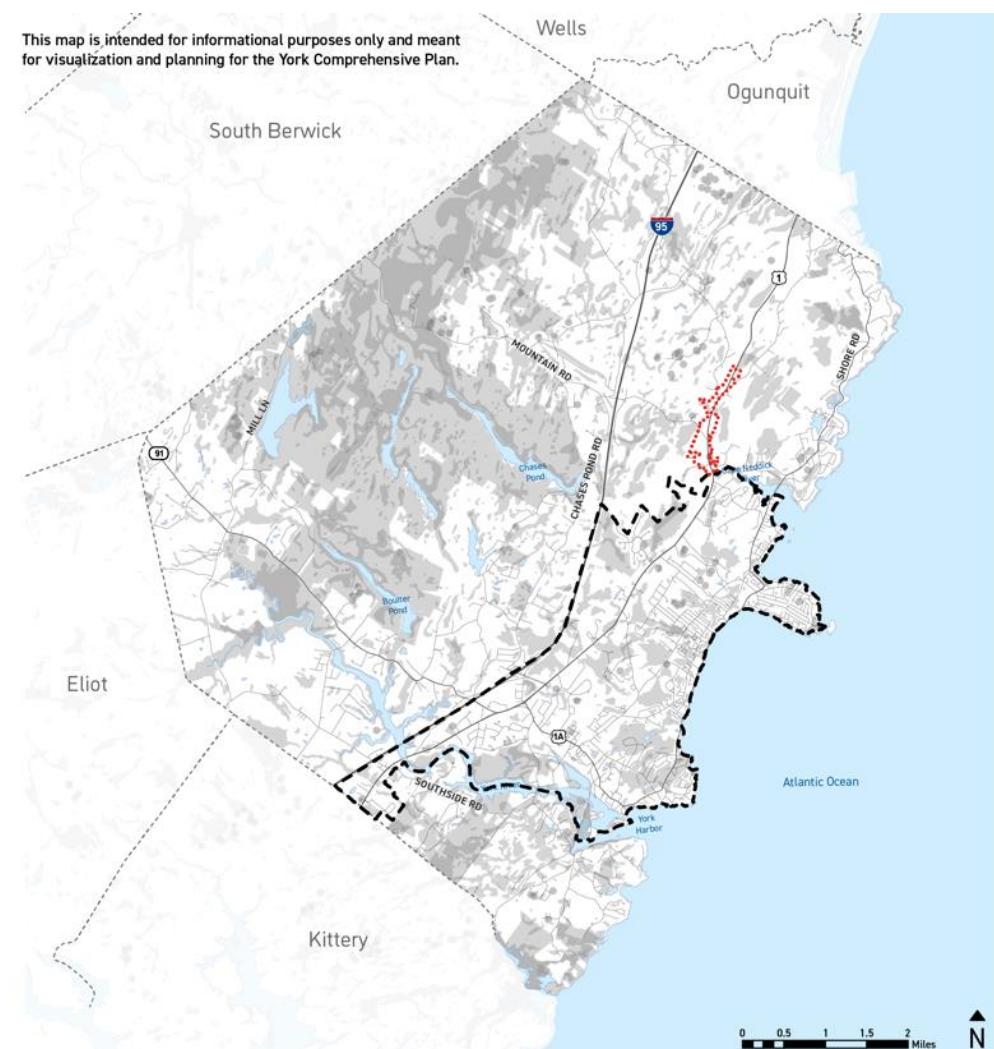
While the more than 9,000 acres of conservation land in public or private ownership in York, as well as the Town's regulatory tools, help to minimize impacts of development, analysis of recent construction trends shows that more than half of all development over the past five years has occurred in York's rural areas outside of the 2006 Growth Area (see Appendix A10: Existing Land Use Current Conditions for more information and maps). Both 2006 and 2022 Growth Areas exclude much of the critical natural resources in the rural areas outside of the boundaries. Without any additional policy or regulatory efforts to encourage or require conservation of critical natural resources, it is likely that recent trends will continue.



Environmental Factors

There are environmental features throughout York that factor into development potential and desirability. Physical soils and water-related constraints, including wetlands and hydric soils, vernal pools, conserved lands, and erodible soils on steep slopes are major features. Mapping the locations of these environmental features shows higher concentrations outside of the Growth Area (Fig. 3).

Figure 3. Overlap of Environmental Factors



Data Sources: 2020 Town of York Assessor Data; 2021 National Wetlands Inventory and State of Maine Characterized Wetlands; 2006 Comprehensive Plan Inventory and Analysis Natural Resources Chapter, Natural Resource Conservation Service, State of Maine Conserved Lands Data updated April 26, 2021 (credit to Department of Agriculture, Conservation and Forestry, Bureau of Parks and Lands, Land Use Planning Commission, Department of Inland Fisheries and Wildlife, State Planning Office, The Nature Conservancy, New England Forestry Foundation, Maine private land trusts, US Park Service, US Fish and Wildlife, Maine municipal towns, Appalachian Mountain Club), Town of York OpenData, Maine Geolibrary, USGS National Hydrography Dataset. Map created by CivicMoxie.

Overlap of Environmental Factors
(Includes Wetlands, Vernal Pools, Conserved Land, and Highly Erodible Land)



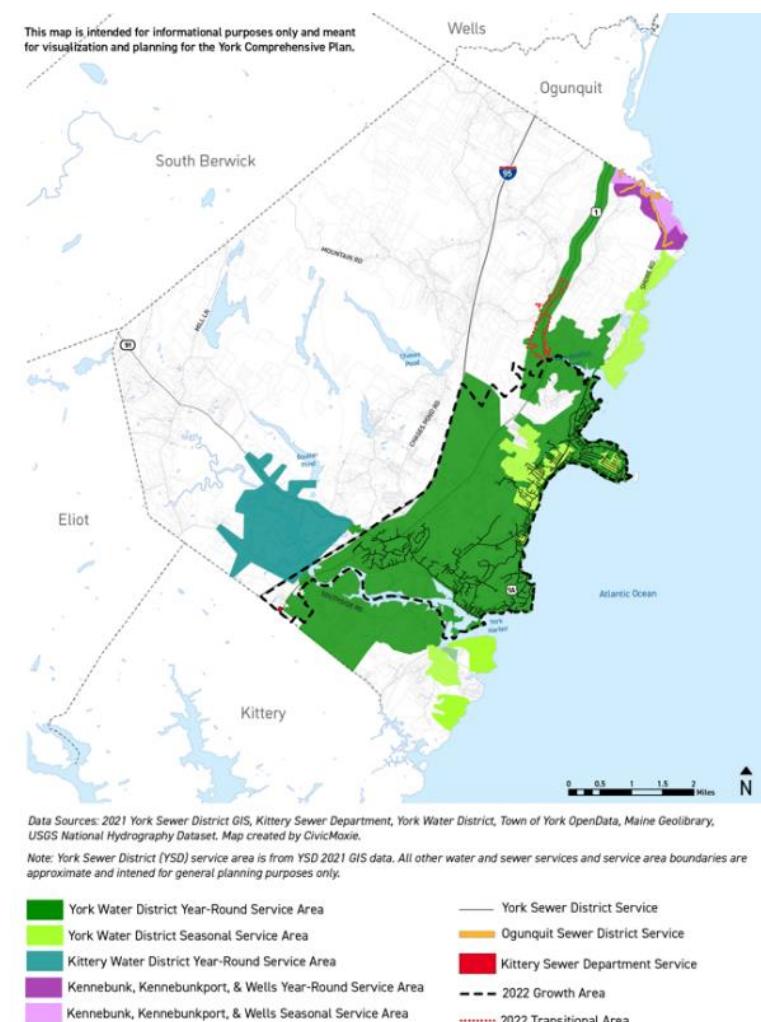


Infrastructure Factors

Public Water and Sewer Services

Access to public water (both year-round and seasonal) and sewer are considered priority and critical factors included in the Town's land policies, zoning, and regulations. The location of public water and sewer access was one of the key factors in determining appropriate areas for the 2006 Growth Area. The 2022 Future Land Use map includes the small addition south towards Kittery that has less full water coverage and no sewer service. The Transitional Area along U.S. Route 1 has more water service but no sewer. Both area additions should be part of continued discussions with York Water District and York Sewer District for any potential future extension of services. Fig. 4 offers a general sense of the public water and sewer service areas in York by provider. A closer search by street or parcel is needed to verify access to both water and sewer, as well as determine if public water is available year-round or seasonally.

Figure 4. Public Water and Sewer Service Areas





Climate Change Factors

The Town's climate planning work of 2021-22 highlighted the risks York faces from climate change, now and in the future decades. Because land use decisions and infrastructure investments are long term – lasting for 30 to 100 years or more – perhaps nowhere is it more important to think of the future than when considering climate change impacts. York is already feeling the changes; sunny day flooding, inundated roadways, and more damaging storms offer a sense of things to come. Key considerations for future land use planning include:

- Protecting critical assets, property, and natural resources from sea level rise (SLR).
- Conserving natural areas that can help mitigate climate change impacts, such as marshlands that can mitigate flooding and rising seas, and tree canopy that can reduce heat island effects on high heat days.
- Conserving high-value carbon storage natural areas to mitigate the town's greenhouse gas emissions.
- Containing sprawl to reduce vehicle miles traveled (and greenhouse gas emissions).

The Maine Climate Council recommends managing and planning for specific SLR scenarios while acknowledging that looking at historical trends cannot help us fully understand future acceleration of SLR. The Council recommends the following scenarios should guide the Town's land use planning and development regulations:

- Manage to an intermediate SLR scenario of 1.5 feet by 2050³
- Manage to an intermediate SLR scenario of 3.9 feet by 2100
- Consider managing to 3 feet SLR by 2050
- Consider managing to 8.8 feet SLR by 2100

Fig. 5 illustrates projected SLR/Storm Surge scenarios in York. These state projections should be used to develop a Coastal Overlay Zone with additional considerations and requirements for buildings and infrastructure development in these areas. In addition, considerations for high-value carbon storage natural areas should be a consideration for land use ordinances in the Rural Areas of York. Maps of these areas can be found in Appendix A3: Natural Resources Current Conditions.

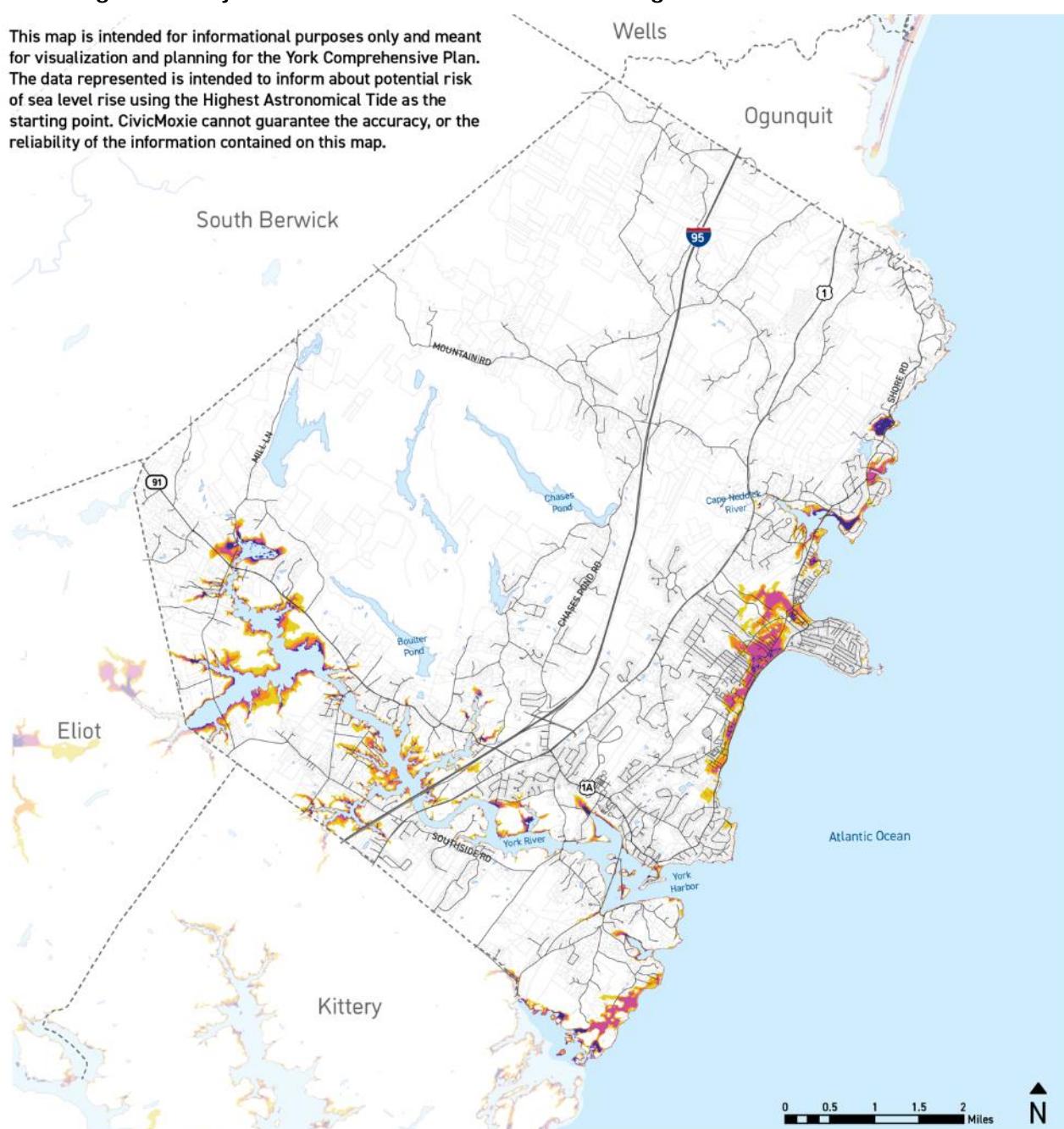
Climate change factors will influence land use decisions and zoning within the 2022 Growth Area boundaries and throughout the town. They should be reflected on a town-wide scale through policies and regulations for development in affected areas.

³ Over baseline year of 2000.



Figure 5. Projected Sea Level Rise and Storm Surge Scenarios in York

This map is intended for informational purposes only and meant for visualization and planning for the York Comprehensive Plan. The data represented is intended to inform about potential risk of sea level rise using the Highest Astronomical Tide as the starting point. CivicMoxie cannot guarantee the accuracy, or the reliability of the information contained on this map.



Data Sources: Maine Geological Survey, Town of York OpenData, Maine Geolibrary, USGS National Hydrography Dataset. Map created by CivicMoxie. The data shown here is for planning purposes only and is not intended for making legal or zoning boundary determinations.





Can the 2006 Growth Area Accommodate Projected Demand?

Projected Housing Demand

From analysis explained in Appendix A6: Housing Current Conditions, there is likely to be a need for approximately 310 new housing units in York by 2031 (starting with a 2019 base). This translates to an average annual need of 26 new housing units, of which nine would need to be owner-occupied and 17 would need to be rental units to satisfy projected demand. This projected demand for housing is conservative, as it is based on state projections; the assumed household size in these projections is slightly larger than the current York household size of 2.3 people per household. It is possible that demand for housing may be more than these 310 units. Just as important as the projected number of needed units is the anticipated size and type of units needed. The projected minimum need of 310 units may work according to the population numbers projected for York but may not match consumer preference because of a likely desire for smaller housing units by smaller households in the future. A number of these smaller households may be existing York households looking to relocate or downsize in the community. Important to remember is that the Town's preparation for this projected housing need is not a mandate. The market will determine how many units are built; this Plan seeks to encourage new housing units that meet the needs of the current community, which is growing older and will quite likely have increased need for different housing (smaller units, walkable location, accessible, less maintenance, more affordable) than the current housing stock.

Potential for Housing

To provide context for land use development, particularly housing demand in relation to future land use and the 2006 Growth Area, a series of high-level exercises were done to provide an overall scale of how many new potential housing units could be created within that Growth Area on “vacant” parcels (as labelled from 2020 Assessor data).

For the purposes of the Comprehensive Planning process, “Vacant” or “Developable” as defined by York Tax Assessor’s office applies to any parcel that is not currently developed and does not have a specific constraint that would move it into the “Undevelopable” category. There may be other unknown constraints on parcels in this “vacant” category that would make them difficult or not possible to develop but whose parcel owners have not requested a change in status with the Tax Assessor. There may also be parcels that appear to be vacant but are not labelled as such by the Tax Assessor depending on previous use or simply timing of when changes have been made.

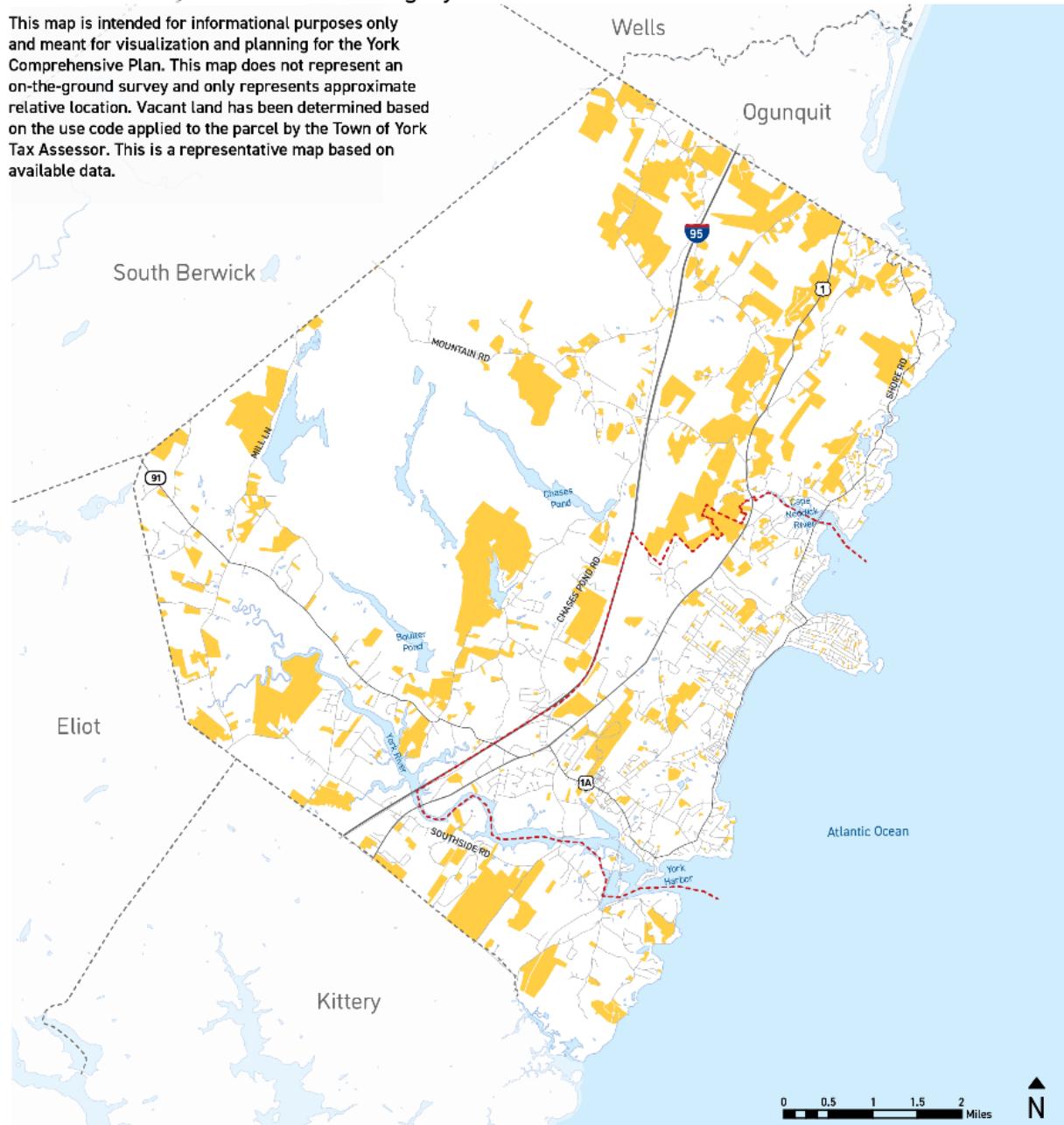


2020 "Vacant" Parcels

The 2006 Growth Area included approximately 5,140 acres of land. From 2020 Town Assessor data, there were over 200 parcels totaling just under 650 acres categorized as 'Vacant' within the Growth Area boundary (Fig. 6).

Figure 6. Vacant Parcels as per 2020 Tax Assessor Data

This map is intended for informational purposes only and meant for visualization and planning for the York Comprehensive Plan. This map does not represent an on-the-ground survey and only represents approximate relative location. Vacant land has been determined based on the use code applied to the parcel by the Town of York Tax Assessor. This is a representative map based on available data.



Data Sources: 2020 Town of York Assessors, Town of York OpenData, Maine Geolibrary, USGS National Hydrography Dataset. Map created by CivicMoxie. The data shown here is for planning purposes only and is not intended for making legal or zoning boundary determinations.

Vacant Parcels

2006 Growth Area



Housing – High-Level Exercise

Minimum Build-Out – Single Family & Permitted Residential Projects

To determine if the approximately 310 units of new housing demand could be accommodated within the 2006 Growth Area, a high-level exercise to determine a base number of potential new housing units was conducted.

Process:

- The starting base data was sourced from the 2020 York Tax Assessor records. Notes were made for specific larger housing developments identified to have been permitted after the 2020 Assessor data was accessed.
- 2020 Tax Assessor data was sorted to include only “vacant” parcels (as previously defined) within the 2006 Growth Area. The data was then sorted by Zoning District.
- Parcels within each Zoning District were then checked for minimum land area requirements, with some districts having two levels – 1) the overall minimum for a parcel without year-round public water or sewer, and 2) the minimum land area requirements if the parcel has year-round public water and sewer (generally a lower square footage).
- Focusing only on parcels that met the minimum land area requirements by each Zoning District, the remaining parcels were then reviewed for possible public year-round water access and sewer availability using the Town’s GIS website data⁴ as a guide.
- Also using the Town’s GIS data Wetlands map, Shoreland Zoning, and FEMA Flood map, the overlap of these areas onto potential parcels was reviewed. Using the maps for visual assessment, only parcels with nearly absolute coverage of wetlands or extreme FEMA flood zone coverage were removed from potential residential analysis on the first pass.

Assumptions:

- This exercise focused on Single Family development and not two-family or multi-family units, using the relevant minimum land areas from the York Zoning Ordinance.
- The first and main constraint was parcel size, then, if applicable for the zoning district, availability of year-round public water and sewer.
- Frontage and setback requirements were not taken into account and the parcel shape was generally not taken into account unless there was an extreme irregularity.
- The presence of wetlands or water body on a parcel or Shoreland Overlay Zoning/ protection or FEMA flood plains did not automatically remove a parcel from consideration unless the wetlands/water body covered almost the entire parcel. Locations and the coverage of

⁴ <https://www.axisgis.com/yorkme/>



wetlands, water body, or Shoreland Overlay protection on a parcel, however, were taken into account if the parcel seemed otherwise able to include some residential development.

- The actual location and coverage of wetlands, waterbodies, or existence of public water or sewer were determined solely by visual estimates using the Town of York's online GIS maps and corresponding data layers (accessed February 2022).
- Projected Sea Level Rise was not accounted for in the exercise.
- While each lot, according to Article 11 of the York Zoning Ordinance, is entitled to up to 4,300 square feet of wetland fill, this level of detail was not captured for the purposes of this exercise.

Of the 210 “vacant”⁵ parcels from 2020 Town Assessor data in the 2006 Growth Area, approximately 60 parcels were conservatively considered potentially developable for residential development based on parcel size, minimum lot size by zoning district, requirements for public water and sewer, and wetlands coverage, but not projected sea level rise. Assuming the minimum lot requirements are per housing unit on the vacant parcels and also including four identified multiple-unit housing projects within the Growth Area permitted after the 2020 Assessor data export (a new subdivision at formerly 53 Rogers Road, the Davis Trust development, York Housing's Moorehouse Place workforce housing development, and the workforce affordable housing development at 7 Hannaford Drive), the potential new housing unit count is over the 310 unit-projected new housing demand within the Growth Area in terms of unit numbers.⁶ When reviewing these projections on need and possible new housing already in the pipeline and possible vacant land development, it is important to understand the following:

- Not all of the approximately 60 parcels included for the build-out exercises in the Growth Area will be developed.
- These four identified multiple-unit projects within the Growth Area that contribute to the housing unit count have not yet been built and therefore cannot be officially “counted” toward housing supply until construction completion.
- York's household size is decreasing. The discrepancy between household size and typical York housing stock, along with feedback in the Community Survey and at public meetings, indicates that there is a need for different types of housing than what currently exists in York to meet the needs of current residents who wish to age in the community. The full range of these housing types may not be met with current projects in the pipeline or by existing housing stock.
- Creating policies to encourage the types and location of housing desired and needed by the community does not mandate that this housing or growth will occur. They will

⁵ Two proposed additional multi-unit housing developments located outside of the Growth Area (the Gulf Hill subdivision and the Pine Ledge Motel seasonal worker housing) would increase the estimated potential housing to over the minimum projected housing demand through 2031 in terms of number of units.



help York take control over future growth instead of letting growth “happen” to the town in unplanned ways with potential multiple negative consequences (loss of natural areas, mismatch of housing types and prices, increase in traffic congestion, social isolation of older residents, etc.).

- Growth will occur in York with or without a change in policies. It is not possible nor desirable to cut off development completely, and this Plan is about encouraging the kinds of housing that appear to be needed and desired by the community.

In brief, in order to achieve the desired range of housing types and costs, the Town will need to implement strategies in this Comprehensive Plan.

Alternatives to Single Family Housing

The minimum build-out exercise did not take into account housing type or ownership versus rental. Except for the permitted larger multiple-unit development projects mentioned above within the Growth Area, the calculations for residential buildout assumed Single-Family homes.

With a wider range of housing types and price points being a goal of the Comprehensive Plan, in order to meet the needs of an older population, young families, and York’s workforce, another exercise looked at other housing type examples. The examples offered below include:

- Compact Community/Pocket Neighborhood
- Additional Housing Examples within York

Compact Community or Pocket Neighborhood Model

This example is somewhat similar to the “Village Green Design” as described under York’s Workforce Affordable Housing Overlay District (Article 10-F).

Concord Riverwalk, Concord, MA (a nationally recognized model)

“Pocket” neighborhoods are meant to foster a sense of community with smaller homes built with sustainable design and materials that are centered around shared community spaces. Open space is part of this neighborhood model.

Concord Riverwalk includes 13 housing units, ten of which are detached single-family, and three are within two rehabilitated existing buildings. As part of the project, 50% of the site was conserved as open space.

Built:	2011
Parcel area:	161,964 SF (3.7 acres)
Open space:	80,982 SF preserved (50% of total parcel)
Number of units:	13 units (10 new, 3 rehabilitated in two historic buildings)
Ownership type:	Condos – 11 are single-family detached style and 2 are attached duplex



Unit size range:	1,340 square feet to 1,760 square feet
Each unit:	2- to 3-bedrooms; 2 ½ baths
Parking:	Parking court with 2 spaces per unit – 1 garage bay and 1 surface
Water/Sewer:	Public water; the 3-bdrm units were able to tie into public sewer (near the road) and the other units are on a shared septic system
Open Space:	Shared community spaces, including community garden
Energy:	Designed to achieve Net Zero energy standards



Source: concordriverwalk.com



Aerial of site from Builderonline.com



Site plan rendering from builderonline.com

Potential Parcels in 2006 Growth Area

A high-level review of “vacant” parcels in the 2006 Growth Area that could potentially fit a similar-sized compact community/ pocket neighborhood yielded the following:

Overall, not taking into account a parcel’s zoning district, other dimensional regulations or parcel shape, and site-specific environmental restrictions (except when almost full wetlands coverage of site), but including potential for public water but not sewer, there are around ten vacant parcels in the 2006 Growth Area large enough to be explored for a pocket neighborhood similar to Concord Riverwalk.

As an exercise intended solely as an example and not meant to imply or specify actual development, two of these parcels, listed as examples below, appear to meet basic thresholds that could make them potential locations for a pocket neighborhood. Base data is from 2020 York Tax Assessors Office, and ownership and land use may have changed.

Parcel near but not on U.S. Route 1

Zoning: RT 1-3

Parcel size: approximately 8.4 acres

Water/Sewer: Access to public water and sewer

Environment: Portion of parcel includes wetlands; Shoreland Zoning Mixed Use on portion

Parcel located north of Little River

Zoning: GEN-3

Parcel size: 10.05 acres

Water/Sewer: Access to public water; no sewer



Environment: Portion of parcel includes wetlands and possible other water; Shoreland Zoning Limited Residential and Wetland on portion

Additional Housing Examples in York

Multi-Family/ Three-Family Example (within Single Family context)

Two- and three-family units in a building that looks more similar in design and scale to large single-family homes allow these projects to already exist in most neighborhoods in York. It is important to note that the availability of public water and sewer must be considered in determining feasibility.

Example of a Three-Family Building in RES-1B



Source: Coldwell Banker Homes Listing

Zoning:	RES-1B
Parcel area:	approx. 25,260 SF (0.58 acres)
Number of units:	3 units
Ownership type:	Condos
Building size:	approx. 4,500 SF
Water/Sewer:	Public water and sewer

Potential Parcels in 2006 Growth Area

An examination of “vacant” parcels in the 2006 Growth Area that could potentially fit a similar-sized Multi-family/Three-Family Building yielded the following:

Overall, not taking into account a parcel’s zoning district, other dimensional regulations or parcel shape, and site-specific environmental restrictions, including necessary potential public water and sewer access, there are around 20 vacant parcels within the 2006 Growth Area that appear to meet the same basic requirements as the Three-Family example parcel.



As an exercise intended solely as an example and not meant to imply or specify actual development, two of these parcels, listed as examples below, appear to meet basic thresholds that could make them potential locations for a similar three-family building. Base data is from 2020 York Tax Assessors Office, and ownership and land use may have changed.

Parcel near York Street and the York Middle School

Zoning: RES-1B

Parcel size: 0.84 acres

Water/Sewer: Access to public water and sewer

Environment: No obvious wetlands

Parcel located near York Village

Zoning: RES-1B

Parcel size: 2.86 acres

Water/Sewer: Access to public water and probably sewer

Environment: Limited wetlands at rear of parcel; Shoreland Zoning Ltd Residential on rear portion

The example housing types previously described, as well as the next two examples may be building types to consider on larger parcels, including possible uses and forms for the Town's Short Sands Road parcel.

Multi-Family/Workforce Affordable Example

While an affordable workforce residential building tends to include more smaller-sized units and be rental, there are other models that could include a wider range of unit sizes and ownership types.

**7 Hannaford Drive (between Hannaford Supermarket and York Police Station)
JHR Development and Workforce Housing Partners**



Source: Hannaford Housing Application to York Planning Board



Zoning:	RT 1-3
Parcel area:	approx. 246,990 SF (5.67 acres)
Number of units:	63 units permitted (rental with affordability requirements)
Unit types:	48 studios and 1-bedrooms; 15 2-bedrooms
Parking:	95 parking spaces
Water/Sewer:	Public water and sewer
Open Space:	Common outdoor space to be provided.

Mixed-Use Building

1 Ocean Ave, York Beach Residence Club



Source: *York Beach Residence Club website*

Built:	2016
Zoning:	YBVC
Parcel area:	approx. 14,000 SF (0.31 acres)
Number of units:	25 Residential units; 3 Retail/commercial units + 1 restaurant space
Ownership type:	Residential with mix of rental and condo; short and long-term
Building size:	Estimate ~ 39,000 SF (Retail estimate ~5,000 SF; Residential estimate ~27,000 SF)
Unit types:	2 studios, 12 1-bedrooms, 10 2-bedrooms, and 1 3-bedrooms
Parking:	Private parking lot; 1 free space per unit
Water/Sewer:	Public water and sewer

While this example is taller than other mixed-use buildings in York, the design and mix of uses (ground-floor retail/ restaurant) are in line with creating the activity needed for a thriving “village.”



Potential for Commercial

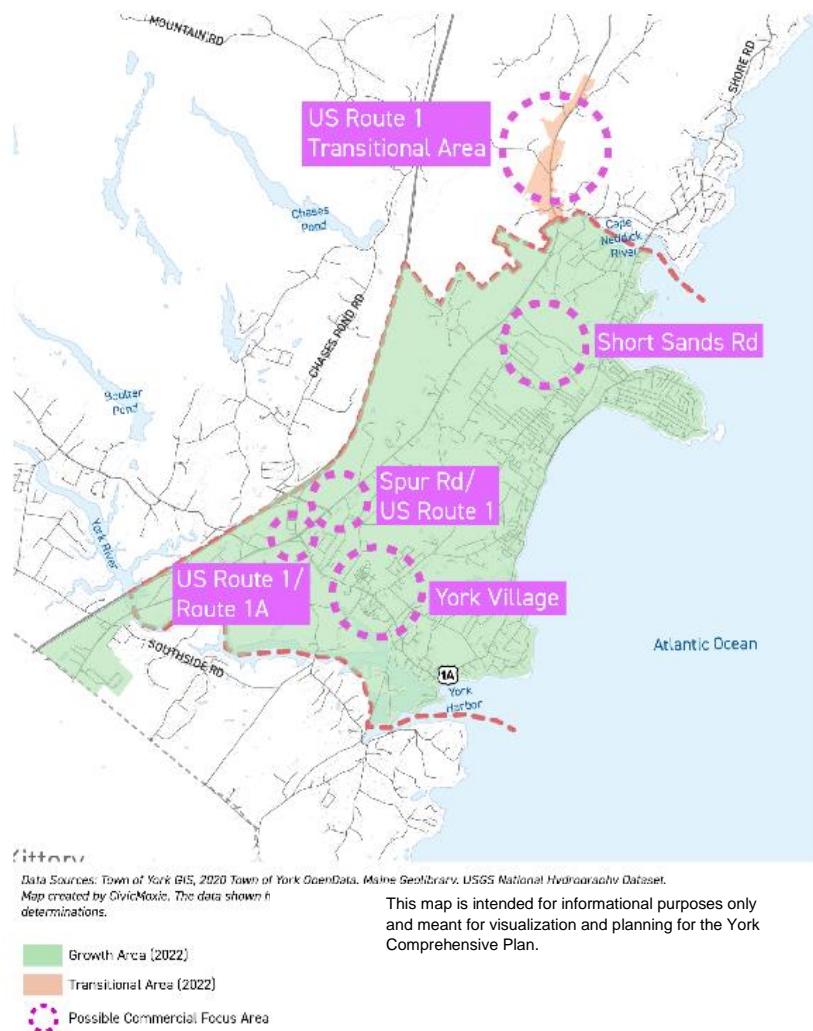
There has been modest development of non-residential uses in York over the past ten years. However, the number of developments compared to residential uses has been many fewer and are further discussed below.

Between 2010 and July 2021, there were 45 new commercial structures built in York. Approximately half of those were estimated to have been within the 2006 Growth Area. The potential for commercial development, particularly within the village centers, should not be confined to new construction on vacant parcels but also renovation and adaptive reuse of existing buildings, as well as possible infill development – constructing a new building between existing buildings where there is sufficient space but not necessarily on a separate vacant lot. (An example of “infill” development would be the permitted 7 Hannaford Drive workforce housing development between the Hannaford Supermarket and York Police Station on a lot that was previously part of the supermarket’s parcel.)

While York’s existing business centers are largely developed, there are five areas that may be appropriate for additional business development (Fig. 7).



Figure 7. Possible Commercial Focus Areas



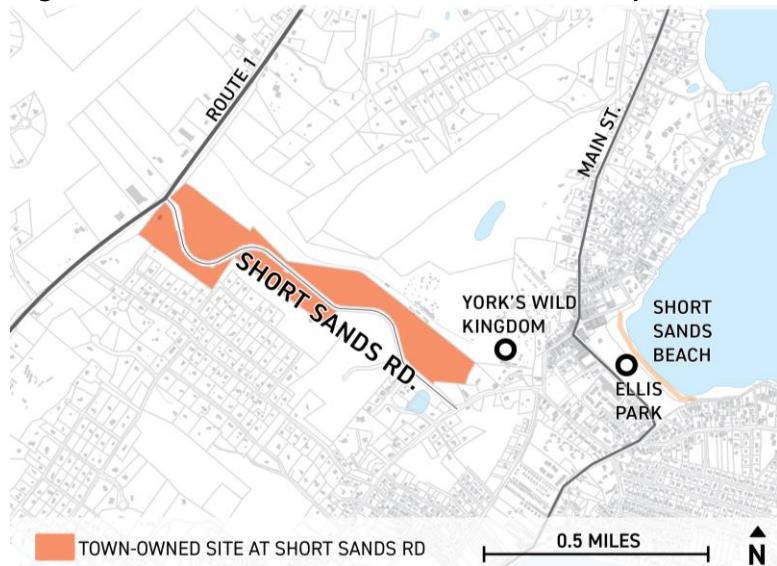
- **Short Sands Road Area:** The Town-owned site on Short Sands Road (address 1045 U.S. Route 1) was originally acquired to house a new police station. The site is well-served by infrastructure, well-travelled, and near the York Beach/Short Sands Beach tourist destination. It may be suitable for mixed-use development to help address the town's housing need while also accommodating retail, restaurant, service, and lodging uses.

The Town's Short Sands Road area parcel (Fig. 8) is approximately 46 acres and crosses three zoning districts – RT 1-4, GEN-3, and RES-7. A community workshop or charrette process is anticipated to explore the Town's next steps with the parcel. Any new development would need to be sensitive to impacts on the adjacent residential neighborhood and the wetlands on both the east and west ends of the parcel, as well as in the middle. Also, some portions, particularly on the south side of Short Sands Road, may have access to seasonal public water; the portion closer to Ridge Road may be able to access year-round public water and sewer.



Based on Town staff conversation, about ten acres of the parcel have some capacity for development.

Figure 8. Short Sands Road Area Context Map



From the Fall 2021 Comprehensive Plan Community Survey:

When asked about what the Town should consider doing with the Short Sands Road area that was a large Town investment, about 65% of survey respondents thought it should be developed, about 55% thought housing should be allowed, approximately 61% thought retail/dining should be allowed, and about 37% thought it should be restricted to recreational use (971 total responses to these questions).

- **U.S. Route 1 and Route 1A:** Infill development could be possible within the area north and south of the U.S. Route 1 and Route 1A interchange zoned as Route 1-3, which has a concentration of retail and consumer-oriented businesses along with some lodging. This area could be appropriate for a range of uses including office development, retail, restaurants, and lodging.
- **Spur Road and U.S. Route 1:** While most of the area at the Turnpike Interchange is developed, or is protected from development as conservation land, there is one lot near the Spur Road interchange that is vacant. Due to its proximity to the Maine Turnpike, this is a highly desirable location for a variety of business uses.

Zoning: Both of the U.S. Route 1 areas above are generally within RT 1-3



Within the entire RT 1-3 zoning district, there were seven parcels labelled as “vacant” in the 2020 Assessor data base. Looking at existing land use by tax assessor category, both of these potential areas are within an existing concentration of commercial uses. Not necessarily focusing on commercial development only on “vacant” parcels, the potential is to look at infill development –both development on parcels between existing buildings and development on parcels that already have a building on them. An example, though not commercial, is the permitted workforce affordable housing permitted at 7 Hannaford Drive, that is between the Hannaford Supermarket and York Police Station. The lot being developed was originally part of the Hannaford Supermarket parcel.

- **York Village:** The Village could accommodate new smaller-scale retail, restaurants, services, and arts/entertainment uses through reuse of existing buildings and new development on sites previously owned by York Hospital. Development in York Village would need to reflect the Village’s historical character and scale, including complying with existing Historical District design guideline and requirements.

Zoning: primarily YVC-1 and YVC-2

With the 2015 *York Village Master Plan* and recommended streetscape infrastructure improvements scheduled to begin in 2022, additional recommendations from the plan are in line with strategies to increase desired community-oriented businesses in the Village. While there were only three parcels labelled as “vacant” in the 2020 Assessor data set, the focus for this area is for infill (vacant lot) development that is complementary or matches the existing architectural context and re-use and renovation of existing buildings.

- **U.S. Route 1 Transitional Area:** This additional portion of RT 1-5 and a small portion of RT 1-6 along U.S. Route 1 is already a mixed-use zone that is intended to encourage a range of small-scale uses such as retail, restaurants, services, and residential. The Transitional Area includes a few clusters of well-established commercial uses. This section of the U.S. Route 1 corridor mostly has public water service access but not sewer service; any medium- to longer-term plans for extension of York Sewer service to this area would improve the area’s capacity for growth.

Zoning: RT 1-5 and RT 1-6

The RT 1-5 zoning district along U.S. Route 1, which is described as Cape Neddick Village in the Zoning Ordinance, intends to encourage a variety of small-scale uses that create and support a village atmosphere both economically and visually. RT 1-6 is described as Rural Mixed-Use. The portion within the Transitional Area includes an existing cluster of non-residential uses.



Institutional Uses

There were a combined 16 government, institutional, charitable/non-taxed new structures built from 2010 to July 2021. Almost all of those were developed within the 2006 Growth Area. Specifically, regarding institutional uses, York Hospital is the town's largest institutional use.

As York's major health and community service provider and the largest employer in town, York Hospital has unique needs regarding its site development. Its main campus in York Village Center falls within the York Village Hospital Overlay District (Article 10-B), which includes design guidelines to offer certain flexibility so the hospital can expand while maintaining high-quality development performance standards.

In the past decade or so, York Hospital's Main Campus has undergone several renovations and improvements, including to the surgery center in 2010 and 2011. The Hospital also had a significant expansion project within its main campus for pediatrics and obstetrics, now the Miracles Birthing and Family Center, which opened in 2017. The Hospital has not suggested any plans to expand its York facilities outside of the 2006 Growth Area.

Industrial Uses

From 2010 to July 2021, there were eight new industrial use structures built. Most of these were outside of the 2006 Growth Area, which generally follows zoning, which emphasizes non-industrial uses within the Growth Area. While there may be demand for specific types of light manufacturing or industrial uses within the Growth Area, particularly along U.S. Route 1, most future industrial uses will likely continue to grow along the larger roadways for highway access.

2020 Future Land Use – Additions to 2006 Growth Area

Understanding that there are traffic and general congestion issues within the Growth Area, especially during peak tourist months, one of the priority Comprehensive Plan strategies is for the Town to conduct a comprehensive transportation, traffic, and parking study. This study and resulting recommended actions will be necessary to maintain and improve the quality of life for residents while allowing thoughtful growth within the area of town that already has public infrastructure and services.

The two areas shown below were added to the 2006 Growth Area – the portion to the south being an addition to the Growth Area and the portion to the north being a new Transitional Area.



Growth Area – Workforce Affordable Housing Overlay District (Portion outside 2006 Growth Area)

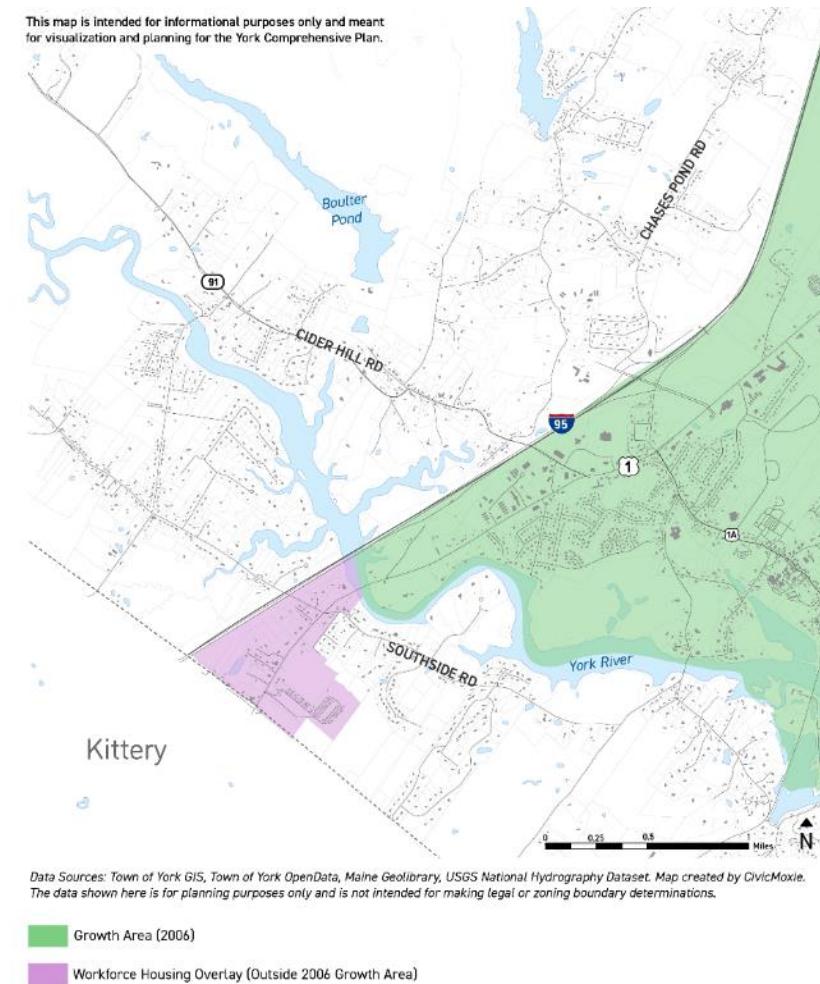
While it appears feasible that the projected housing demand of just over 310 units by 2031 can be accommodated within the Growth Area, there is a small area at the southern end of U.S. Route 1 in York where the 2006 Growth Area does not directly align with the more recent Workforce Affordable Housing Overlay District (Fig. 10).

In the 2020 Assessor data set, there were four “vacant” parcels within the small portion of the Workforce Affordable Housing Overlay District. As of early 2022, two of those parcels are no longer “vacant.” Of the two remaining “vacant” parcels, both are within the RT 1-1 zone and have access to public water, and while neither has York Sewer District service, one parcel may have potential to link into Kittery’s sewer system. The Workforce Affordable Housing Overlay allows for more intense residential use on those sites beyond the underlying RT 1-1 requirements.

Adding this portion of the Workforce Affordable Housing Overlay District south of the York River into the Growth Area creates a contiguous link down U.S. Route 1 and I-95 and supports the extension or linking of public infrastructure in this part of town.



Figure 9. Workforce Affordable Housing Overlay District (Portion outside 2006 Growth Area)

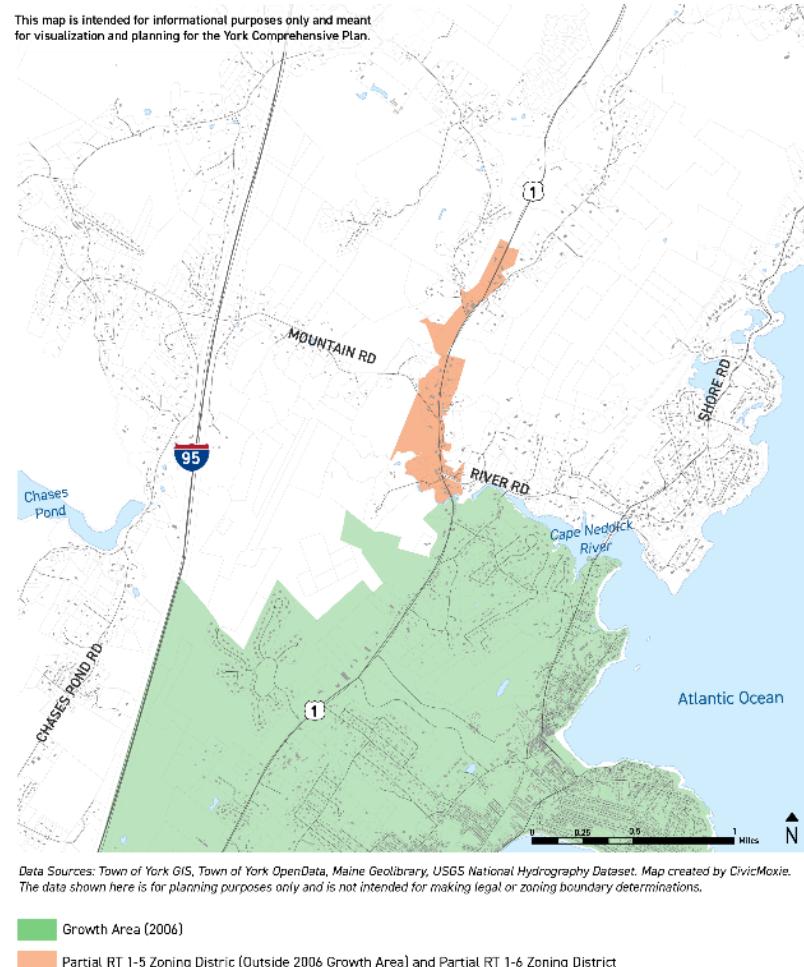


Transitional Area – Route 1-5 Zoning District (Partial Area Outside 2006 Growth Area) and Partial Route 1-6 Zoning District

The 2006 Growth Area northern boundary splits the RT 1-5 zoning district along U.S. Route 1. There are established commercial uses already in the portion north of the Cape Neddick River boundary. The addition of this upper portion of RT 1-5 as a Transitional Area could encourage and promote the mix of smaller-scale, local uses desired by residents that will reinforce the Cape Neddick Village atmosphere and activity. Continuing the Transitional Area to include the U.S. Route 1 area just north of Logging Road would additionally support the small cluster of existing small, local businesses in the RT 1-6 zoning district that are similar in scale to Cape Neddick Village. This section of the U.S. Route 1 corridor mostly has public water service access but not sewer service, limiting the intensity of uses in the near-term. Any medium- to longer-term plans for extension of York Sewer service to this area would improve the area's capacity for growth.



Figure 10. Partial Route 1-5 Zoning District and Partial Route 1-6 Zoning District

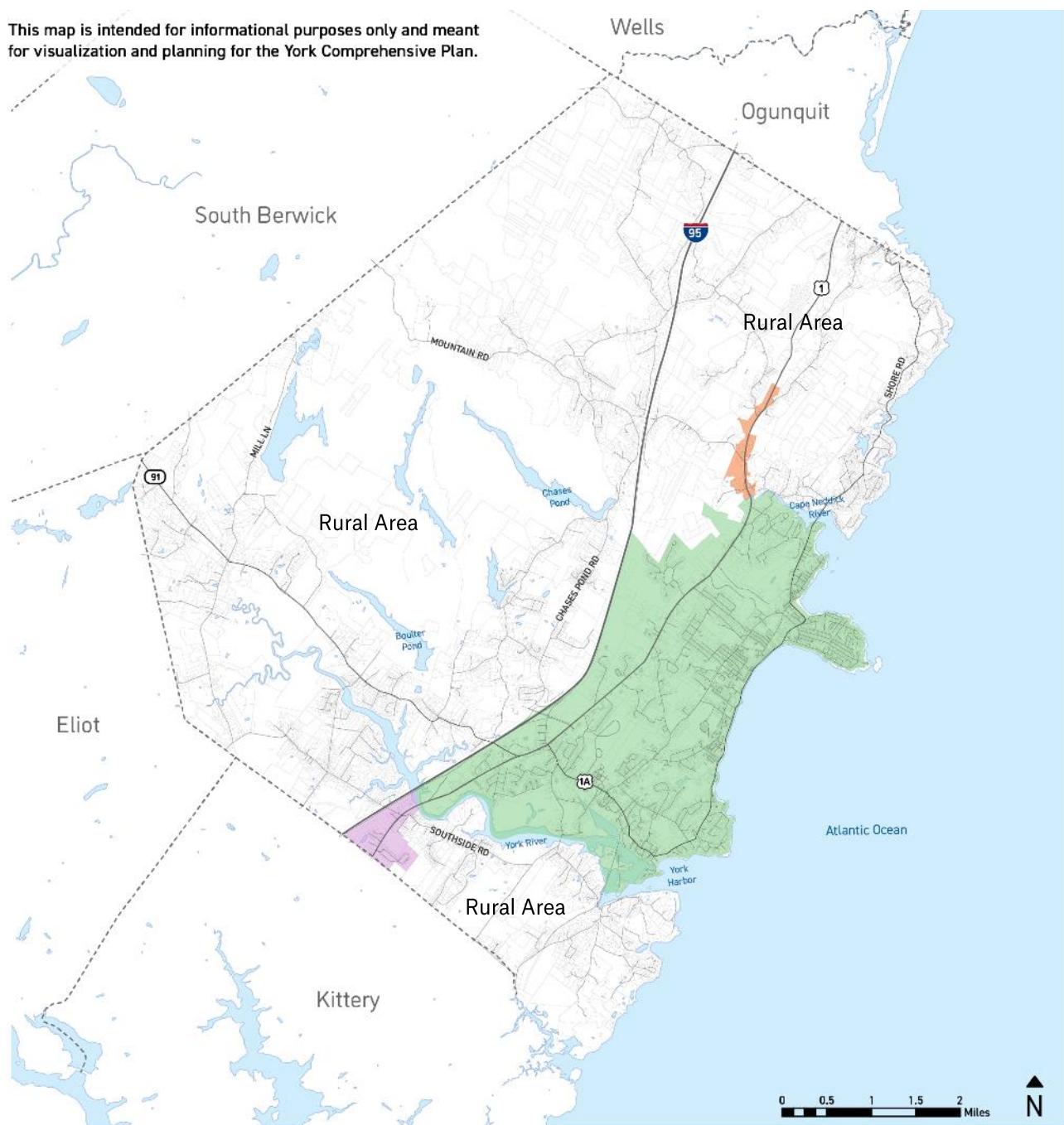


Adding these two areas to the 2006 Growth Area does not detract from the importance of protecting the rural areas with the most critical natural resources. The addition to the Growth Area still means that parcels are subject to their respective base zoning and applicable zoning overlays.

The remaining areas of York remain designated as Rural Areas that are better suited for slow growth and low levels of change over time with additional protections to reduce potential impacts on critical and important natural resources.



Figure 11. 2006 Growth Area with Additional Areas



Data Sources: Town of York GIS, Town of York OpenData, Maine Geolibrary, USGS National Hydrography Dataset. Map created by CivicMoxie. The data shown here is for planning purposes only and is not intended for making legal or zoning boundary determinations.

- Growth Area (2006)
- Workforce Housing Overlay (Outside 2006 Growth Area)
- Transitional Zone (Outside 2006 Growth Area)



With the addition of the Workforce Affordable Housing Overlay District area, the 2022 Growth Area encompasses approximately 5,300 acres. The Transitional Area that includes most of the northern portion of RT 1-5 zone and a small adjacent portion of RT 1-6 includes an estimated additional 53 parcels that total approximately 200 acres (Table 1).

Table 1: 2020 Land Use Calculation Estimates by Tax Assessor Category for 2006 Growth Area and 2022 Additional Workforce Affordable Housing Overlay District Portion*

	Town of York		2006 Growth Area		Workforce Affordable Housing Overlay District (outside 2006 Growth Area portion only)	
	Approx Acres	# Parcels	Approx Acres	# Parcels	Approx Acres	# Parcels
Residential	12,735.7	7,429	2,440.7	4,236	96.2	38
Commercial	1,858.7	319	764.9	246	22	10
Industrial	56.0	15	8.8	5	0	0
Vacant**	5,575.9	735	647.8	217	27.2	4
Un-Developable	4,427.9	349	262.4	140	5.2	2
Utilities	2,131.7	39	53.5	22	0	0
Open Space/ Agriculture/ Cemetaries/ Forestry	3,122.0	123	402	22	0	0
Government/ Institutional/ Charitable/ Non-Taxed	2,889.7	184	557.1	99	0	0
<i>Unlabeled (only for Town of York Total)</i>	<i>45.3</i>	<i>44</i>				
Total Acreage/ Parcel Count	32,842.9	9,237	5,137.2	4,987	150.6	54

*Based on 2020 Assessor Data and Town GIS. Note: Differences in numbers between data sets and calculations due to parcel line variations in GIS data layers and assessor data.

**"Vacant" or "Developable" as defined by York Tax Assessor's office applies to any parcel that is not currently developed and does not have a specific constraint that would move it into the "Undevelopable" category.

There may be other unknown constraints on parcels in this "Vacant" category that would make them difficult or not possible to develop but whose parcel owners have not requested a change in status with the Tax Assessor.