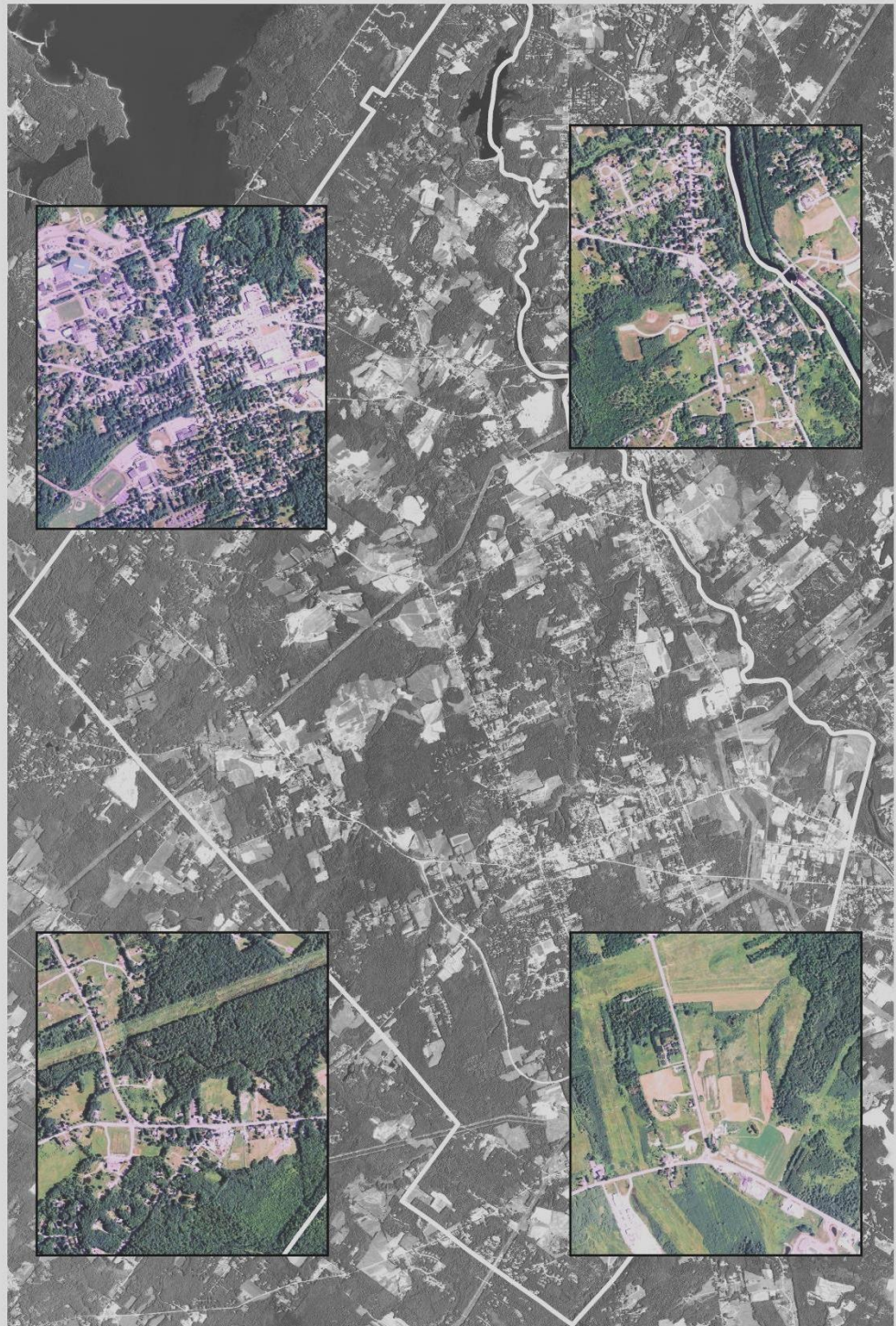


Town of Gorham Comprehensive Plan Update 2016



Town of Gorham

Comprehensive Plan Update 2016

Adopted by the Town Council on September 6, 2016

Amended by the Town Council on March 2, 2021



Acknowledgements

The 2016 Update of the Gorham Comprehensive Plan was prepared under the direction of the Gorham Town Council. The members of the Council changed during the process of developing the Update. The members of the Town Council at the time of adoption of the Update were:

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Introduction

The Town of Gorham has a long history of planning for its future growth and development. It began over a half-century ago in the 1950s and continues to this day. Chapter One provides an overview of the Town's past planning activities. The Town's current Comprehensive Plan was adopted in 1993 with minor amendments in 1994.

The background chapter in the 1993 Comprehensive Plan included a section on the "Community Character" of Gorham to provide a context for the Plan and its recommendations. The following excerpts are taken from that section:

"To understand the issues facing Gorham and the opportunities facing Gorham, it is desirable to understand the history of land development as a rural market town with a compact village of homes and businesses, agricultural and rural residential markets, and serving activities associated with the mills along the Presumpscot River.

"This pattern of compact villages surrounded by rural countryside prevailed until the post-World War II era. After that war, the Town began to feel the pressures of suburbanization.

"The 1970's brought a significant change in the Town's development pattern. Rather than compact development in and near Gorham Village and Little Falls, the Town began to see its first low density residential subdivisions within the rural countryside. At the same time, a significant amount of lot-by-lot residential development was occurring throughout the Town, primarily along existing roadways.

"The late 70's and 80's saw this trend of dividing up the rural countryside . . . continue and even accelerate under the growth pressures of Greater Portland.

"During this same period, Gorham Village and, to a lesser extent, Little Falls Village saw livability decline as more and more traffic was funneled through these built-up areas."

Since the current Comprehensive Plan was adopted in 1993, Gorham has continued to face many of these same issues. Over the past twenty years there has continued to be pressure for lower-density suburban and rural residential development. The recent development profile in Chapter 2 documents this trend. Since the adoption of the development transfer provisions in the mid-2000s, there has been some change in this pattern with considerable residential subdivision activity on the fringes of Gorham Village. The construction of the Bernard Rines Village Bypass proposed in the 1993 Plan has mitigated some of the traffic problems in Gorham Village but through traffic remains a concern for the quality of life in the Village. This update to the Town's Comprehensive Plans attempts to address the issues now facing the community.

This 2016 Update of the Town of Gorham's Comprehensive Plan serves as a guide for the decisions the Town must make about growth, development, redevelopment, investment, and change over the coming decade. The Plan continues the Town's established long-range planning process, and creates a framework for managing future development. In many cases, the recommendations of the 2016 Plan continue the basic policy directions set by the 1993 Plan and subsequent planning since then. In other cases, the 2016 Plan addresses emerging issues or provides a fresh look at ongoing issues.

The 2016 Plan is divided into three sections. **Section I** presents background information about existing conditions in the community and past trends and activities. *Chapter One* summarizes the Town's past planning activities, including the key elements of the 1993 Plan, and outlines major planning activities since 1993. *Chapter Two* contains a detailed profile of the past twenty-five years (1990-2015) of residential and commercial development activity in Gorham. *Chapter Three* summarizes the findings of the Plan's eleven inventory sections. Full versions of the inventories are contained in Appendix I.

Section II of the Plan sets out the Comprehensive Plan's vision, goals, and policy recommendations. This is the core of the Comprehensive Plan. *Chapter Four* sets out the Town's Vision for its future – what we want our community to be in ten or twenty years. *Chapter Five* presents goals and policies for addressing the issues facing the community related to all plan elements aside from land use. *Chapter Six* contains goals and policies for land use, including a Future Land Use Map, and detailed summaries of preferred use and development patterns for each land use designation.

Section III lays out the actions needed to achieve the goals and policies proposed in Part 2. *Chapter Seven* addresses how Gorham should coordinate its planning activities with neighboring municipalities and regional organizations. *Chapter Eight* sets out a detailed program for carrying out the various strategies, and assigns responsibility for the implementation of each strategy to a particular department, board, or agency. *Chapter Nine* identifies the capital investments needed to both support future growth and development and to enhance the community's quality of life.

The appendices to the Plan include the full inventories for the eleven Plan elements, a copy of the Town's present Capital Improvement Plan, and a summary of public participation in the development of the Plan.

The Comprehensive Plan is intended to conform to the requirements of the State's Growth Management Law for comprehensive plans. As provided by state law, the Plan, when adopted by the Town Council, will also serve as the basis for the Town's zoning and land use regulations.

Section I

Chapter 1 Past Plans

Chapter 2 Development Profile

Chapter 3 Summary of Inventories

Chapter I: Past Plans

The Town of Gorham began actively planning for its future in the 1950s and 1960s when it prepared its first comprehensive plan and adopted a town-wide zoning ordinance. During the 1970s, the Town advanced its planning effort with the preparation of the Dickson Report that was adopted as the Town's comprehensive plan. This was followed by the hiring of a part-time Town Planner and the preparation of the Village Study and Rural Land Use Program. These efforts established major elements of the Town's land use policies that were incorporated into the Town's land use ordinances. Many of these policies continue to guide the Town's land use program.

In 1986, the Town prepared and adopted an updated Comprehensive Plan. This plan reaffirmed many of the policies established in the 1970s while establishing some new directions for the community. In 1993, the Town undertook a full re-evaluation of the policies included in the 1986 update of the Comprehensive Plan. This resulted in a new plan that continued many of the prior policies while at the same time, modifying or eliminating some of the policies from the earlier plan. In addition, this plan addressed a number of new issues and concerns that had emerged in the community. The following sections provide an overview of the 1993 Comprehensive Plan as amended in 1994 as well as three major plans undertaken since then.

A. The 1993 Comprehensive Plan as Amended in 1994

A major focus of the 1993 Comprehensive Plan as amended in 1994 was on balance. The major objective of the Town of Gorham as set out in the Plan was to assure that the Town continues to be a balanced community. The Plan defined balance as taking many forms:

- The balance between the anticipated growth and development of the Town and the continuity of traditional lifestyles and values.
- The balance between the rights of the property owners and governmental regulation of land use for the overall good of the community.
- The balance between conserving the Town's natural resources and creating a positive environment that supports economic growth and prosperity.
- The balance between the desirability of long range planning and the desirability of approaching issues on a case-by-case basis allowing for individual analysis and review.
- The balance between the need to provide adequate municipal services and the ability and willingness of the Town's taxpayers to pay for these services, and
- The balance between differing land uses and lifestyles; between residential, commercial, and industrial uses; and between village, suburban and rural lifestyles and living environments.

The 1993 Plan envisioned a Gorham that:

- Reinforces its traditional pattern of development that consists of a series of villages and neighborhood centers surrounded by a working, rural landscape that provides landowners with opportunities for the economic use of their property;
- Accommodates well-planned “suburban style” development in a manner that does not disrupt the community’s traditional development pattern;
- Encourages businesses which offer services and shopping opportunities to the local market and specialty businesses and services with local, national, and even worldwide markets;
- Manages the Town’s natural resources in such a way as to conserve the resource value while allowing landowners reasonable use of their property;
- Strives for a transportation network that enables residents to easily move through, in, and out of town, while allowing commuters and long-distance travelers to travel through Gorham on convenient routes which do not disrupt the livability of the Town or promote undesirable development;
- Promotes an environment supporting innovation, intellectual curiosity and freedom; and a desire for small scale and voluntary approaches to dealing with the Town’s issues and opportunities; and
- Stimulates an expansion of its economic base and, with that, an increase in employment opportunities by having available sufficient sites for new and expanding value-added enterprises which accept responsibility for living in harmony with their neighbors.

The Plan set out goals and policies for a wide range of topics. The Plan established two primary land use goals – accommodating growth in a way that maintains the traditional development pattern and providing a variety of living and working environments including rural, suburban, and village. The Plan contained a Land Use Plan and set of policies to achieve those goals. A major focus of the Plan was on improved transportation in the community. It established goals for proving additional arterials or collectors to allow traffic to avoid the villages, to develop a direct arterial route across Gorham, to provide for controlled access on these new roadways, to improve access to the Gorham Industrial Park, and to expand facilities for pedestrians and bicyclists.

In addition to land use and transportation, the Plan included a wide variety of other goals and policies. Some of the more notable include:

- Using public water and sewer facilities to guide growth in the community
- Reinforcing Gorham Village’s role as a commercial center including developing a program to enhance the Village
- Supporting rural natural resource enterprises in the rural areas of the community

- Facilitating the availability of affordable housing including removing impediments in the Town's ordinances and providing density bonuses
- Establishing local historic districts in areas with large numbers of architecturally or historically significant buildings

While the 1993 Plan is now 20 years old, many of the basic goals and policies are still relevant and should be carried forward in the update as appropriate.

B. The Gorham Main Street Master Plan

In 1998, the Town developed a plan for improving the core of Gorham Village. The Master Plan had seven goals:

- Improve the aesthetic appeal of the Village Center to improve the livability and enhance the economic vitality of the community
- Develop a consistent, unified streetscape on Main Street within the village commercial districts
- Improve pedestrian, bicyclist and vehicular circulation and safety
- Provide for efficient and adequate parking without compromising the aesthetics of the Village Center
- Maintain and protect historic and residential areas
- Develop implementable, cost-conscious recommendations
- Develop regulatory and zoning measures and policies that encourage (or require, as appropriate) the desired pattern, mix, and quality of buildings and uses in the village commercial district

The Master Plan proposed a wide range of recommendations to address these goals including:

- Undertaking streetscape improvements including sidewalk and curbing, establishing an esplanade with street trees, buffering parking areas adjacent to the street, installing crosswalks, and providing street furniture and lighting
- Providing pedestrian connections including extending sidewalks on Mechanic Street and Railroad Avenue, developing a path from School Street to the Village Mall, and upgrading pedestrian ways within parking lots
- Creating more green space
- Reconfiguring the streets and parking areas
- Exploring improved parking opportunities
- Creating a Gorham Village organization to market and promote the area
- Implementing new transit service in conjunction with the University of Southern Maine

- Establishing a façade grant program
- Revising the sign ordinance
- Combining the Village Center and Urban Commercial Zones and modifying their standards
- Creating an Office-Residential Zone on both sides of Preble Street
- Encouraging the adaptive reuse of existing buildings

While some of the recommendations of the Master Plan were implemented, many were not. While the overall policy direction of the Plan is generally still valid, the recommendations need to be updated to reflect current conditions in Gorham Village. Recognizing this, the Town recently prepared an updated Main Street Master Plan for Gorham Village (see C).

C. Update of the Main Street Master Plan – Gorham Village

In 2015, the Town prepared an update of the 1998 Main Street Master Plan. The updated plan drew on the recommendations of the 1998 plan as well as the draft of the update of the Comprehensive Plan. The Plan contains the following recommendations:

Transportation (Automobile, Bicycle, Pedestrian, Transit)

- Reconfigure Main Street and New Portland Road intersection to reduce crossing distances and provide a crosswalk on Main Street on west side of intersection.
- This may be an opportune time to reconfigure the Main Street and New Portland Road intersection as part of the upcoming Main Street reconstruction project.
- Retain Mechanic Street entrance to and from Main Street (short term, reevaluate in conjunction with development proposals on Mechanic Street and Railroad Avenue).
- Encourage extension of Railroad Avenue to New Portland Road in conjunction with redevelopment of Mechanic Street and Railroad Avenue area.
- Reconfigure intersection of State Street and Narragansett Street to better channelize intersection. Study round-about design in this location.
- Assess limiting driveways along Main Street to be entrances only with exits via side streets (Water, Elm and Cross Streets).
- Expand the range of nonautomotive transportation alternatives available to the Town's residents, workforce, and visitors.

Main Street

- Adopted a Complete Streets policy for Main Street and other streets within town.
- Redesign Main Street prior to the water main reconstruction effort to be compatible with Complete Street principals, including public transit and wider sidewalks.
- Redesign Main Street with 10.5' max. travel lanes, 11' max. turn lanes, on-street parking or 5' min. bicycle lanes and bus stop locations.
- Apply to become a Main Street Maine Community.

Sidewalks and Pedestrian Amenities

- Prioritize new sidewalk construction to the “missing links” in the Village, especially on Elm Street and Robie Street (both sides).
- Prioritize new sidewalk reconstruction and streetscape needs on Main Street, School Street, South Street and Elm Street, with a clear connection to USM campus along College Avenue.

Safe Routes to School Assessment

- Proposed Sidewalk Links for Construction.
- Proposed Programming.

USM Coordination and Connectivity

- Conduct a student and professor survey for the entire USM Gorham Campus population to determine what the Town could do to improve coordination and connections to and from USM and the Village.
- Establish a Town and USM Liaison.
- Develop Town programs that would complement USM programs.
- Establish a Committee to review the options for public transit.

Bicycle Facilities

- Integrate the Conservation Committee with site plan reviews to encourage trail connections to existing or planned trails and open space, wherever feasible.
- Continue to build the Cross-Town Trail along the old RR corridor.
- Work with the City of Westbrook and Portland Trails on connections to the Cross-Town Trail.
- The Gorham Conservation Commission should consider establishing an annual maintenance fund either through fundraising or a foundation for the ongoing control of invasive plant species.

Parking

- Continue to incorporate recommendations in 2013 Village Parking Study.
- Strongly pursue interconnect parking areas in the rear of three Main Street parcels between Cross Street and the Gorham Saving Bank lot.
- Develop signage at key locations to alert and direct motorist to municipal parking areas.

Stormwater

- Address recommendations from the 2015 DRAFT Comprehensive Plan.
- Develop a municipal pilot or demonstration projects for LID or green infrastructure retrofits.
- Require via the Planning Board Site Plan Review and Approval Process that applicants of new or retrofit development within the village submit LID options as part of the application.

Parks and Greenspace

- Require via the Planning Board Site Plan Review and Approval Process that applicants of

new or retrofit development within the village submit enhanced green space designs.

- Continue to work with groups on trails expansion along old RR corridor to create linear park system in the village.
- Enhance existing parks with new consistent signage.
- Improve pedestrian connections from the Village to Tannery Brook Park and enhance trails within Tannery Brook Park.
- Coordinate with USM on potential walking tours.
- Upgrade open space adjacent to Robie Community Center.
- Provide amenities in open spaces to include playground with water features at Robie Community Center and benches and trash receptacles in all parks.

Buildings and Architecture

- Empower the Town's Historic Preservation Committee.
- Identify Gorham's Historic Resources.
- Establish a Framework for Protecting Historic Resources.
- Promote the Preservation of Historic Resources with Incentives.
- Encourage the Creation of a Vital, Attractive Historic Village Center.
- Bring the USM Gorham Campus into the Downtown Preservation Realm.
- The Historic Preservation Committee and Planning Board Should Address Historic Preservation Issues in the Existing Zoning Code in the Short Term.

D. The South Windham/Little Falls Village Revitalization Plan

In 1996, the Towns of Gorham and Windham jointly developed a revitalization plan for the Village of Little Falls/South Windham. The Plan contains a Vision for the village that includes the concept of a mixed-use village that is primarily residential but that accommodates more stores and commercial enterprises. The Vision anticipates that the village will be safer and more attractive for pedestrians and bicyclists and will become more attractive through streetscape improvements. It also envisions redevelopment of the mill buildings and the L.C. Andrews area to create a local commercial center. The Vision for the village is rooted in the area's historic character and scale.

The Revitalization Plan focused on five areas: 1) economic development, 2) residential development, 3) traffic calming and safety, 4) community improvements, and 5) regulatory improvements. For each area, the Plan identifies specific objectives and strategies. Some of these include:

- Revitalizing the mills including sewer improvements
- Creating a TIF District to support village improvements
- Establishing a business incubator
- Providing façade grants
- Creating similar residential zoning provisions for both towns
- Considering a historic overlay district

- Installing gateways on Routes 237 and 202
- Improving crosswalks
- Improving dangerous intersections
- Enacting improved access management standards
- Retaining on-street parking
- Providing additional open space and parks
- Developing a regional rail-trail
- Creating bicycle routes
- Revising the zoning in both towns including creating a new village commercial district around the Routes 237/202 intersection in Little Falls and a new village residential district where public sewer can be available with a density of up to 10 units/acre

As with the Main Street Master Plan, some of the recommendations in the study have been implemented but others have not. While most of the concepts in the Plan are still valid, the Plan needs to be updated to reflect current conditions and better focus the recommendations.

E. The Gorham East-West Corridor Feasibility Study

The Gorham East-West Corridor Feasibility Study is a major evaluation of east-west movement through Cumberland County from Portland to the west through Gorham. The focus of the study is on the integration and interrelationship of land use and transportation. The study was undertaken by the Maine Department of Transportation and the Maine Turnpike Authority and the communities of Gorham, Scarborough, Westbrook, and South Portland. The purpose of the Gorham East-West Corridor Feasibility Study is to identify and evaluate a range of potential solutions to area transportation and land use needs, resulting in the identification of prudent, reasonable, feasible and fiscally responsible roadway, transit, and land uses strategies in accordance with STPA, Maine's Growth Management Act, and the Federal National Environmental Policy Act (NEPA). The need for the Study is based on present and projected future transportation and land use deficiencies and opportunities west of Portland. Key transportation corridors in the Study Area currently follow State Routes 4, 22, 25, 112, 114, the Bernard Rines Village Bypass, Route 112, U.S. Routes 1 and 202 and Interstate Routes 95 and 295. The Study is focused on transportation and land use deficiencies and opportunities, and economic sustainability and opportunities.

Phase 1 of the study completed in 2010 identified two possible general options for improving traffic flow between the southern terminus of the Bernard Rines Village Bypass and the Maine Turnpike and Interstate 295. One option is to develop a new roadway while the second is to upgrade existing roads in the corridor. The second phase of the study refined those general concepts and looked at more detailed options. Those options included a new roadway from Gorham through North Scarborough as well as an option that included a small segment of new roadway to avoid the so

called “overlap” of Routes 22 and 114 in South Gorham. Based on the consideration of these options, the study recommended the option involving the construction of a new roadway as the approach with long-term sustainability.

In addition to looking at roadway improvements, the study is also looking at possible land use management approaches as well as improvements to transit service to manage/accommodate travel demand in the corridor. As part of Phase 1, the project team identified a number of locations in Gorham primarily south and east of Gorham Village that may be appropriate for higher density/intensity of development.

As the land use recommendations of Phase 2 of the Corridor Study evolve, the Town will need to consider incorporating them into the Town’s overall policy and this Comprehensive Plan.

F. Village Parking Study

In 2014, the Town completed a detailed study of the need for parking in the core of Gorham Village and possible approaches for improving parking in this area. The study area was divided into four quadrants around the intersection of Main/School/State and South Streets. Within each quadrant, the current supply of both on-street and off-street parking was identified and the utilization of those spaces at various times and days was observed. The study concluded that, in general, on-street parking supply is limited and intensively utilized with occupancy in many locations exceeding 80% or even 90% but that spaces in the larger off-street parking lots are under-utilized. The study included a parcel-by-parcel analysis of the potential demand for parking based on both the current use of the buildings and a “what-if” scenario based on full occupancy of the buildings. Under the “what-if” scenario, the study concluded that there would be a need for an additional 106 to 133 parking spaces in the Village.

The study then looked at the potential demand for parking in each of the four quadrants compared to the available supply and looked at opportunities to increase the supply of on-street parking as well as the possibility of developing off-street parking on the two Town-owned properties at 21 Main Street and 10 Preble Street. Based on this analysis, the study made the following recommendations:

- Provide 18 additional parking spaces on College Avenue by widen the street to allow parallel parking on both sides and removing the no-parking zone on the west end of the street
- Add 8 on-street parking spaces on Cross Street
- Explore the interconnection of private parking lots behind the buildings from Cross Street to Gorham Savings Bank which has the potential for adding as many as 28 new spaces
- Keep the structure at 21 Main Street and use it for a use that supports the village environment but work with adjacent property owners to obtain access to the rear of the lot to allow additional parking (up to 8 spaces) to be developed
- Study converting the head-in parking on South Street to angle parking

- Construct additional head-in parking at Robie Gym off Preble Street (8 net new spaces)
- Keep the main house at 10 Preble Street but remove the back of the structure to allow a parking lot with up to 24 spaces to be created
- Work with property owners to interconnect parking lots on the south side of Main Street between South Street and Key Bank
- Develop a signage program to inform motorists about the location of public parking lots
- Review and revise the off-street parking requirements that apply in the Village

Chapter 2: Development Profile

A. Residential Development

Gorham's residential development between 2000 and February 2016 focused largely on single-family homes. Of the 1,781 residential building permits issued during this time period, 75% were for single-family – and the remainder was for condo units (14.0%), mobile homes (5.2%) or 2-3 unit apartment buildings (4.8%).

Table 2.1: Residential Building Permits by Year, 2000-Feb. 2016

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Single-family	92	133	141	88	67	76	71	76	83	73	103	75	71	57	75	43	21
Multi-Family: 2-3 Units	9	9	7	5	4	6	6	6	6	4	9	7	7		1		
Multi-Family: 4+ Units				1						1	1			1		1	
Mobile Home	5	7	6	7	5	2	4	8	3	7	18	4	11	2	1	2	
Condo	20	10	19	2	20	36	20	7	6	1	20	5	11	14	24	29	6
Fraternity/Sorority										1							
University (residence halls)	1				1												
Total	127	159	173	103	97	120	101	97	98	87	151	91	100	74	101	75	27

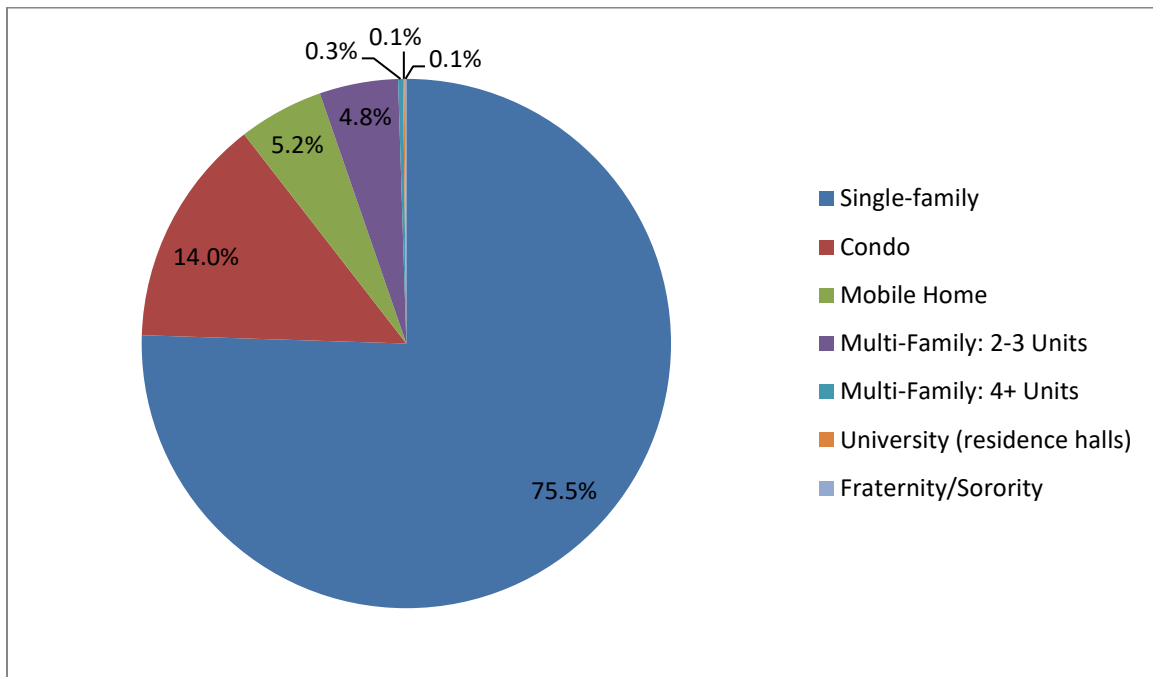
Source: Town of Gorham Building Permits

Table 2.2: Total Residential Building Permits, 2000-Feb. 2016

	Total	% of Total Building Permits
Single-family	1,345	75.5%
Condo	250	14.0%
Mobile Home	92	5.2%
Multi-Family: 2-3 Units	86	4.8%
Multi-Family: 4+ Units	5	0.3%
University (residence halls)	2	0.1%
Fraternity/Sorority	1	0.1%
TOTAL	1,781	

Source: Town of Gorham Building Permits

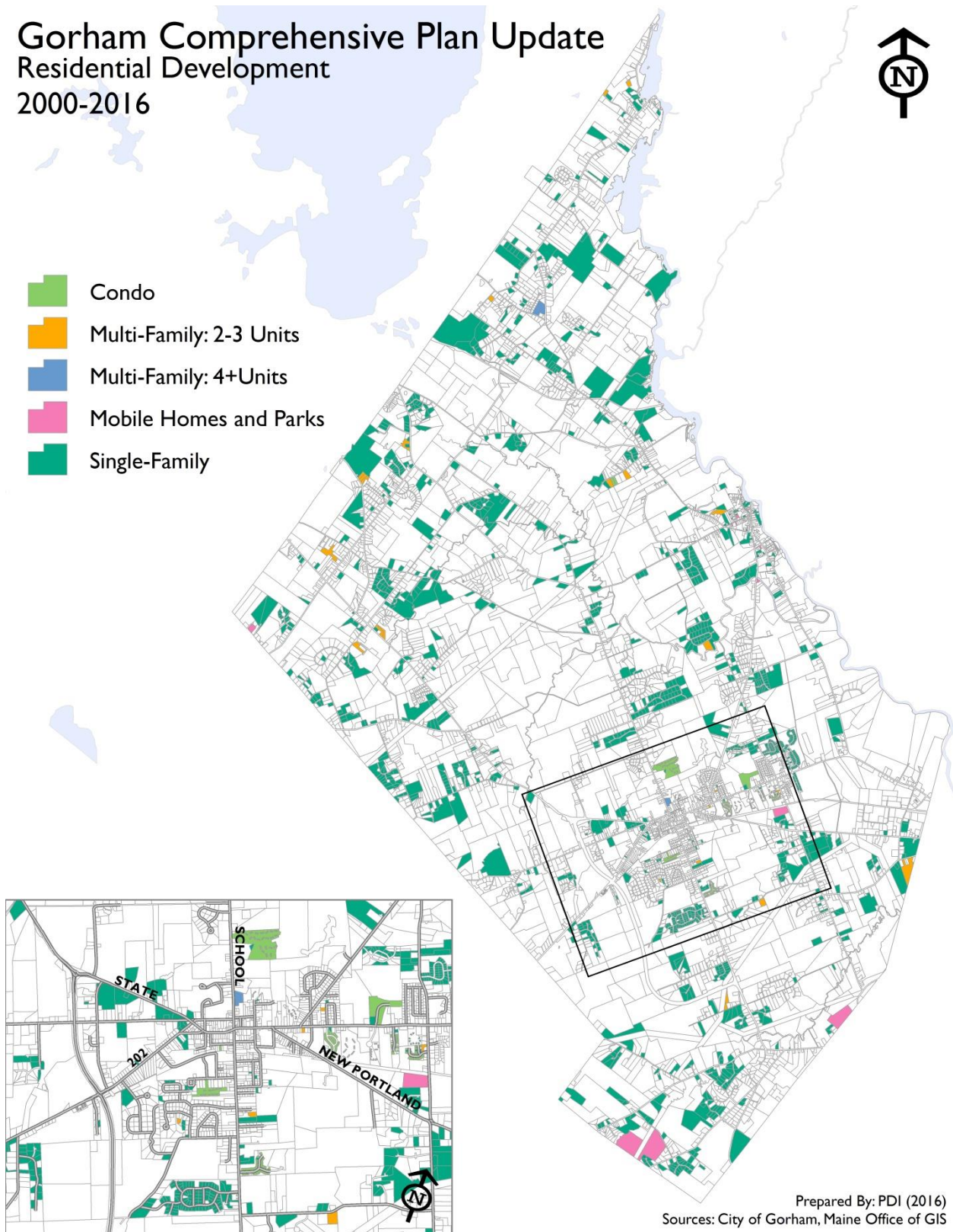
Figure 2.1: Residential Building Permits, 2000- Feb. 2016



Source: Town of Gorham Building Permits

Figure 2.2: New Residential Building Permits, 2000-2016

Gorham Comprehensive Plan Update Residential Development 2000-2016



B. Non-Residential Development

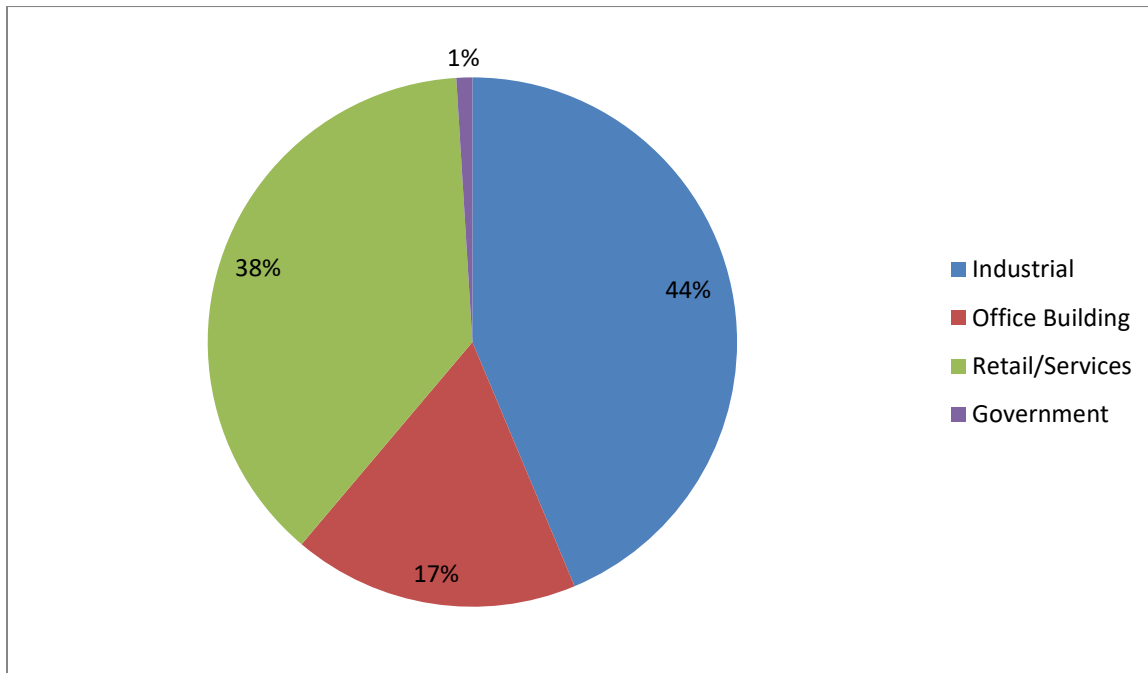
From 1990 to February 2016, Gorham's non-residential development focused primarily on light industrial and retail space. Most of this development took place in or near the Gorham Industrial Park or in Gorham Village, with a few developments on Route 25 (near the town border with Standish) and elsewhere.

Table 2.3: Total Non-Residential Development, February 2016

	1990-2000	2001-2011	2012-2016	Total 1990-2016	% Total 1990-2016
Industrial	11	32	2	45	43.7%
Office Building	3	12	3	18	17.5%
Retail/Services	17	18	4	39	37.9%
Government			1	1	1.0%
Total	31	62	10	103	

Source: Town of Gorham

Figure 2.3: Total Non-Residential Development, 1990- Feb. 2016



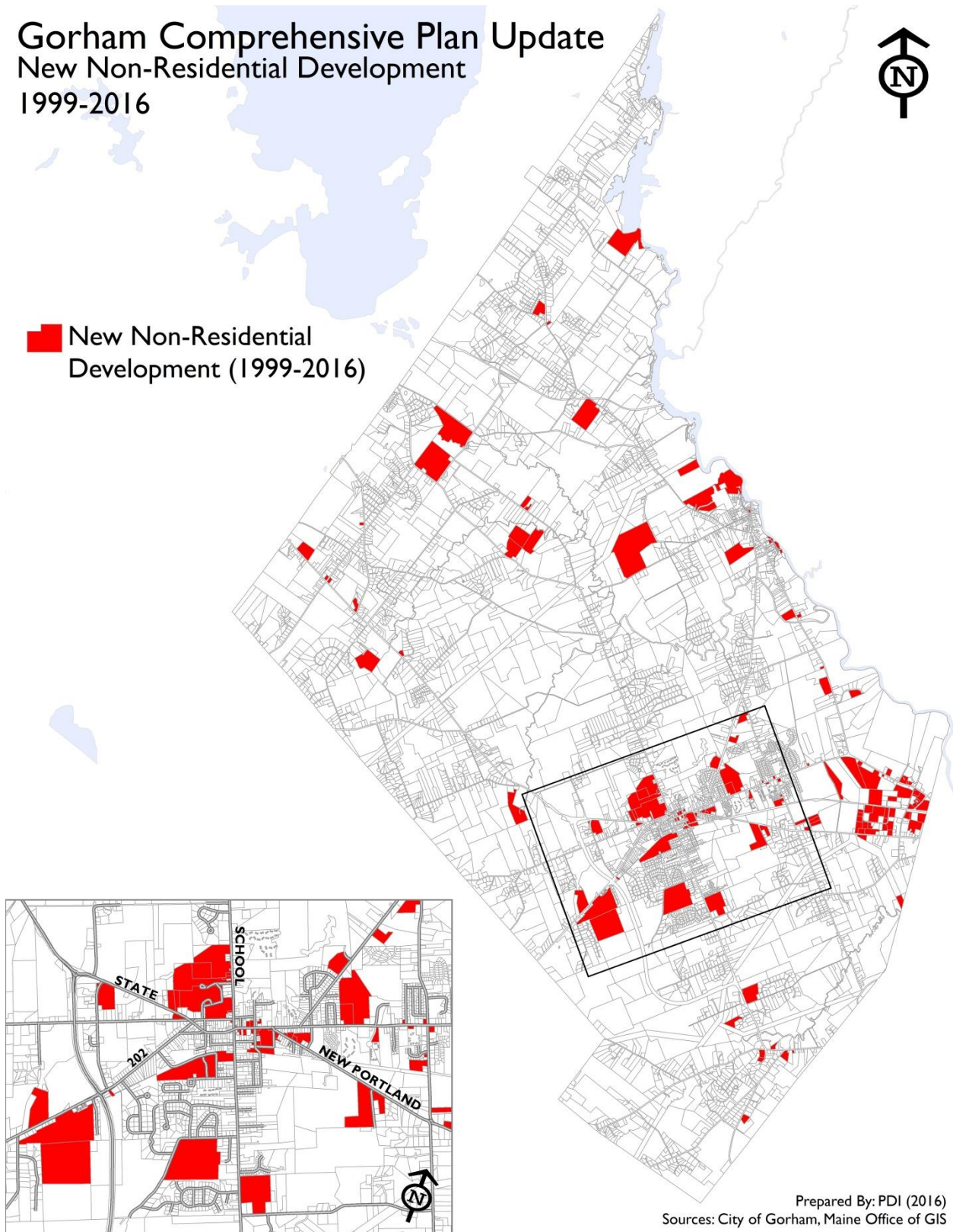
Source: Town of Gorham

From 1990 to 2012, the University of Southern Maine at Gorham (which is located in Gorham Village) constructed a field house, an ice arena, a co-generation power plant and two residence halls, as well as a number of smaller buildings.

Figure 2.4: Gorham New Non-Residential Development, 1990-2016

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New Non-Residential Development 1999-2016



C. Subdivisions

Developers created almost 1,500 lots in residential subdivisions between 1990 and 2015. This does not include lots that were created by lot splits that were not part of a subdivision. While most of these lots are in suburban-style lower-density developments in outlying areas of the community, there were a number of large medium-density subdivisions built between 1990 and 1999 on the fringes of Gorham Village. Since the mid-2000s much of the residential subdivision activity has occurred in and around Gorham Village. The lots sizes in the subdivisions are smaller and more-typical of village-style development.

Subdivision activity from 2000-2009 was the strongest of the period – almost double the previous decade’s number of lots were created. In spite of the condition of the housing market over the past five years, the Town has experienced a significant rate of residential subdivision activity since 2000.

Table 2.4: Residential Subdivision Lots Created, 1990-2015

	1990-1999	2000-2009	2010-2015	Total
Lots	445	841	332	1,618

Source: Town of Gorham

The figures shown in Table 2.4 do not include lots that were created by lot splits that were not part of a subdivision.

Figure 2.5: Gorham Subdivisions, 1990-2015

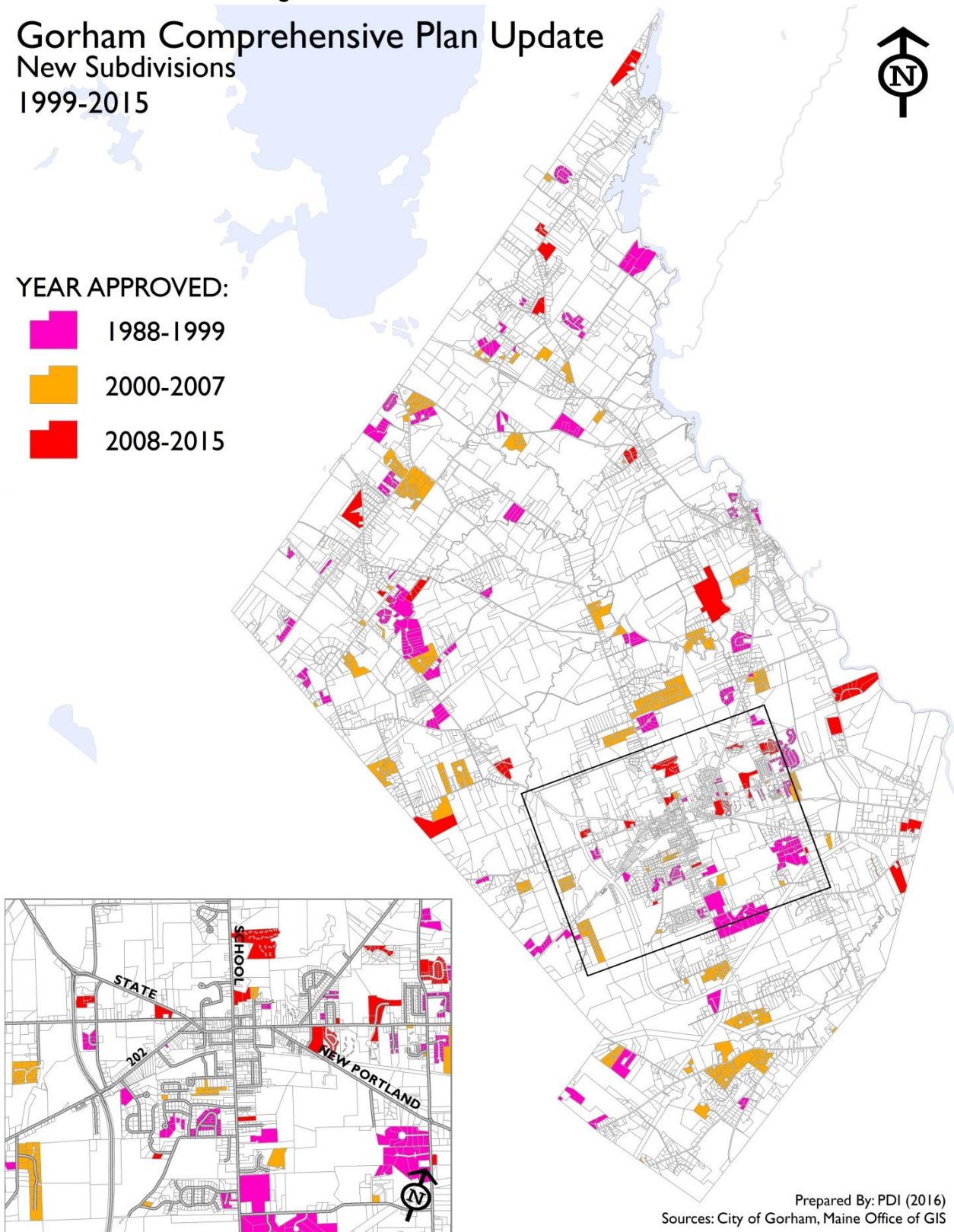
Gorham Comprehensive Plan Update

New Subdivisions

1999-2015

YEAR APPROVED:

- 1988-1999
- 2000-2007
- 2008-2015

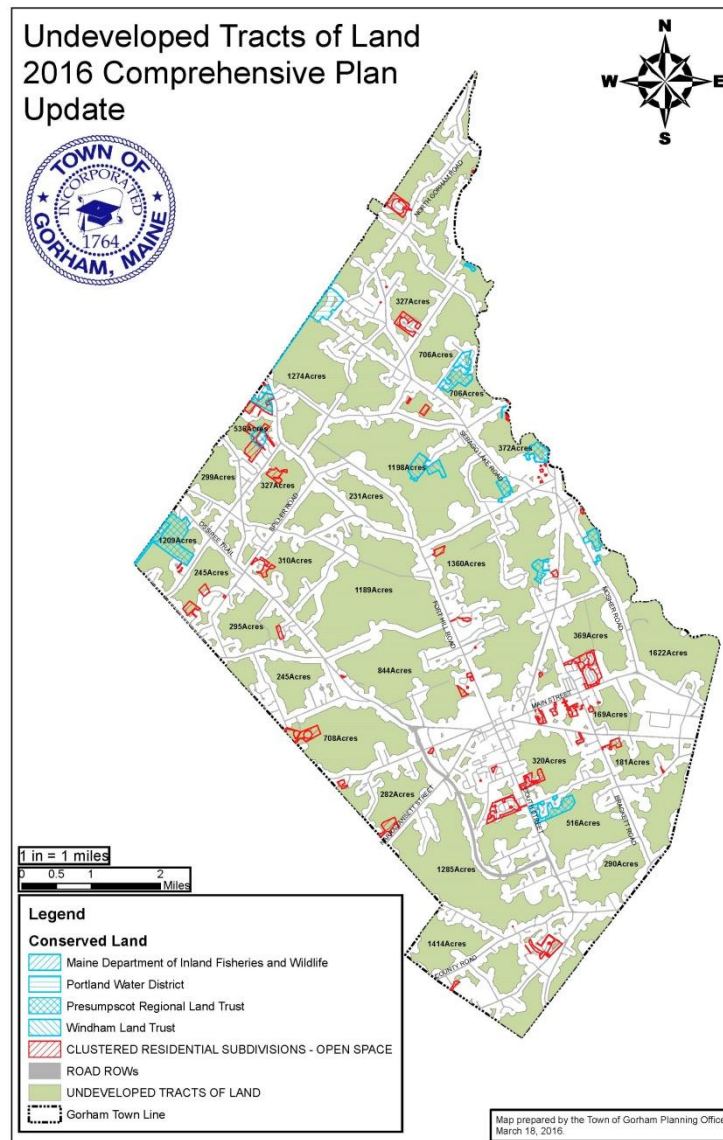


Prepared By: PDI (2016)
Sources: City of Gorham, Maine Office of GIS

D. Undeveloped Land

As of 2016, much of Gorham's concentration of developed land was in the Gorham Village area, with development along the rural roads in other areas. This has created a pattern of development along the roadways while the interior portion of many land "blocks" remains undeveloped (see Figure 2.6). Very little of Gorham's undeveloped land is protected from future development, but over 5,000 acres of it is in current use tax programs (see Appendix C: Land Use) which reduce the property taxes on this land.

Figure 2.6: Gorham Undeveloped Tracts of Land, 2016



Chapter 3: Summary of Inventories

A. Population & Demographics

- Gorham's population increased by an estimated 17% from 2000 to 2014, outpacing surrounding communities, the county, and the state.
- Gorham experienced a natural population increase (births minus deaths) of 435 from 2000 to 2010 – but a migration-related increase of 1,354.
- Gorham's largest population increase from 2000 to 2014 was among 45-64 year-olds. While the 25-44 year-old population decreased by an estimated four percent, the population under 25 increased by over six percent.
- Gorham's population is increasingly educated; in 2010, over 37% of the population had a bachelor's degree (up from 31% in 2000).

Table A.1: Changes in Cohort by Year

	2000	% of Total	2010	% of Total	2014*	% of Total	% Change 2000 to 2014
Under 25	5,600	39.6%	6,140	37.5%	5,974	35.8%	6.7%
25-44	4,088	28.9%	3,739	22.8%	3,918	23.5%	-4.2%
45-64	3,040	21.5%	4,548	27.8%	4,751	28.5%	56.3%
Over 65	1,413	10.0%	1,954	11.9%	2,034	12.2%	43.9%
Total Population	14,141		16,381		16,677		17.9%

Source: US Census, *ACS 5-Year Estimate

Table A.2: Median Age, 2000-2014

	2000	2010	2014*
Gorham	34.3	38.0	38.6
Scarborough	38.8	44.5	44.5
Standish	33.8	38.8	42.2
Westbrook	37.8	39.4	42.0
Cumberland County	37.6	41.0	41.7
Maine	38.6	42.7	43.5

Source: US Census, *ACS 5-Year Estimate

Table A.3 Percent of Adults with Bachelor's Degrees, 2000-2010

	2000	2010
Gorham	31.5%	37.4%
Cumberland County	34.2%	39.5%
Maine	22.9%	26.5%

Adult Population 25 and older

Source: US Census, *ACS 5-Year Estimates

B. Economy

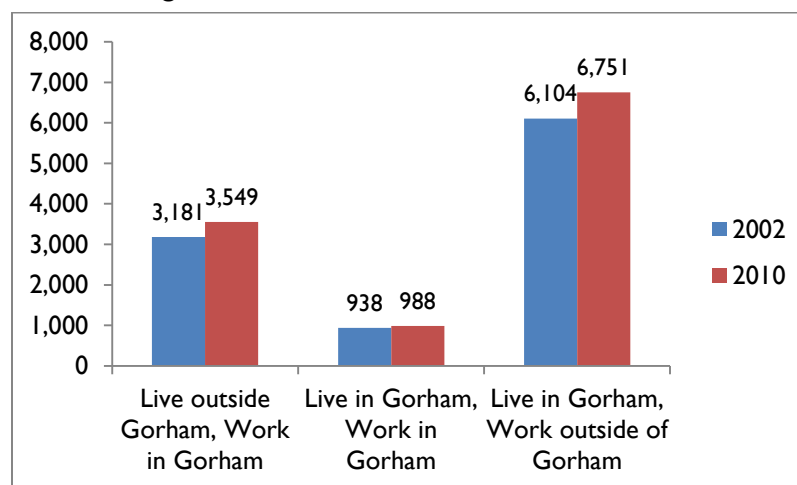
- The Gorham Industrial Park has maintained a high occupancy rate – in February 2016, only two lots (out of 38) were for sale.
- The Gorham labor force is increasingly white collar (Table B.1).
- The University of Southern Maine is by far the largest employer in Gorham, with 638 employees. Gorham School Department is the second largest, with 450 employees, followed by Goodwill Industries (250 employees) and Gorham House (a retirement community) with 240.
- The construction industry had the largest number of total jobs in Gorham in 2014.
- An increasing number of Gorham residents are commuting outside of Gorham for work (Figure B.1)

Table B.1: Occupations of Gorham Labor Force, 2000-2014

	2000		2014*	
Management, professional, and related occupations	2,610	34.6%	4,166	43.4%
Service occupations	1,275	16.9%	1,689	17.6%
Sales and office occupations	2,183	28.9%	2,525	26.3%
Natural resources, construction, and maintenance occupations	667	8.8%	634	6.6%
Production, transportation, and material moving occupations	817	10.8%	576	6.0%

Source: US Census 2000, *ACS 5-Year Estimates

Figure B.1: Gorham Commute, 2002-2010

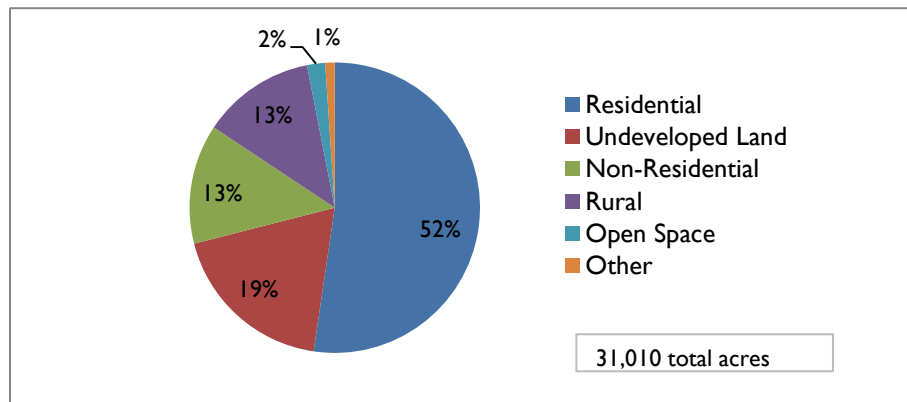


Source: US Census/LED on the Map

C. Land Use

- Just over 50% of Gorham's land is dedicated to residential use, and of the land dedicated to non-residential uses, almost half is in industrial use. Much of this industrial land is located on Route 25, near or in the Gorham Industrial Park. Of the land considered "rural," almost half is dedicated to tree growth.

Figure C.1: Gorham Land Use (Percent of Total)



Source: Town of Gorham Assessing Office

- Residential land:** About 91% of residential land in Gorham is dedicated to single-family property use. Of the remaining, less than one percent is dedicated to condo use, and about nine percent is dedicated to apartments.
- Non-residential:** Half of the non-residential land in Gorham is dedicated to industrial use, just under half is dedicated to retail and services, and the remainder (about four percent) is used for university or office space
- Agriculture:** Farming is on the rise in Cumberland County, with a 14% increase in the number of farms, a 21% increase in land being farmed, and a 51% increase in the value of direct sales of farm products to consumers between 2007 and 2012.
 - The trend toward smaller, more diversified specialty farms with agri-tourism is positive for Gorham's remaining farms.
 - Many of Gorham's farmers are retired or nearing retirement, with much remaining farmland expected to be in transition in the near future. Many farmers have expressed an interest in conserving their farmland if it can be purchased or conserved at an acceptable value.
 - There is funding available from public and private sources to protect important farmland in Gorham.
 - Gorham's land use code needs to be updated to better support farming and accommodate recent trends in farming activities.

D. Housing

- US Census data shows that Gorham's housing units increased by 27.3% from 2000 to 2014.
- Of those in occupied housing in Gorham about 87% own their properties, and about 13% rent. Gorham has far fewer renters as a percent of its total population in housing than the county or the state.
- The University of Southern Maine at Gorham opened two new residence halls between 2000 and 2010. Philippi Hall has a capacity of 221 students, and Upperclass Hall has a capacity of 296, for a total of 517 new beds.
- Many of the subsidized units in Gorham are targeted toward senior citizens, and the town lost 6 special needs units, 48 senior units, and 41 housing choice vouchers between 2008 and 2014.
- Housing prices in Gorham dropped from 2006-2011, as did the income needed to afford the Town's median home price – but rose again in 2013, and the income needed to afford the median home price remains higher than Gorham median income.

E. Public Facilities

- Gorham's municipal center – located in the old Shaw Middle School – houses the city clerk, finance department, town manager, assessing department, code enforcement, recreation department, and the planning and school department. The Gorham Economic Development Corporation is located on New Portland Road, the Public Works Department on Huston Road, and the Police and Fire offices are at 270 Main Street. The number of town employees at the Gorham Municipal Center has stayed relatively steady over the last five years.

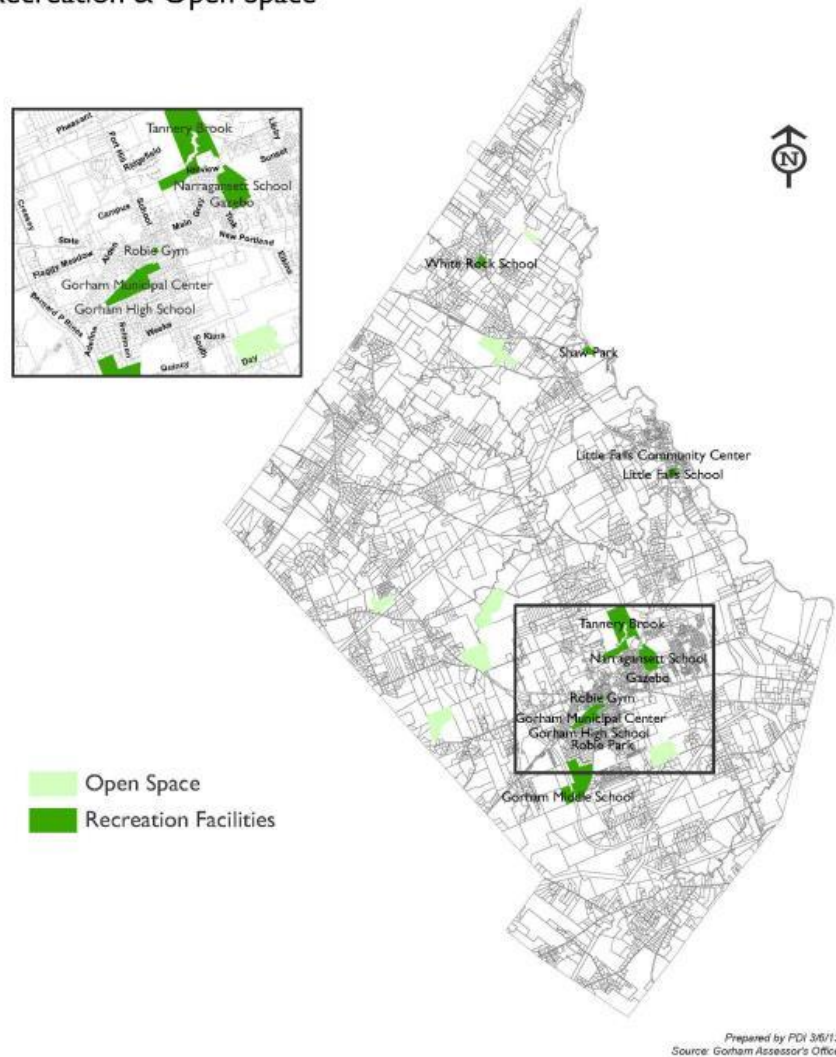
F. Recreation & Open Space

- Most of Gorham's parks and recreation facilities are in or near Gorham Village, with a few in the Little Falls area and northern part of town.
- Gorham has almost ten miles of trails, many of which are accessible by town parks, school facilities, or municipal properties. The Presumpscot Regional Land Trust and Gorham Conservation Commission help to manage almost all of the trails. The Town of Gorham Parks and Recreation Committee is also working on a "Town Trail" that would run parallel to Route 25 from behind the Gorham Industrial Park to Gorham Village.

Figure F.1: Gorham Recreation & Open Space

Gorham Comprehensive Plan Update

Recreation & Open Space



G. Infrastructure

- Public water service is available in Gorham Village, the Gorham Industrial Park, the Little Falls area, areas east of Gorham Village and several locations adjacent to the Water District's transmission lines. Portland Water District (PWD) is the primary supplier of public water within Gorham, and Sebago Lake is the main source of the Gorham's water supply.
- The Portland Water District is planning to replace the water main in Main Street in the near future (2016). This will be a major project. Any other planned improvements in the Main Street corridor including Gorham Village should be coordinated with this work.
- The Town of Gorham requires the extension of the public water system to serve new development, as long as the extension is considered feasible and economically viable.
- Gorham contracts with the PWD to collect, treat and maintain municipal wastewater systems. The largest service area in town includes most of Gorham Village and the Gorham Industrial Park, and wastewater from this area is treated at the Westbrook Treatment Plant. Based on existing capacity and reserves, there is room to accommodate commercial and residential growth. Little Falls Village wastewater is treated in Westbrook.

H. Transportation

- Gorham has just over 162 miles of roads, the bulk of which are local. The only principal arterials are Route 25 (from the Westbrook town line to Gorham Village), and Route 202/4 (beginning in Gorham Village and extending out to Buxton).
- The busiest road in Gorham is Route 22/114 in South Gorham, leading out of the southeastern edge of town to Interstate 95. Other high traffic areas include Gorham Village/University of Southern Maine and Route 25 (from the Westbrook line to Standish).
- The intersection of County Rd, Mercy/Gorham Campus, and South St. experienced 27 vehicle crashes from 2009-2011.
- While Gorham has almost ten miles of trails (see Appendix E: Recreation & Open Space), it has no dedicated bike lanes or shared lanes. The proposed Gorham Town Trail would create an off-road trail connecting the Gorham Industrial Park area to Gorham Village.

I. Historic & Archaeological Resources

- Six properties and one canal in Gorham are listed on the National Register of Historic Places. Two of them – the Art Gallery and the Academy Building – are located on the USM campus. The building that houses the Art Gallery was established as the first Free Meeting House in Gorham in 1821.
- Three districts in Gorham are listed on the National Register of Historic Places. The Gorham Campus Historic District is located on the USM campus, and the South Street Historic District and the Gorham Historic District are both located in or near downtown,

- Nine sites in Gorham are listed as archaeologically significant by the Maine Historic Preservation Commission. The bulk of these sites are homesteads or industrial sites, with the exception of Fort Gorham, which was built after the Massachusetts General Court granted the town to heirs and survivors of the Narragansett War.

J. Natural Resources

- There are **five high value plant species** in Gorham; two endangered, one threatened, and two of special concern. The habitat for the Creeping Spike Moss (endangered) is located southwest of the Gorham Village Area, near Indian Camp Brook.
- There are **two high value animal** species: the Upland Sandpiper (threatened), and the Great Blue Heron (species of special concern).
- There are several clusters of wetlands in Gorham. The largest concentration is in the Northeastern section of the town.
- Mosher Brook, which is located across from the Gorham Industrial Park, was listed as an impaired waterbody in 2010 by the US Environmental Protection Agency. At the time, the listed causes of impairment were E. Coli and oxygen depletion.
- There are additional small streams that are tributary to the Presumpscot River that may have impaired water quality.

K. Fiscal

- Education made up two-thirds of Gorham's total expenses in 2015, followed by public works, general government and public safety. Over the last five years, public works has seen the largest percentage increase.

Table K.1: Gorham Expenses, 2015

	2015	% of Total
Education	\$36,435,791	67.7%
Public Works	\$5,159,276	9.6%
General Government	\$5,212,457	9.7%
Public Safety	\$3,893,475	7.2%
Recreation	\$1,648,025	3.1%
Interest on debt	\$1,218,765	2.3%
Development	\$240,827	0.4%
Health & Welfare	\$50,170	0.1%
Total	\$53,858,786	

Source: Gorham Comprehensive Annual Financial Report 2015

Section II

Chapter 4 Community Vision

Chapter 5 Community Goals & Policies

Chapter 6 Land Use

Chapter 4: Community Vision

Our Community Vision establishes a picture of what we want Gorham to be in the next 10 to 20 years. It sets out what we want our town to be like in 2030 not what it is today. The Community Vision is forward looking. It is the goal that we are working toward as we plan for the future of our community. The Vision and the entire Comprehensive Plan is not a static document. It is intended to evolve as the Town grows and changes. Therefore the Vision and the policies of this plan should be reviewed and updated every ten years.

Our vision of Gorham is a neighborly community and the most desirable place in Maine to live, raise a family or build a business in a healthy, robust and aesthetically pleasing environment.

Gorham Village and Little Falls are vibrant village centers. In Gorham Village, a range of businesses meet the day-to-day needs of residents of the community and the larger region while in Little Falls the businesses are more locally focused. Both villages are attractive, pedestrian friendly places where people are comfortable and want to be. The village residential neighborhoods provide highly livable environments with easy access to services and community facilities. The Town and the University of Southern Maine make the Village more inviting and attractive to USM students and their families so they integrate more with the downtown area.

Gorham offers a variety of lifestyles and living environments. The two villages, South Gorham and the other rural neighborhoods offer a range of types of housing from single-family homes, to apartments, to condominiums. Higher density housing is available along South Street that appeals to people who commute into Portland and South Portland. On the fringes of the villages, more typical suburban-style subdivisions provide housing for families and other who want “some space”. A large portion of the Town north and west of Gorham Village remains rural and offers the opportunity for working rural activities including a variety of farming and a true rural lifestyle including recreation and public access to open space, woods and rivers.

Gorham has a healthy growing economy. Businesses in both villages thrive as they meet the needs of local residents and commuters. South Gorham continues to evolve as a well-designed, local commercial center. The Gorham Industrial Park and new industrial areas along Mosher Road are fully occupied by businesses that offer good quality jobs and are good neighbors and members of the community. Rural businesses including a wide range of agricultural endeavors offer opportunities for land owners to hold on to their land and maintain a working rural landscape. Increasingly, home businesses flourish in the community.

Gorham supports a variety of transportation options. The Town’s road network is improved and interconnections are established. The Bernard Rines Village Bypass extends to the Turnpike

through a new sustainable controlled access road/ highway corridor enhancing access to the community and creating new opportunities in South Gorham. Bus service linking Gorham Village and the USM campus to intown Portland is upgraded and available for use by the general public. Sidewalks and trails have been expanded to allow people to walk and bike within the villages as well as to major activity centers.

Gorham is a center for education and culture. With the University of Southern Maine at its core, Gorham is the center for lifelong learning and arts and cultural activities for the western suburbs and beyond. The Town and USM collaborate on programs and activities of the highest quality. The Town is a community of lifelong learners with extensive adult education programs. Gorham schools provide innovative education for the community's youths and adults while the resources of USM make the community a true educational center.

Gorham has an efficient, responsive local government. The Town government provides good quality public services on a cost efficient basis. Volunteerism is encouraged and expands the range of activities available in Gorham. Town government is open and transparent and effectively uses technology to encourage involvement in town affairs. Town officials will promote a culture of collaboration among all stakeholders.

Gorham strives to be a sustainable community. Gorham supports the sustainability of the environment and natural resources and should be open to considering new technologies or new ideas that enhance the community's sustainability and improve the living environment.

Chapter 5: Community Goals & Policies

The Comprehensive Plan is designed to be a guide in directing growth, development, and change in the Town of Gorham over the coming decades. The objectives and policies set forth in this chapter address the issues facing the Town, except for land use. Chapter Six addresses the Town's land use objectives and policies.

For each issue area, this chapter establishes the basic direction that the Town should seek to achieve through its municipal programs, regulations, and expenditures. Local objectives and proposed policies to achieve those objectives are established for each of the areas covered in the Inventory sections in the appendices. For each issue area, the relevant state goal or goals from the Growth Management Program that guides municipal comprehensive planning are included.

A. Population and Demographics

State Goal: To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl. (Growth Management Act)

Local Objectives:

- To accommodate growth in a manner that maintains the character of the Town and its established and emerging village centers and rural areas.
- To assure that a diversity of people have the opportunity to live in Gorham.

Pursuant to these goals, the policies of the Town of Gorham are:

1. The Town's land use regulations should accommodate continued residential development in the community but the amount of new construction should be regularly monitored to assure that growth does not outpace the Town's ability to provide services and facilities to meet the needs of an expanding population.
2. The Town's land use regulations should continue to allow for the construction of both single-family and multi-family housing in a variety of locations at densities that are appropriate for the type of housing and the location. The Future Land Use Plan in Chapter 6 outlines these areas.
3. The Town should allow more intense utilization of the land in the areas of the community where public sewerage is or can be available while assuring that this higher density is balanced by protecting open space in rural areas.
4. The Town should support efforts by the community groups and private developers to create additional affordable housing when there is a clear, demonstrated need for those units.

5. In addition, the Town should support the development of housing of all types to meet the needs of the community's growing older population.
6. The Town should begin to plan for the both the service and housing needs of this growing older population so that Gorham is a senior-friendly community.
7. The Town will work to promote residential uses as part of commercial development in mixed-use growth areas.

B. The Local Economy

State Goal: To promote an economic climate that increases job opportunities and overall economic well-being. (Growth Management Act)

Local Objectives:

- **To maintain an ongoing economic development program that works to retain and grow existing Gorham businesses while attracting new businesses to locate in the Town.**
- **To continue to diversify the business base to build a stronger community.**
- **To build on the growing partnership with the University of Southern Maine to capitalize on economic development opportunities.**

Pursuant to these objectives for the economy of Gorham, the Town's policies are:

1. The Town should continue to support the work of the Gorham Economic Development Corporation.
2. The Town should periodically review and improve the Site Plan Review process to develop the most efficient process for the review of commercial development proposals.
3. The Town should assure that there is an adequate supply of land that is properly zoned and appropriately located and serviced by infrastructure to accommodate anticipated industrial and commercial development.
4. The Town should continue to use TIFs as a business development tool.
5. The Town's economic development efforts should encourage entrepreneurship, especially small business start-ups.
6. The Town should continue to work with area colleges and universities to establish programs needed by area firms to develop and expand their workforce.
7. The Town should advocate for expanded workforce training and development programs particularly in the STEM (Science, Technology, Engineering, and Mathematics) sectors by collaborating with community businesses, the Gorham School Department, and area institutions of higher education.
8. The Town should work with property and business owners in the Square area in Gorham Village to explore ways to provide improved off and on-street parking that is available to the

public or is shared by a group of businesses to maintain the economic viability of this area of the Village.

9. The Town should work with the Maine Downtown Center to promote the vitality and growth of Gorham Village.
10. The Town should continue to support efforts to revitalize Little Falls and encourage growth in commercial activities within the village.
11. The Town should consider joining other organizations that would be useful to the Town's economic development efforts.

C. Natural Resources

State Goals:

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

Local Objectives:

- To protect and improve the quality of the surface waters within Gorham.
- To protect significant wetlands and adjacent uplands from encroachment and degradation.
- To manage the use of flood-prone areas to reduce the risk of property and environmental damage.
- To protect significant wildlife and fisheries habitat and critical and unique areas.

Pursuant to these objectives, the Town of Gorham's policies with respect to the management of its natural resources are:

1. The Town should develop and implement an enhanced Stormwater Management Plan to address stormwater issues in existing developed areas of the community as well as for new development.
2. The Town should review and update its regulations dealing with stormwater management.
3. The Town should explore alternative funding mechanisms to pay for a portion of the cost of stormwater management.
4. The Town should vigorously manage stormwater in the watersheds of streams that are not impaired but have water quality concerns to assure that the health of these waterbodies is maintained.

5. The Town should review and revise its development standards for activities that occur over significant sand and gravel aquifers especially along the Standish line to protect the aquifers as a source of drinking water and to assure that activities that have the potential for contaminating the groundwater are carried out in accordance with “best management practices”.
6. The Town should work to maintain the integrity of the large, unfragmented habitat blocks in the northern portion of the Town by limiting development in this area and encouraging the development that does occur to preserve significant open space through the use of conservation open space subdivision design.
7. The Town should periodically review (and update if necessary) the Town’s wetland protection provisions.
8. The Town should review and update its development review provisions to require that applications for site plan review or subdivision approval include information on the presence of any vernal pools on the site and the actions that will be taken to mitigate the impact of development on these resources.
9. The Town should investigate approaches that would allow development adjacent to low-value vernal pools in designated growth areas in exchange for enhanced protection around high-value pools in rural areas.
10. The Town should periodically review and revise, if necessary, its floodplain management provisions including when new floodplain maps become official.
11. The Town should review, and revise if necessary, its development review requirements (subdivision and site plan review provisions) to assure that the impact of development on significant wildlife habitat is taken into account during the review process and that actions are included to minimize the negative impacts on these resources.
12. The Town should continue its ongoing program of disaster planning. The Town should work with the Federal Emergency Management Agency (FEMA) on Hazard Mitigation Plan updates and the Risk Map program.
13. The Town should work with state and regional agencies to identify and remove areas with invasive plant species.
14. The Town should prohibit the use of invasive species in landscaping that is part of projects that are subject to Town review.
15. The Town should cooperate with organizations such as the Cooperative Extension Service to undertake programs to educate residents about invasive species and actions that can be taken to limit their introduction or expansion.
16. The Town should consider establishing an annual maintenance fund to allow the Gorham Conservation Commission to establish a program for the ongoing control of invasive plant species.
17. Town staff should work with the appropriate state natural resource agencies to review the designation of various streams as “impaired” and to evaluate if such designations are justified by current conditions.

D. Transportation

State Goal: To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development. (Growth Management Act)

Local Objectives:

- To maintain and enhance the ability of the road network to move traffic safely and efficiently while providing a high level of accessibility to residential neighborhoods, commercial areas, and job centers.
- To minimize the impact of vehicular traffic on established residential neighborhoods.
- To create a transportation system that provides a number of ways for people to move about the community including opportunities for walking and biking in addition to the use of the automobile.
- To expand the range of transportation alternatives available to the Town's residents, workforce, and visitors including transit service.

Pursuant to these objectives, the Town's policies with respect to transportation are:

Interstate Access

1. The Town should continue to work with the Maine Department of Transportation and the Maine Turnpike Authority to improve travel between the terminus of the Bernard Rines Village Bypass and South Gorham and the Maine Turnpike and Interstate 295 in South Portland including implementation of the recommendations of the Gorham East-West Transportation Study for the construction of a new sustainable controlled access roadway/highway around South Gorham and North Scarborough.

Arterial Network

2. The Town should undertake a program to manage curb cuts along the arterial corridors and designated collector roads (see Chapter 6 Land Use for specific roads). This should include reviewing and revising the development standards to limit new curb cuts while working with property owners to "close-up" areas where there are undefined or poorly defined points of access.
3. The Town should continue to improve traffic flow and safety on the arterial network through the upgrading of intersections.
4. The Town should use impact fees to help finance improvements to the arterial network that are needed to accommodate increased traffic resulting from new development when this is appropriate and there is a clear connection between the development and the need for

improvements. This approach should be used as an alternative to requiring a developer to make traffic improvements as part of a development approval.

5. As Gorham continues to grow in the future, the Town should revisit the concept of the northern limited access highway developed as part of the 2003 Gorham By-Pass Study.

Complete Streets

6. Complete Streets is a concept of designing and constructing streets to meet the needs of all users, motor vehicles, pedestrians, bicyclists, and public transit. The Town should apply the Complete Streets concept to the construction of new streets and to the reconstruction or substantial improvement of existing streets especially with the village areas.

Traffic in Residential Neighborhoods

7. The Town should continue to encourage/require the development of a pattern of interconnected local streets where that is feasible while at the same time discouraging the use of local, residential streets as short cuts for commuter and similar through traffic including assuring that the design of new streets does not encourage “short-cutting” through residential neighborhoods. The Town should work with established residential neighborhoods that are experiencing significant “cut-through” traffic to improve the situation.

Public Transit

8. The Town should continue to explore ways to provide scheduled bus service between Gorham Village and intown Portland possibly in conjunction with the University of Southern Maine and/or the Metro system.
9. The Town should work with other transit providers in Greater Portland and PACTS to develop a more regional and integrated transit system.

Sidewalks and Other Pedestrian Facilities

10. The Town should continue to implement the trail plan for connecting the Gorham Industrial Park area with Gorham Village. This effort should include constructing links to existing developments along the route to create a continuous network of pedestrian facilities that includes both sidewalks and trails to link key buildings and activity centers on the east side of the community with each other.
11. The Town should develop and implement a long-range plan for pedestrian improvements in the remainder of the Town. This plan should focus on improving pedestrian access and safety in the two villages, improving facilities in established residential neighborhoods, linking these neighborhoods to adjacent village centers, upgrading pedestrian facilities in the village centers to enhance the desirability and safety of these areas, and improving pedestrian access to public facilities, schools, recreational areas, and other activity centers.

12. The Town should work with PACTS and surrounding communities to link the Town's pedestrian (and bicycle) facilities with those in adjoining communities and the larger regional system.

Bicycle Facilities

13. The Town should provide improved bicycle facilities in the community including designated bike lanes, shared lanes, and bike lock-up places at public facilities, schools, recreational areas, and other activity centers.
14. The Town should revise its land use regulations to require that large commercial, industrial, multi-family residential or mixed-use developments incorporate provisions for bicycles into the development plan if appropriate.

Parking

15. The Town should work with property and business owners in the Square area in Gorham Village to explore ways to provide, pay for, and manage improved off and on-street parking that is available to the public or is shared by a group of businesses as recommended in the Village Parking Study.
16. The Town should review its on-street parking limitations in those areas that are village centers to maximize the availability of on-street parking and to manage its use to assure its availability for customers and visitors.

Funding

17. The Town should consider the use of impact fees and other funding sources to help pay for the costs of improvements to the arterial and collector road network that are necessary to accommodate increased traffic resulting from new development.
18. The Town should explore the use of a transit TIF if large-scale development or redevelopment occurs as a means of providing an ongoing source of funding for a bus system.
19. The Town should periodically evaluate where street lighting should be added at street intersections to improve safety.

E. Housing

State Goal: To encourage and promote affordable, decent housing opportunities for all Maine citizens. (Growth Management Act)

Local Objectives:

- To provide a diversity of housing to meet the needs of a wide range of residents.

- **That as new housing is built in the Town, there continues to be a supply of affordable housing available to meet the needs of lower- and moderate-income households.**
- **To maintain the existing housing stock in the Town and assure that it provides safe and sanitary housing while encouraging its energy efficiency.**

Pursuant to these objectives, the Town's policies with respect to housing are:

1. The Town should support efforts by the community groups and private developers to create additional housing of all types including market-rate housing and housing that is affordable to moderate-income households, as well as housing to meet the needs of the community's growing older population when there is a clear, demonstrated need for those units.
2. The Town should continue to provide for the construction of both single-family and multi-family housing in a variety of locations at densities that are appropriate for the type of housing and the location. The Future Land Use Plan in Chapter 6 outlines these areas.
3. Since small, studio and one-bedroom apartments typically have fewer occupants than larger units and generate less traffic and parking demand, the Town's land use regulations should treat small apartments as a fractional unit for density purposes to encourage and facilitate the development of this type of housing in those areas where the construction of multi-family housing is desired (see further discussion in Chapter 6).
4. The Town should review its land use and building regulations to identify and possibly revise any requirements that impose unnecessary obstacles to the construction of "small apartment units" such as minimum floor area requirements and off-street parking standards while assuring that these units do not create problems for neighbors.
5. The Town should promote the use of "green building" techniques to improve the energy efficiency of new or renovated housing and should assure that the codes and standards do not create obstacles for the use of new technologies.
6. The Town should encourage improvements to older residential units to increase their energy efficiency including providing access to local, state and federal funding programs.

F. Public Facilities

State Goals:

- **To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development. (Growth Management Act)**
- **To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl. (Growth Management Act)**

Local Objectives:

- **To provide an adequate level of public facilities to serve the Town.**

Pursuant to these policies, the Town's policies with respect to public facilities are:

1. The Town should continue to plan for needed improvements to the Town's municipal and school facilities through its annual capital budgeting process.
2. The Town's primary municipal administrative facilities should be located within Gorham Village to reinforce this area's role as the Town's community and government center. This should include the Municipal Center and related administrative offices used by the public and the library.
3. The Town should develop a long-range plan for providing improved facilities to serve the Public Works Department.
4. The Town and School Department should upgrade and expand Gorham High School to allow it to continue to offer a high-quality educational experience.

G. Infrastructure

State Goals:

- **To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development. (Growth Management Act)**
- **To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl. (Growth Management Act)**

Local Objectives:

- **To provide appropriate infrastructure to support development in those areas of the community where growth is desired**
- **To use the availability of public water and sewer service as a tool in managing the development pattern of the Town to direct most new development to designated Growth Areas**

Pursuant to these policies, the Town's policies with respect to public facilities are:

1. The Town should continue to use tax increment financing and impact fees as a way to facilitate the extension of the public water and sewer systems.

2. The Town should provide density bonuses for projects that use public water and/or public sewerage to both encourage development in these areas and to provide for the extension of the infrastructure systems.
3. The Town should require new developments in designated Growth Areas to utilize public water and/or public sewerage when these facilities are available or can be reasonable extended to serve the project.
4. The Town should continue to work with the Portland Water District and property owners/developers to explore the extension of the public sewer system further down South Street to potentially serve higher density development along this corridor and in South Gorham.
5. The Town should explore the installation of wayfinding signs within Gorham Village.

H. Recreation and Open Space

State Goal: To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters. (Growth Management Act)

Local Objectives:

- **To provide high-quality, well-maintained recreational facilities and open space for residents and visitors.**

Pursuant to these objectives, the Town's policies are:

1. The Town should continue to use the "development transfer mechanism" to accumulate funds to be used for the purchase of open space, including agricultural land, in rural areas of the community.
2. The Town should encourage residential developments to set aside permanent open space by providing "density bonuses" for subdivisions that are designed as open space, conservation subdivisions.
3. The Town should continue to work with the Presumpscot Regional Land Trust, Gorham Conservation Commission, other community groups, and property owners to expand the Town's trail system and to connect the Town's system with facilities in adjacent communities and the larger region.
4. The Town should continue to review and update a long-term master plan to address the community's recreational facility needs.
5. The Town should continue to upgrade and expand the community's indoor and outdoor recreation facilities to serve a growing population.
6. The Town should continue to use impact fees to fund the expansion of recreational facilities and the acquisition of open space in the community.
7. The Town should encourage density bonuses for connecting multiple use open space such

as stormwater percolation, wildlife corridors, trails and other forms of recreation.

I. Historic and Archaeological Resources

State Goals: To preserve the State's historic and archaeological resources. (Growth Management Act)

Local Objective:

- To assure that the Town's historical and archaeological resources are identified and appropriately protected.

Pursuant to these objectives, the Town's policies are:

1. The Town should continue to support the Gorham Historical Society in its work to identify and preserve the Town's historic resources and to educate and inform the public about the history of the Town.
2. The Town should explore the creation of local historic districts in which property owners would be required to meet standards when undertaking modifications to the exterior of the buildings in the district.
3. The Town and Historical Society should encourage the owners of properties with significant historic value to consider listing the properties on the National Register of Historic Places.
4. The Town should support the Historical Society in maintaining the Eddy Farm and in developing appropriate signs and educational materials to inform residents and visitors about the Town's history and its historic resources.
5. The Town should assure that Town projects and Town-funded activities enhance the historic qualities of identified historic properties when this is feasible and appropriate.
6. The Town should review and revise its development review regulations (site plan review and subdivision review) to require that applicants identify any known historic or archaeological resources on the development site and document how these resources will be treated to maintain their historic or archaeological value where feasible.

J. Fiscal Capacity

State Goal: To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development. (Growth Management Act)

Local Objectives:

- To expand the property tax base to maintain a fiscally responsible property tax rate.
- To provide the public facilities needed to accommodate desired types of growth.

Pursuant to these objectives, the policies of the Town of Gorham are:

1. The Town should continue to pursue economic growth that expands the Town's tax base provided that it is compatible with the overall Vision for the future of the Town.
2. The Town should continue to develop an annual capital improvement budget that evaluates and prioritizes the Town's needs for capital investments.
3. The Town should continue to use tax increment financing (TIF) to minimize the impact of new or expanded development on the Town's state aid and to use these "sheltered" revenues primarily for municipal activities and investments that would otherwise be paid for from the General Fund.
4. The Town should use impact fees and other creative funding mechanisms when appropriate to minimize the cost to the taxpayers of providing expanded facilities to serve new development and to spread the cost of these improvements among the projects that benefit from the improvements.
5. The Town should continue to seek and use outside funding for Town projects.
6. The Town should continue to explore opportunities for joint or shared services with neighboring communities as well as regional approaches for service delivery.

K. Agricultural and Forestry Resources

State Goal: To safeguard the State's agricultural and forest resources from development which threatens those resources. (Growth Management Act)

Local Objectives:

- To safeguard lands identified as prime farmland or capable of supporting commercial forestry.
- To support farming and forestry and encourage their economic viability.

Pursuant to these objectives, the Town of Gorham's policies with respect to the management of its agricultural and forestry resources are:

1. Adopt a process for spending density transfer funds collected to protect open space, with farmland identified as one of the priorities.
2. Work with local, regional and statewide organizations to protect important areas of remaining farmland.
3. Amend the Land Use Code to better support and promote farming by removing unreasonably burdensome ordinance language and permitting processes for farm operations, including at a minimum changes to provisions relating to:
 - Setbacks
 - Signs
 - Commercial sale of products grown
 - Required parking for farm stands
4. Approach the USM Muskie School to partner in the development of a detailed inventory of current farming activities and comprehensive economic impact analysis to better understand current farming activities in Gorham and the impact farming has on the local economy.

Chapter 6: Land Use

The Town's land use policies and related programs and regulations will play a major role in shaping the future of Gorham and our progress in achieving many aspects of our vision for the Town. This chapter lays out the Town's land use policies and outlines the land use regulations and programs that will be needed to carry out those policies. These policies generally reflect a ten- to fifteen-year time frame recognizing that many of the desired changes will take time to occur.

A. Land Use Objectives

The land use policies and recommendations for the Town's land use regulations and related programs are based on a set of interrelated objectives. These objectives represent the core of the Town's land use planning program. The land use objectives are:

- 1. Encourage the majority of new development to occur in designated growth areas, and to a lesser extent, in limited growth areas as identified in the Future Land Use Plan. Generally, this is the portion of the Town that is south of Little Falls and Gorham Village (see Figure 6.1).**
- 2. Promote a working rural landscape including a wide range of agricultural and forestry activities in the designated rural and resource areas while discouraging significant development to preserve the rural nature of these parts of the community where there are large contiguous areas of undeveloped land or significant natural resources. Generally, this is the portion of the community that is north and west of Little Falls and Gorham Village (see Figure 6.1).**
- 3. Reinforce Gorham Village's role as the community and retail/service center for the Town and assure that outlying development does not detract from or diminish this role.**
- 4. Re-establish Little Falls Village as a vibrant, attractive community by encouraging good quality residential and commercial development including the reuse of existing buildings.**
- 5. Foster the growth and development of the South Gorham area as a well-designed, local commercial center that takes advantage of the potential for improved access to Greater Portland based on the South Gorham – North Scarborough Land Use Study.**

6. Accommodate the potential for higher intensity/density development adjacent to the proposed sustainable controlled access East-West Connector linking the Bernard Rines Village Bypass to Greater Portland.
7. Promote continuing industrial/business park development in the Lower Main Street – Mosher’s Corner area including assuring that there is an adequate supply of appropriately zoned and serviced land to accommodate anticipated growth.
8. Maintain the rural character of the state highway system outside of the designated growth areas including resisting expanding the commercial corridor areas beyond those identified in the Future Land Use Plan.
9. Require that new development meet high standards of both site and building design to assure that they are positive additions to the community.
10. Work with the University of Southern Maine to better integrate the campus into Gorham Village and to encourage more of a “college-town” atmosphere in the Village.
11. Further the policies of the Gorham East-West Corridor Study to enhance travel between Gorham and the core of Greater Portland.

B. Future Land Use Plan

The Future Land Use Plan (see Figure 6.2) shows graphically how the Town’s land use policies apply to the land area of the Town of Gorham and where and how growth should be accommodated over the next decade. The Future Land Use Plan is not a zoning map. It is intended to show, in a general sense, the desired pattern of future land use and development. The intention is that this Future Land Use Plan will guide revisions to the Town’s Land Use and Development Code and related zoning maps to assure that the land use regulations are consistent with the policies set forth in this Comprehensive Plan. The boundaries shown on the Future Land Use Plan are general. The boundaries of each land use designation should serve as guidelines as the zoning ordinance and map are reviewed and revised.

1. Concept of Growth Areas, Limited Growth Areas, Rural Areas, and Resource Conservation Areas

The Future Land Use Plan embodies the concept that the Town should identify and designate “**growth areas**” or areas in which most of the anticipated non-residential and residential growth will be accommodated, “**limited growth areas**” or areas in which intensive development will be discouraged but modest infill development and redevelopment will be accommodated, “**rural areas**”

where intensive development will be discouraged, and “**resource conservation areas**” where most development will be prohibited or carefully managed to preserve natural resource values. These four types of areas are defined as follows:

Growth Areas – These are areas where the Town wants growth and development to occur. The anticipation is that most residential and non-residential development over the next ten years will occur in these growth areas. Growth Areas include the areas with undeveloped land that is appropriate for development as well as developed areas where redevelopment or significant intensification of use is desired. Public sewer and water is available in many of the growth areas or can be provided. For example, the designated Growth Area includes the Gorham Village commercial core as well as the Mosher’s Corner area.

Limited Growth Areas – These are areas that are either essentially fully developed and, therefore, have limited development potential or that have vacant or under-utilized land where the Town desires a limited amount of growth and development over the next ten years. Limited Growth Areas include the established neighborhoods in the villages where the Town’s objective is to maintain the current development pattern while allowing limited infill or redevelopment that is in character with the adjacent neighborhood.

Rural Areas – These are areas that are predominantly undeveloped, have large contiguous areas of open land with some commercial agriculture and forestry activity, and are not serviced or likely to be serviced by public water and/or sewerage in the foreseeable future. Therefore these areas are considered appropriate for natural resource-based activities including farming and forestry while accommodating small-scale, very low-density development that is compatible with the rural landscape.

Resource Conservation Areas – These are areas that have significant natural resource value or that are subject to state-imposed development limitations and therefore are not appropriate for significant development but can accommodate some natural resource-based activities such as farming and forestry.

2. Land Use Designations

The Future Land Use Plan (see Figure 6.2) takes the parts of Gorham that are within these four broad categories and divides them into “land use designations.” These land use designations cover the entire town and incorporate the concepts set forth for the land use objectives discussed in section A above. As noted in the introduction to this section, the land use designations are not intended to be “zoning districts” per se. Rather they form the broad basis that must be reflected in the Town’s land use regulations including the zoning map. In the preparation of the revised zoning provisions, some of the designations may be combined or re-arranged or divided to create a workable number of zoning districts. Some of the land use designations use the terms “Master

Plan” or “development plan”. Master Plan is used to indicate an area-wide plan developed by the Town or other public agency while development plan is used to indicate a plan prepared by a property owner or developer for a specific property.

The following provides an outline of the various land use designations organized by growth designation:

A. Growth Areas

1. Residential Growth Areas

- i. Village Expansion Area
- ii. Suburban Residential Area

2. Mixed-Use Growth Areas

- iii. Gorham Village Center Area
- iv. Little Falls Village Center Area
- v. Village Commercial Area
- vi. Village Approach Area
- vii. Mosher Corner Mixed-Use Area
- viii. South Gorham Crossroads Area
- ix. South Gorham Commercial Center Area
- x. Narragansett Mixed-Use Development Area

3. Nonresidential Growth Areas

- xi. Corridor Commercial Area
- xii. University Institutional Area
- xiii. Industrial Area
- xiv. Mosher Corner Planned Development Area

B. Limited Growth Areas

1. Residential Limited Growth Areas

- xv. Village Residential Area

2. Mixed-Use Limited Growth Areas

- xvi. Village Office-Residential Area
- xvii. White Rock Mixed-Use Area

C. Rural Areas

- xviii. Rural Areas

D. Resource Conservation Areas

- xix. Shoreland Overlay Area
- xx. Resource and Stream Protection Area

The following sections provide a description of each of the land use designations. For each designation, the general area to which it applies is identified while the Future Land Use Plan shows the location in more detail. The general types of land uses that are appropriate in each designation are identified (but this is not intended to be a complete list of allowed uses as would be found in the land use ordinance). The general development standards that are appropriate for each designation are also provided including the density of residential development and design considerations. Again these development standards are intended to be illustrative and are not specific ordinance provisions. The order of the land use designations matches the order in the outline above.

- **Village Expansion Area**

- **Location** – The Village Expansion Area includes the area on the fringe of Little Falls Village and extending along the Gray Road corridor toward Gorham Village. It also includes an area to the south of Gorham Village extending from the village bypass to the New Portland Road area. Most of this area is currently included in the Development Transfer Overlay District.
- **Allowed Uses** – The allowed uses in the Village Expansion Area should include the same general types of uses allowed in the Village Residential Area. This includes a range of residential uses (single-family, two-family, and multi-family), accessory apartments, retirement housing and elderly-care facilities, municipal and community uses, institutional uses, and bed and breakfast establishments.
- **Development Standards** – The development standards in the Village Expansion Area should allow for moderate-density residential development as well as higher density-residential development through the use of the development transfer provisions. The base density for residential development should be set at two units per net acre with public sewerage and one unit per net acre with on-site sewage disposal. The standards should allow a density of up to eight units per net acre with development transfer provided that the development uses public sewerage. In addition, the variable density provisions for small units should apply (see Section C.7. Small Dwelling Units).

The base minimum lot size requirements should be 20,000 SF with public sewerage and 40,000 SF with on-site sewage disposal. The minimum lot size with development transfer can be reduced to 6,000 SF. The base minimum lot frontage requirement should be 100 feet with public sewerage and 150 feet with on-site disposal. If development transfer is utilized, the minimum lot frontage should be reduced to 60 feet.

In addition to the space and bulk standards, developments utilizing development transfer should be required to meet additional design standards to assure that the overall development and individual homes are designed with a “village character”.

- **Suburban Residential Area**

- ***Location*** – The Suburban Residential designation includes a number of areas that have a substantial amount of suburban style development or are suitable for this pattern of development. This includes the Burnham Road area, some of the Flaggy Meadow-Narragansett area, the northern fringe of Gorham Village, the Dingley Springs area, and the Barstow Road area.
- ***Allowed Uses*** – The allowed uses in the Suburban Residential Area should include the same general types of uses currently allowed in the Suburban Residential zone. This includes a range of residential uses (single-family, two-family, and multi-family), accessory apartments, retirement housing and elderly-care facilities, municipal and community uses, institutional uses, rural entrepreneurial uses, and bed and breakfast establishments. In addition, it should accommodate traditional rural and agricultural uses including the reuse of agricultural buildings, sawmills, mineral extraction, and veterinary and animal services.
- ***Development Standards*** - The development standards in the Suburban Residential Area should allow for moderate-density residential development with somewhat higher densities for residential developments that utilize public water and/or public sewerage. The base density for residential development should be set at one unit per net acre. This should increase to 1.5 units per net acre with public water and two units per net acre with public sewerage. The development standards should provide a density bonus of 10 to 15% for subdivisions that are developed as conservation or open space subdivisions that preserve a portion of the site as permanent open space.

The base minimum lot size requirements should be 40,000 SF with on-site sewage disposal. This should be reduced to 30,000 SF for lots utilizing public water supply and 20,000 SF for lots using public sewerage. The base minimum lot frontage requirement should be 200 feet for lots that front on a state numbered highway or an identified major collector road (New Portland Road, Libby Ave/Brackett Road, Huston Road, and North Gorham Road) and 150 feet for lots that front on other streets. If the development utilizes public water, the minimum frontage on local streets should be reduced to 120 feet and to 100 feet if public sewerage is used. Lots in conservation or open space subdivisions should be permitted to have further reduced lot sizes and street frontages.

- **Gorham Village Center Area**

- ***Location*** – The Gorham Village Center designation applies to the “Square” area of Gorham Village including Main Street on both sides of the South Street intersection extending east to Elm Street (see Figure 6.3 as well as a small portion of South Street and School Street adjacent to the intersection).
- ***Allowed Uses*** – The allowed uses in the Gorham Village Center Area should include a wide range of residential and non-residential uses that are similar to the current Village Center District. The scale of retail uses should continue to be limited in this area.
- ***Development Standards*** – The development standards for the Gorham Village Center Area should be similar to the current Village Center standards including the current design requirements. Residential development should conform to the density and development standards for the Village Residential designation including the provisions for development transfer and variable density for small units. Existing buildings should be allowed to be used for residential uses including residential units in a mixed-use building without density considerations as long as the property meets requirements for parking, landscaping, and buffering.

- **Little Falls Village Center Area**

- ***Location*** – The Little Falls Village Center designation applies to the lots along both sides of the Gray Road from the river to the intersection with Tow Path Road (see Figure 6.4).
- ***Allowed Uses*** – The allowed uses in the Little Falls Village Center Area should include a wide range of residential and non-residential uses that are similar to the current Village Center District.
- ***Development Standards*** - The development standards for the Little Falls Village Center Area should be similar to the current Village Center standards but should include some basic design requirements to assure that any new buildings or redevelopment occurs in a manner that is compatible with the current pattern of development. Residential development should conform to the density and development standards for the Village Residential designation including the provisions for development transfer and variable density for small units. Existing buildings should be allowed to be used for residential uses including residential units in a mixed-use building without density considerations as long as the property meets requirements for parking, landscaping, and buffering.

- **Village Commercial Area**

- **Location** – The Village Commercial Area designation includes the commercial core of Gorham Village from Elm Street east to the New Portland Road area as well as a small area adjacent to the roundabout in Little Falls (see Figures 6.3 and 6.4).
- **Allowed Uses** – The allowed uses in the Village Commercial Area should include a wide range of residential and non-residential uses similar to the uses currently allowed in the Urban Commercial zone. Consideration should be given to allowing gasoline service stations in the Little Falls Village Commercial Area.
- **Development Standards** – The development standards in the Village Commercial Area should be similar to the current Urban Commercial standards including the current design requirements. Higher intensity development should be allowed based on a case-by-case review. Residential development should conform to the density and development standards for the Village Residential designation including the provisions for development transfer and variable density for small units. Existing buildings should be allowed to be used for residential uses including residential units in a mixed-use building without density considerations as long as the property meets requirements for parking, landscaping, and buffering.

- **Village Approach Area**

- **Location** – The Village Approach Area includes the portion of the Main Street corridor on either side of Libby Avenue extending from the Chick property eastward to the Gateway Commons area (see Figure 6.3).
- **Allowed Uses** – The allowed uses in the Village Approach Area should include a wide range of residential uses together with a limited range of non-residential uses including small-scale retail uses, restaurants without drive-thru service, offices, personal and business services, and B&Bs. Larger, more-intensive commercial uses should not be allowed in this portion of the corridor.
- **Development Standards** – The development standards should allow for both new development and the reuse of existing buildings in a manner which maintains this area as an attractive entrance to Gorham Village. The standards should require that buildings be located within reasonable proximity to the street with a landscaped buffer strip along the edge of the street and not more than one, double-row of parking between the building and the street. Off street parking should be encouraged to be located at the side and/or rear of the building for non-residential uses. New or expanded buildings should be required to conform to good site and building design standards that assure that the project has a “village character” and contributes to an attractive entrance to the Village. The creation of vehicular

accesses should be carefully managed and the interconnection of uses encouraged. Residential development should conform to the density and development standards for the Village Residential designation including the provisions for development transfer and variable density for small units.

- **Mosher Corner Mixed-Use Area**

- ***Location*** – This designation includes the land on the northerly side of Main Street from Gateway Commons to Mosher Road including land on both sides of the transmission line.
- ***Allowed Uses*** – The allowed uses in the Mosher Corner Mixed-Use Area should include a wide range of residential uses as well as business and professional offices, business and personal services, and community uses.
- ***Development Standards*** – Residential development in this designation should be governed by the standards of the Village Expansion designation including development transfer. The standards for non-residential development should require that new buildings maintain an attractive roadside appearance with a landscaped buffer strip along the edge of the street. Non-residential buildings should be sited to create a business/office park environment with access off internal streets when feasible. The location of large parking lots between buildings and Main Street should be restricted.

- **South Gorham Crossroads Area**

- ***Location*** – The South Gorham Crossroads Area includes land on both sides of South Street from the roundabout at the Bernard Rines Village Bypass to the Stroudwater River and extending eastward to Brackett Road, excluding the area around the Shirley Lane and Newton Drive neighborhood (see Figure 6.5).
- ***Allowed Uses*** – Since the Crossroads Area will potentially be served by the continuation of the East-West connector or related improvements and is potentially serviceable by public water and sewerage, new residential uses in this designation should be limited to multi-family residential and residential units in mixed-use buildings. Single-family and two-family dwellings should not be allowed in this area. In addition to residential uses, a range of non-residential uses should be allowed as part of a planned, mixed-use development including business and professional offices, retail and service uses, fully enclosed light industrial uses, and community and public uses. These new non-residential uses should be integrated into an overall project or support new residential development by building at a neighborhood or community scale, as opposed to highway oriented commercial strip development, big box stores, or the large commercial only projects like industrial or office parks.

- ***Development Standards*** – The development standards in the Crossroads Area are intended to require a high-intensity pattern of development. The maximum density for residential uses should be twelve to fifteen units per net acre with provisions for variable density for small units. In addition, the standards should require a minimum overall density of not less than five units per net acre for any individual residential project. The standards for development should require that new buildings be located with access off internal streets when feasible. All development should maintain an attractive roadside appearance with a landscaped buffer strip along the edge of both existing and new streets. The location of large parking lots between buildings and existing streets should be restricted. New development master planning should account for open space and recreational trails. The Stroudwater River is an important natural resource in South Gorham, and the town should consider additional protections that go beyond those afforded through existing Shoreland Zoning Standards.

To assure that the vision for this area is attained, all development proposals on lots that had at least ten acres as of April 1, 2013 must be done in accordance with an approved development plan for the entire parcel. This plan must establish, in conceptual terms, the overall use and development of the parcel including provisions for roads and other infrastructure. The plan should also include development and design standards to guide building-by-building development. This plan must be approved by the Planning Board prior to any development on the parcel and, once approved; all projects must substantially conform to the development plan.

- **South Gorham Commercial Center Area**

- ***Location*** – The South Gorham Commercial Center Area designation includes the land on both sides of the County Road in the vicinity of the intersection with South Street (see Figure 6.5). This designation includes the parcels that have been “contract zoned” thereby creating a consistent pattern for this area of the community.
- ***Allowed Uses*** – In the longer-term, the land use regulations in this area should be based on a Master Plan for South Gorham and North Scarborough developed jointly with the Town of Scarborough. In the near-term, the zoning should incorporate the provisions of the existing contract zones that have been established within this area. The allowed uses in this designation should include a range of residential uses including eldercare facilities together with a wide-range of smaller-scale non-residential uses including business and professional offices, personal and business services, restaurants, retail uses, B&Bs, and community uses. . Most non-residential uses should be limited to a maximum of 5,000 to 7,500 square feet of floor area.

Larger uses such as retail uses with up to 15,000 square feet of floor area may be allowed on “back lots” away from County Road provided that their access is from internal streets and the frontage along County Road is developed with smaller-scale buildings.

- ***Development Standards*** – As noted above, the land use regulations for this area should evolve as a Master Plan for South Gorham and North Scarborough is developed and adopted. As a general guiding principle, a higher density of activity should be allowed within approximately one thousand five hundred (1,500) feet of the intersection of County Road and South Street with lower density activity in the remainder of the area. Residential uses should be allowed at a density of up to two units per net acre with on-site sewage disposal and four units per acre with public sewerage throughout the area with higher density allowed with public sewerage near the South Street intersection. The basic minimum lot size should be 20,000 square feet that can be reduced to 10,000 square feet or less with public sewerage. The variable density provisions for small units should apply in this designation if public sewerage is utilized.

The development standards should promote a campus style development pattern in the area near the South Street intersection with more of a village character in the remainder of the area. The standards should require that new buildings have a traditional character and scale and be limited to a maximum of two stories except in the area around the South Street intersection if public sewerage becomes available in the future. Buildings should be located on access drives or new streets where feasible to minimize curb cuts on County Road. The creation of an interconnected street network should be required where feasible. New buildings directly fronting on County Road with access from that street should not be allowed unless there is no alternative. Buildings should be located in proximity to the street or access road with a setback of no more than fifty feet along the County Road and 35 feet on other streets or drives.

- **Narragansett Mixed-Use Development Area**

- ***Location*** – The Narragansett Mixed-Use Development Area includes land on both sides of Narragansett Street west of the Bernard Rines Village Bypass including areas that are currently in the Narragansett Development zone.
- ***Allowed Uses*** – The intention of this designation is to allow for the reasonably intensive development of this area in a manner that is complementary to Gorham Village but which is not competitive to the uses in the Village. As such, the allowed uses would encourage more of a mixed-use area including multi-family residential development and residential units in mixed-use buildings as well as non-residential

uses such as business and professional offices, business services, light manufacturing, research facilities, recreational facilities, hotels and inns, restaurants, automotive services, and similar uses. Single and two-family residences should not be allowed. Small-scale retail uses would be allowed only as part of a mixed-use development and could not be in freestanding buildings.

- ***Development Standards*** – The development standards for this designation should require that new development have a planned development character with access off internal streets when feasible. The standards should require that new buildings maintain an attractive roadside appearance with a landscaped buffer strip along the edge of Narragansett Street. Non-residential buildings should be sited to create a business/office park environment. The location of large parking lots between buildings and Narragansett Street should be restricted. Minimum lot size and street frontage requirements for non-residential uses should be small to create the potential for lots to be developed off internal streets. The maximum density for residential uses should be six to eight units per net acre with provisions for variable density for small units. All new development in this area would be required to be served by public sewerage.

- **Corridor Commercial Area**

- ***Location*** – The Commercial Corridor designation includes parts of the Lower Main Street corridor from the Town line to the Mosher's Corner area and the parts of the Route 25 corridor in West Gorham from Shaws Mill Road to the Standish Line.
- ***Allowed Uses*** – The allowed use in the Corridor Commercial Area should be similar to the current Roadside Commercial zone including retail, service, office, auto-related, small light industrial (<10,000 square feet), and community uses as well as hotels, inns and B&Bs. Residential uses should be limited to existing single-family homes. New residential development should not be allowed in this designation.
- ***Development Standards*** – The existing residential uses should be subject to the standards of the Suburban Residential designation. The development standards should be somewhat similar to the current standards in the Roadside Commercial zone but should require improved site design. Buildings should be required to be setback between 25 and 90 feet from the road with not more than one double-loaded row of parking between the building and the street. A landscaped buffer strip at least 20 feet wide should be required along the street. Vehicular access to lots should be carefully managed. Access from side streets rather than Route 25 should be required if feasible and driveways limited to one per 400 feet of road frontage. The use of shared driveways and interconnected parking should be required to minimize the number of curb cuts. In addition, there should be additional requirements in areas over a sand and gravel aquifer. These provisions should require a high level of

stormwater management and careful handling and storage of potential groundwater contaminants.

- **University Institutional Area**

- **Location** – This designation includes the land that is part of the University of Southern Maine campus (see Figure 6.3).
- **Allowed Uses** – The allowed uses in the University Institutional Area would be limited to university/educational related facilities and activities plus supplemental “non-university” uses that are approved as part of the Campus Master Plan. These could include uses that serve both the university population and the larger community such as a book store or food services.
- **Development Standards** – This land use regulations for this designation would not have “traditional” space and bulk standards. The requirements would tie development to a campus master plan developed by the University and approved by the Town. No significant development could occur within the area until such a plan is developed and approved. The campus master plan would address the overall future use and development of the campus in a conceptual form including addressing traffic and parking provisions, infrastructure, and utilities. The master plan would need to establish appropriate development standards to be met by future projects including how the campus will be better integrated into Gorham Village and the residential neighborhoods adjacent to the campus.

- **Industrial Area**

- **Location** – The Industrial designation applies to a number of locations that are currently zoned Industrial including the Phinney Lumber Yard area, the cabinet shop on Fort Hill Road, the Gorham Industrial Park and adjacent areas, and the former Maine Metal Finishing area in South Gorham.
- **Allowed Uses** – The allowed uses in the Industrial designation should be similar to the uses currently allowed in the Industrial zone.
- **Development Standards** – The development standards in the Industrial designation should be similar to the current standards in the Industrial zone.

- **Mosher Corner Planned Development Area**

- **Location** – The Mosher Corner Planned Development Area includes most the area on the river side of lower Main Street and the Mosher Road from the town line almost to the Little River as well as land on the westerly side of the Mosher Road that is currently zoned industrial.

- ***Allowed Uses*** – The objective for this designation is to allow the landowners the option of being subject to the Rural requirements until such time as they choose to be governed by the development standards of this designation. Therefore the basic allowed uses should be those allowed in the Rural District including traditional rural and agricultural uses including the reuse of agricultural buildings, sawmills, and veterinary and animal services as well as uses such as agri-tourism related activities. If the property owners chooses the development option, the allowed uses in the Mosher Corner Planned Development Area should be expanded to include a wide-range of non-residential uses including business and professional offices, business services, manufacturing, wholesale and distribution facilities, hotels, community uses, and mineral extraction. Limited retail activity should be allowed only if it is accessory to another use. New residential development should not be allowed in this designation.
- ***Development Standards*** – Since this designation is intended to be a transition district, the land use regulations should allow property owners the option of being subject to the Rural requirements until such time as they chose to be governed by the development standards of this designation. Once the property owner chooses the development option, the development standards for this designation should require that new development have a planned development character with access off internal streets when feasible. The standards should require that new buildings maintain an attractive roadside appearance with a landscaped buffer strip along the edge of Main Street and Mosher Road as well as a significant buffer where development abuts a residential area. All development should be sited so that green space is retained along the river to protect water quality and provide opportunities for recreational use. Non-residential buildings should be sited to create a business/office park environment. The location of large parking lots between buildings and existing streets should be restricted.

To assure that the vision for this area is attained, all development proposals on lots that had at least ten acres as of April 1, 2013 must be done in accordance with an approved development plan for the entire parcel. This plan must establish, in conceptual terms, the overall use and development of the parcel including provisions for roads and other infrastructure. The plan should also include development and design standards to guide building-by-building development. This plan must be approved by the Planning Board prior to any development on the parcel and, once approved; all projects must substantially conform to the development plan.

- **Village Residential Area**

- **Location** – The Village Residential Area includes primarily the developed residential neighborhoods in Gorham Village and Little Falls Village (see Figures 6.3 and 6.4). This designation is similar to the current Urban Residential zone but has been expanded slightly to include areas that are now sewered.
- **Allowed Uses** – The allowed uses in the Village Residential Area should include the same general types of uses currently allowed in the Urban Residential zone. This includes a range of residential uses (single-family, two-family, and multi-family), accessory apartments, retirement housing and elderly-care facilities, municipal and community uses, institutional uses, and bed and breakfast establishments.
- **Development Standards** – The development standards in the Village Residential Area should allow for medium-density residential development as well as higher-density development through the use of development transfer provisions. The base density for residential development should be set at 4 units per acre with public sewerage. Development with on-site sewage disposal should not be permitted. The standards should allow a density of up to 8 units per acre with development transfer. In addition, the variable density provisions for small units should apply. Within the Village Residential Area the reuse of existing buildings for residential purposes should be allowed without density considerations as long as the property meets requirements for parking, landscaping, and buffering.

The base minimum lot size requirements should be 10,000 SF with public sewerage. The minimum lot size with development transfer can be reduced to 5,000 SF. The base minimum lot frontage requirement should be 80 feet. If development transfer is utilized, the minimum lot frontage should be reduced to 60 feet.

In addition to the space and bulk standards, developments utilizing development transfer should be required to meet additional design standards to assure that the overall development and individual homes are designed with a “village character”.

- **Village Office-Residential Area**

- **Location** – The Village Office-Residential designation includes the portion of the Main Street corridor from the New Portland Road area easterly to the vicinity of the Public Safety Building and St. Anne’s Church (see Figure 6.3).
- **Allowed Uses** – The allowed uses in the Village Office-Residential Area should be limited to residential and small-scale office uses similar to the current Office Residential zoning district.
- **Development Standards** – The development standards for this designation should be similar to the standards for the current Office Residential zoning district. The

density standards for residential uses should be similar to the standards for the Village Expansion Area. The provisions regulating the front setback of buildings and the location of off-street parking should be revised to apply to both residential and non-residential buildings.

- **White Rock Mixed-Use Area**

- **Location** – The White Rock Mixed-Use Area includes the land around the White Rock intersection including the site of the former White Rock Elementary School (see Figure 6.2).
- **Allowed Uses** – The allowed uses in the White Rock Mixed-Use Area should include a wide range of residential uses including multi-family housing together with a limited range of non-residential uses including small-scale retail uses, restaurants without drive-thru service, offices, personal and business services, community uses, and inns and B&Bs.
- **Development Standards** – The development standards should allow for both new development and the reuse of existing buildings in a manner which maintains this area as an attractive rural crossroads. The standards should require that buildings be located within reasonable proximity to the street with a landscaped buffer strip along the edge of the street and not more than one, double-row of parking between the building and the street. Off street parking should be encouraged to be located at the side and/or rear of the building for non-residential uses. New or expanded buildings should be required to conform to good site and building design standards that assure that the project has a “village character”. The creation of vehicular accesses should be carefully managed and the vehicular interconnection of uses encouraged. Residential development should conform to the density and development standards for the Suburban Residential designation including the provision for variable density for small units.

- **Rural Area**

- **Location** – The Rural Area encompasses a broad swath of the northern portion of the town extending from the border with Buxton across the back side of Fort Hill to the Presumpscot River and up to North Gorham. It also includes a small area in the Deering/County Roads area of South Gorham as well as the Longfellow Road area.
- **Allowed Uses** – The allowed uses in the Rural Area should be similar to the current Rural zone. This includes farming and forestry as well as a range of residential uses (single-family, two-family, and multi-family), accessory apartments, municipal and community uses, institutional uses, rural entrepreneurial uses, and inns and bed and breakfast establishments. In addition it should accommodate traditional rural and

agricultural uses including the reuse of agricultural buildings, sawmills, mineral extraction, and agriculturally related businesses including the processing and sales of agricultural products.

- ***Development Standards*** - The development standards in the Rural Area should allow for the conduct of working rural activities including farming, forestry and mineral extraction and should not impose unreasonable standards on these uses. Low-density residential development with somewhat higher densities for residential developments that utilize conservation or open space subdivision design principles should be accommodated. The base density for residential developments should be set at 1 unit per 1.5 net acres. Conservation or open space subdivisions that preserve a substantial portion of the site as permanent open space should be allowed at the same base density.

The base minimum lot size requirements should be 60,000 SF but individual lots in a conventional subdivision can be as small as 40,000 SF as long as the overall maximum density is met for the entire subdivision. Lots in a conservation or open space subdivision may be as small 20,000 SF as long as the density requirement is met. The base minimum lot frontage requirement should be 200 feet for lots that front on a state numbered highway or an identified major collector road (New Portland Road, Libby Ave/Brackett Road, Huston Road, and North Gorham Road) and 150 feet for lots that front on other streets. In conservation subdivisions, the minimum frontage on local streets should be reduced to 100 feet.

- **Shoreland Overlay Area**

- ***Location*** – The Shoreland Overlay Area includes those areas that are currently included in the Shoreland Overlay District.
- ***Allowed Uses*** – Uses in these areas should be the same as the allowed uses in the underlying designation.
- ***Development Standards*** – The development standards in these areas should be same as currently allowed.

- **Resource and Stream Protection Area**

- ***Location*** – The Resource and Stream Protection Area includes those areas that are currently zoned Resource Protection or Stream Protection.
- ***Allowed Uses*** – Uses in these areas should be limited to the uses currently allowed in the Resource Protection and Stream Protection zones.
- ***Development Standards*** – The development standards in these areas should be same as currently allowed in the Resource Protection and Stream Protection zones.

Figure 6.1: General Growth Areas
Gorham Comprehensive Plan Update

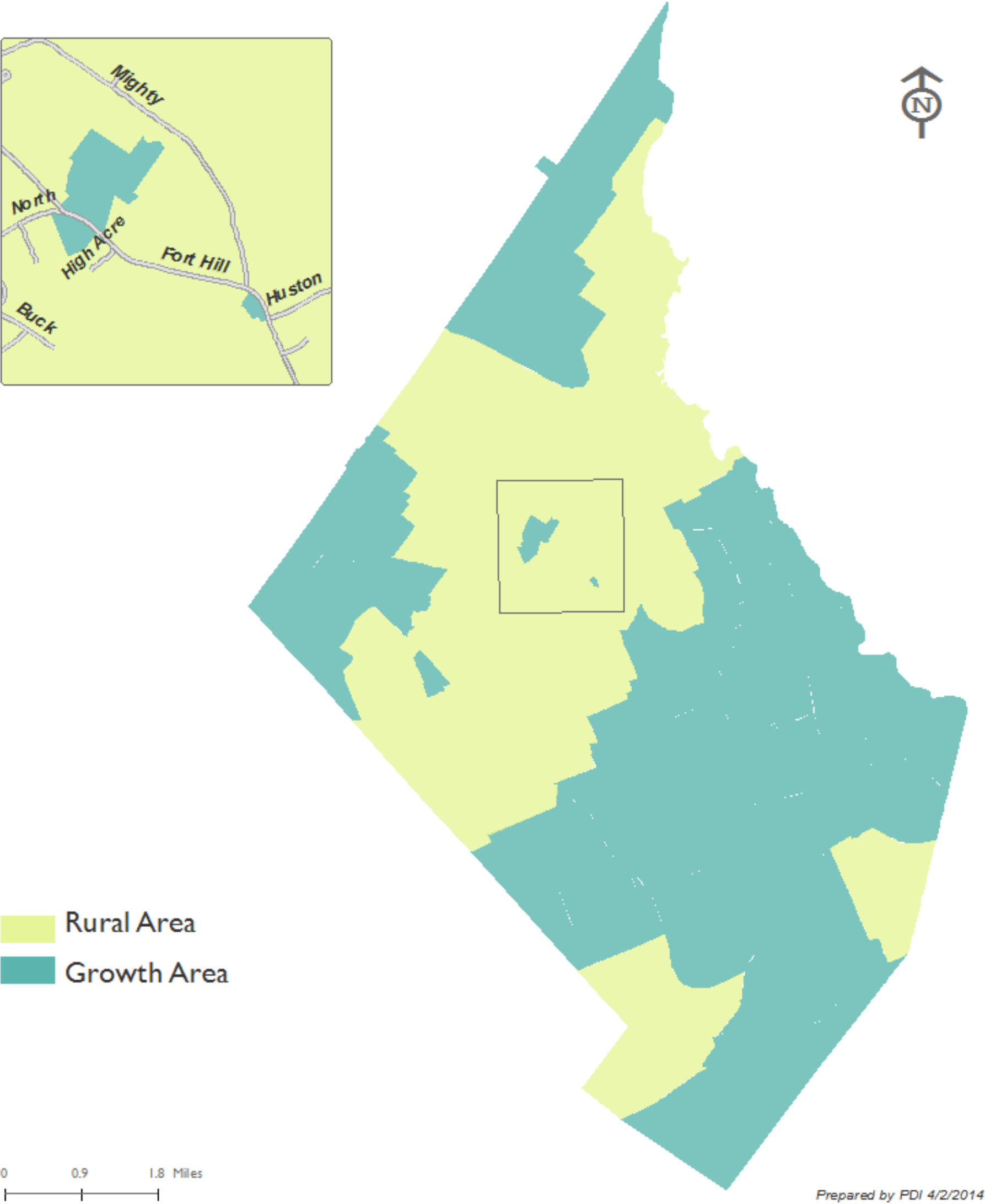


Figure 6.2: Future Land Use Map
Gorham Comprehensive Plan Update

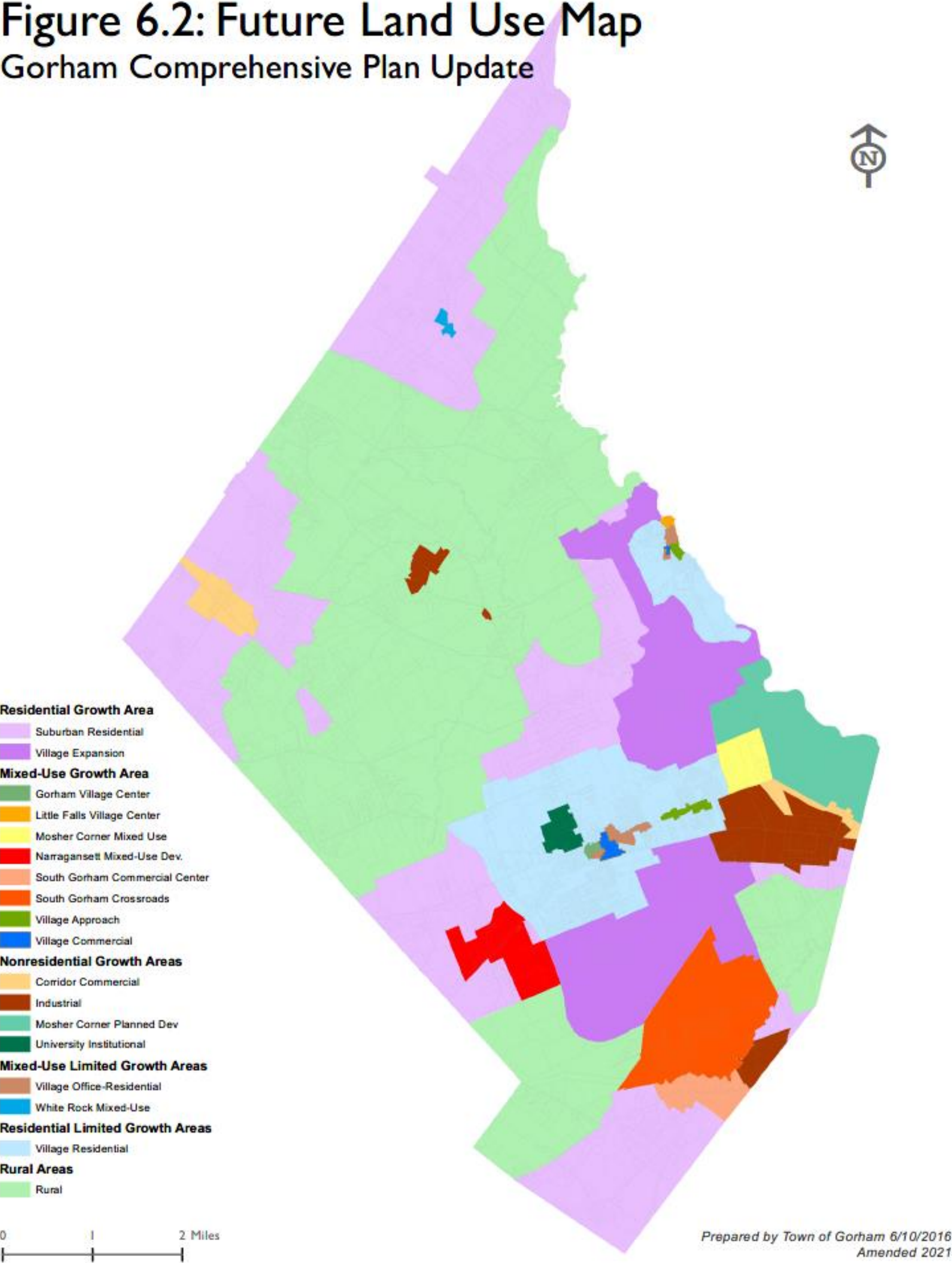
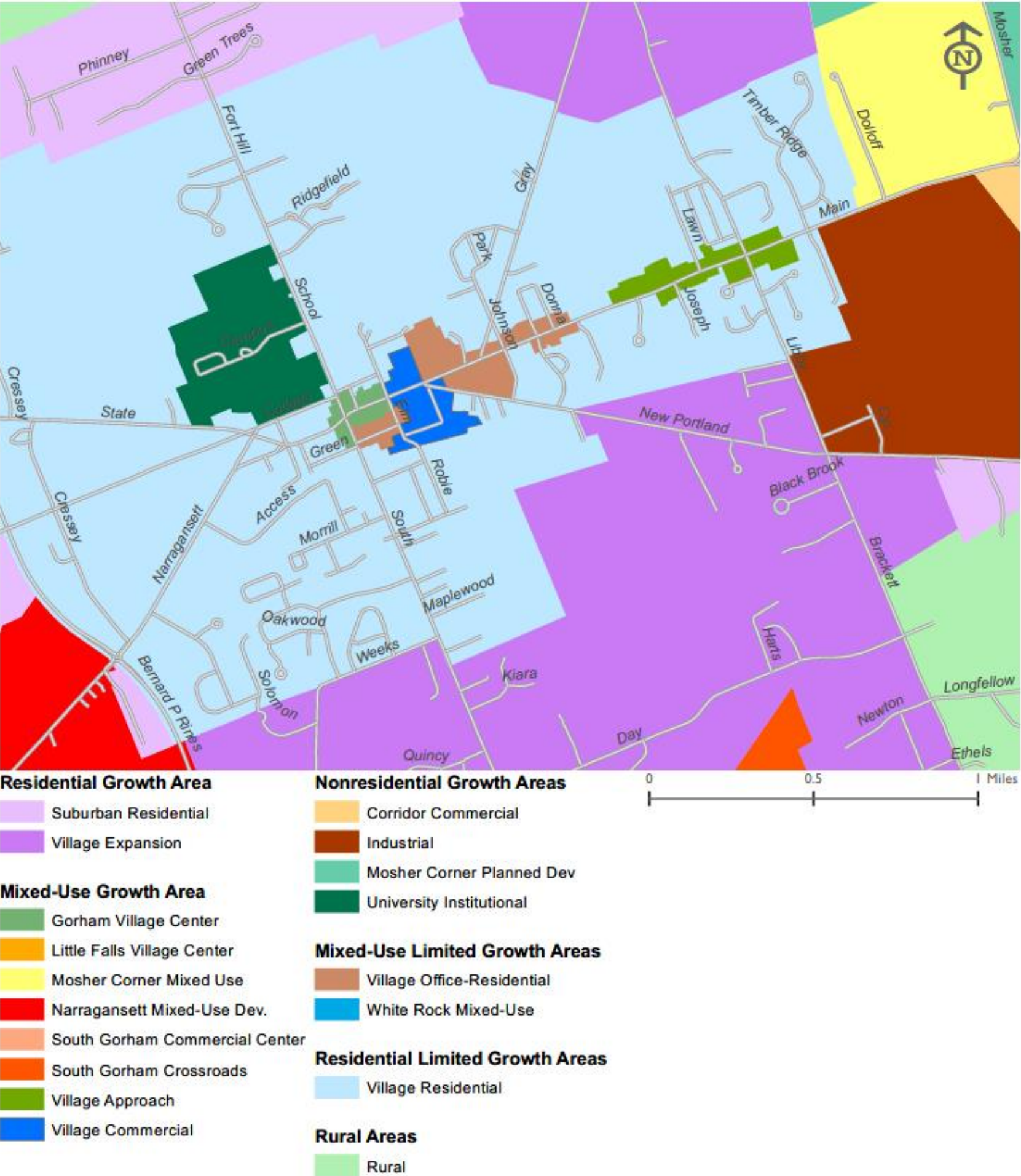
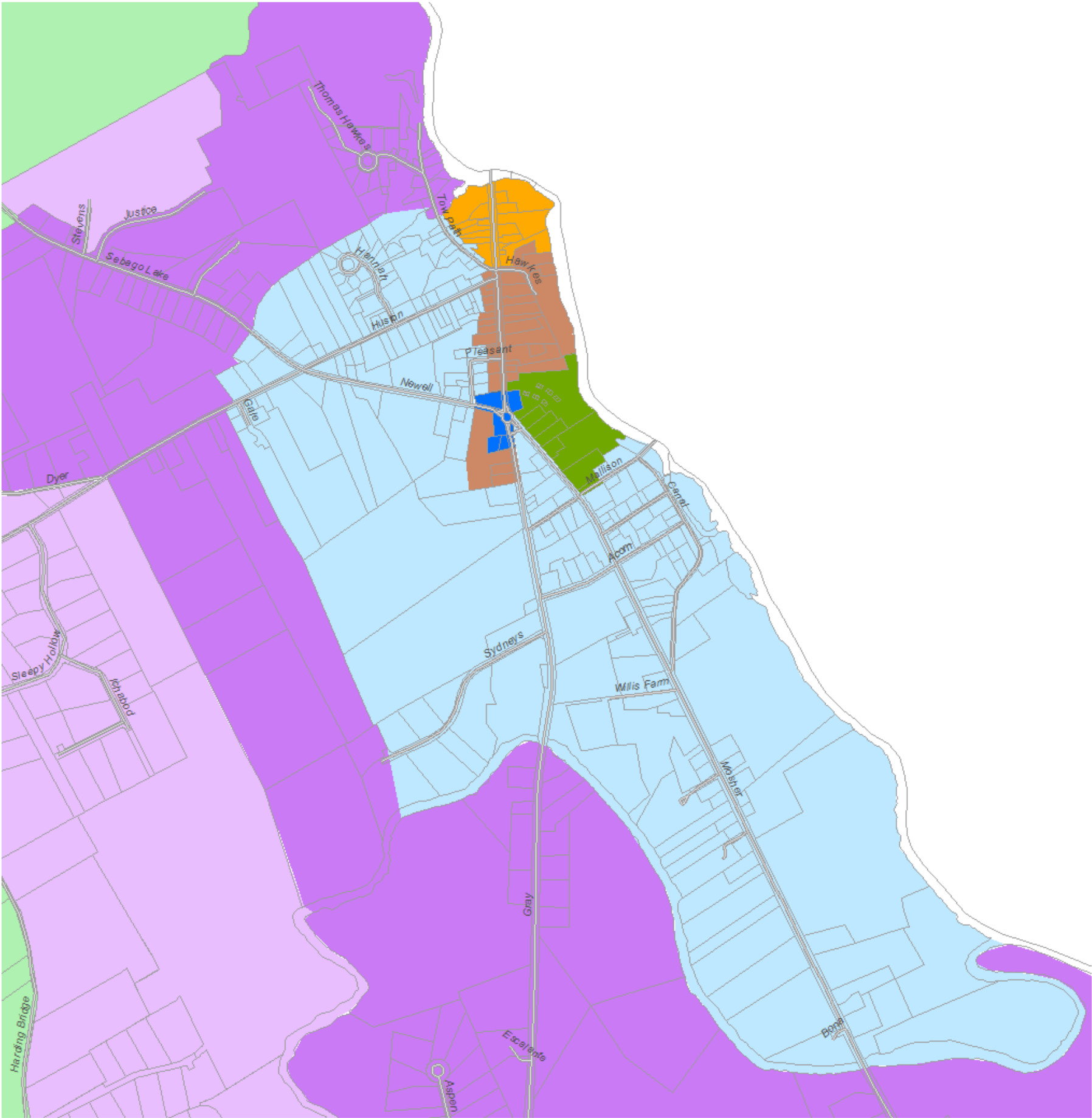


Figure 6.3: Gorham Village
Gorham Comprehensive Plan Update



Prepared by Gorham Planning Office 6/10/2016
Amended 2021

Figure 6.4: Little Falls Village
Gorham Comprehensive Plan Update



- Residential Growth Area**

 - Suburban Residential
 - Village Expansion

Mixed-Use Growth Area

 - Gorham Village Center
 - Little Falls Village Center
 - Mosher Corner Mixed Use
 - Narragansett Mixed-Use Dev.
 - South Gorham Commercial Center
 - South Gorham Crossroads
 - Village Approach
 - Village Commercial
- Nonresidential Growth Areas**

 - Corridor Commercial
 - Industrial
 - Mosher Corner Planned Dev
 - University Institutional

Mixed-Use Limited Growth Areas

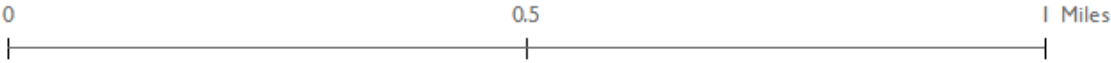
 - Village Office-Residential
 - White Rock Mixed-Use

Residential Limited Growth Areas

 - Village Residential

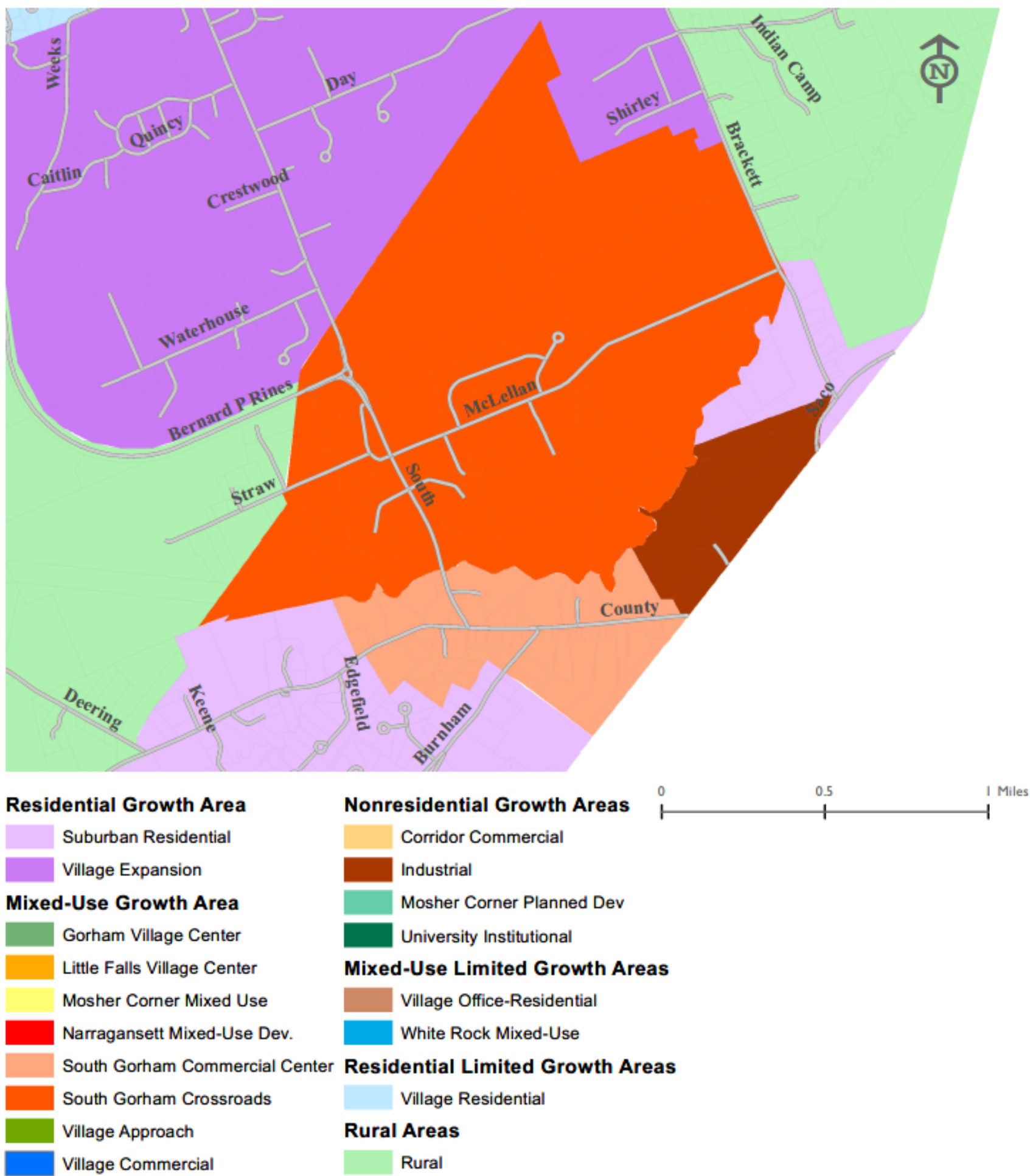
Rural Areas

 - Rural



Prepared by Gorham Planning Office 6/10/2016

Figure 6.5: South Gorham
Gorham Comprehensive Plan Update



Prepared by Town of Gorham 6/10/2016
Amended 2021

C. Other Land Use Policies

Section B addresses, on a geographic basis, most of the major land use policy issues facing the Town. There are a number of important land use issues that do not fit into this format and therefore are addressed in this section.

1. Urban Agriculture/Backyard Farming

There is a growing interest in urban agriculture, or the growing of crops or the raising of “farm animals” within residential neighborhoods. The Town has adopted provisions governing the keeping of small animals on residential lots. The Town should review and update its provisions dealing with the entire topic of “urban agriculture.” These provisions should allow the growing of crops on residential lots (accessory agricultural activities) including the sale of produce or similar items. The provisions for accessory agricultural activities should include consideration of small-scale greenhouses and similar structures for the cultivation of plants and provide appropriate standards for their location and the use of artificial lighting. The Town’s regulations should continue to allow the keeping of farm animals on residential lots. These standards should be reviewed periodically and consideration given to when larger animals may be kept, and under what conditions. These animal husbandry standards should tie the number and size of animals that may be kept to the size of the lot.

2. Manufactured Housing

State law requires that all Maine municipalities provide for mobile home parks and the location of manufactured housing units on individual residential lots. The Town currently allows mobile home (or manufactured housing) parks in the identified overlay districts in various residential zones. Many of these sub-districts include existing parks. It also allows for the placement of manufactured housing units on individual residential lots in designated manufactured housing sub-districts subject to performance standards. The Town intends to continue to treat manufactured housing as it is presently treated.

3. Green Development

An objective of the Plan is to reduce the negative impacts of the built environment on the natural environment. This includes consideration of where and how development occurs in the community. Green development includes green building standards, encouragement of mixed-use development, encouragement of compact development in areas that can be served by public sewers, and the reduction in stormwater discharges.

- **Green building standards** – The Town should encourage all new construction of non-residential and multi-family residential structures including redevelopment projects to meet nationally recognized and third-party verified, green building standards. The development regulations should provide incentives for projects that meet these standards.

- **Mixed-use development** – The land use policies and the Future Land Use Plan encourage a development pattern that mixes residential and non-residential uses within geographic areas and/or within specific projects or buildings to reduce the need for people to travel long distances. The development regulations should encourage the addition of residential units in those areas that are within close proximity of existing services and retail uses.
- **Compact development** – The Town’s development requirements should encourage more intense, compact development in those areas that are able to be serviced by the public sewer system. These areas include the fringes of Gorham Village and Little Falls Village, the Village Expansion areas, the Mosher’s Corner area, and areas in South Gorham where extension of the sewer system may be feasible.
- **Stormwater management** – A major impact of development on the environment is stormwater runoff. The Town should consider the use of watershed-based stormwater management for the stream watersheds in the community to reduce the impact of runoff on surface waters. The Town should support regional watershed based approaches where feasible such as the current (2013) Stroudwater River NPS Watershed Survey.

4. Quality Design

A fundamental objective of this Plan is to assure that new development, redevelopment, or substantial expansions to existing buildings are designed so that they are attractive additions to the community and do not detract from the character of established neighborhoods. To assure that this objective is achieved, the Town should undertake the following:

- **Infill development in established residential neighborhoods** – The Town’s development standards should require that all new residential construction, including single-family homes, in established residential neighborhoods be designed and constructed so that they are compatible with the character of the immediate neighborhood where they will be located. In general, the level of design considerations should vary so that development of smaller lots or in areas with a well-defined development pattern is subject to more intensive design considerations. This can take a variety of approaches including the use of a “form based code”, design standards administered by staff, or a mini-site plan review process.
- **Village centers** – In the commercial and mixed-use centers (see Future Land Use Plan) including Gorham Village, Little Falls Village, and the emerging South Gorham development areas, the Town’s development standards should require that new development/redevelopment or substantial modifications to existing buildings be designed to be compatible with the development pattern of the area and the desired future form of the center.
- **Commercial design standards** – The Town should adopt commercial design standards for new development in commercial areas outside of the village centers to assure that the sites and buildings are designed in a manner that is consistent with the vision and objectives of

this plan. These standards should address both site design and building design considerations with a focus on encouraging more pedestrian-friendly and attractive development.

5. Village Centers

A key element of the Plan is maintaining and enhancing the two established Village Centers and managing the evolution of South Gorham. This will require that the Town continue to undertake a comprehensive program of improvements and investments in these areas in addition to the land use regulatory changes envisioned above. These programs will need to be tailored to each village to reflect their diverse characters.

A. Plans for Each Area – The character and scale of the two existing villages and the evolving South Gorham area vary widely. The Town recently updated the Master Plan for Gorham Village but has a dated “master plan” for Little Falls Village that needs to be updated. The new “village plan” for Little Falls should highlight the area’s assets and opportunities such as the Presumpscot River and identify ways to capitalize on them. The Town should also consider a master planning effort for the South Gorham Crossroads area and the South Gorham Commercial Area. Each plan should identify the desired visual character of the village and the specific improvements/investments that are needed to enhance the area both from an economic and a visual perspective. Once prepared, these plans should be adopted as addendums to the Comprehensive Plan and serve as the guide for Town actions in these centers.

B. Visual Environment – The Town should undertake capital investments in each village to create a distinctive visual environment for each district – something that says you are at a “special place.” These investments should be based on the improvement plan for the area and could include different sidewalk treatments, lighting, coordinated sign programs with businesses/property owners, coordinated landscaping, flowers, etc. This should also include a focus on making these centers green islands by planting and maintaining trees wherever possible.

In addition, the Town should consider creating a façade improvement program for Little Falls Village that provides financial incentives for building improvements that are consistent with “new” standards that reflect the desired character of the village if funding is available through the community development or similar programs.

C. Pedestrian and Bicycle Facilities – The Town should continue to make investments that make these village centers more pedestrian-friendly and that reinforce the connection to the adjacent residential neighborhoods. This should include (in accordance with the plan for each village):

- Maintaining and improving existing sidewalks or providing new sidewalks where they do not exist within these centers.
- Providing/maintaining good sidewalk/pedestrian connections to the adjacent residential neighborhoods (similar to school route sidewalks).
- Providing clearly marked and signed crosswalks in all of the centers.
- Reviewing and revising intersection designs if appropriate to reduce the pedestrian crossing distance where feasible and/or provide for pedestrian islands in wide streets.
- Providing, where appropriate, pedestrian amenities such as benches and pedestrian lighting to make these centers more attractive as gathering places.
- Installing/maintaining bike racks/facilities.

D. Traffic – Within the existing villages as well as South Gorham, pedestrian safety and creating comfortable, welcoming environments for pedestrians and other users of the center should be a priority especially when traffic improvements are considered. This should include:

- Using the concept of “complete streets” for improvements.
- Vigorously enforcing speed limits to make these areas as pedestrian-friendly as possible.
- Making enforcement of “stopping for pedestrians in a crosswalk” a priority including providing well-marked and signed crosswalks and regularly enforcing the law to develop a pedestrian sensitivity among motorists who regularly use these streets.
- Evaluating right turn on red provisions for the intersections to assure that there are no conflicts with pedestrians and considering prohibiting them if there are conflicts.

E. Parking – While the long-term objective of this Plan is to make these village centers more pedestrian-friendly and pedestrian-focused, the provision of adequate parking is important to their long-term viability. To assure that there is an adequate supply of parking while maintaining/enhancing the pedestrian character of these centers, the Town should actively work to improve parking in each area including:

- Allowing reduced off-street parking requirements within these centers and providing flexibility for mixed-use buildings to double count spaces for multiple uses such as residential and office if the time of use is relatively exclusive.
- Maximizing the potential for on-street parking in these centers consistent with safety and traffic flow.
- Actively working with property owners to develop additional public parking to serve the village center including using creative funding mechanisms such as impact fees or parking fees in lieu of providing on-site parking.

F. Transit Service – While the University of Southern Maine operates bus service between its Gorham and Portland campuses, this service is not available to the general public. The Town should continue to explore ways to provide regularly scheduled transit service between Gorham Village and Portland. This might include extension of the current Metro service that currently terminates in Westbrook, arrangements with USM to provide a service for both students and the general public, or other alternatives.

G. Stormwater Management – The village plans should evaluate issues related to stormwater management in both the developed areas and potential development areas on the fringe of each village. The plans should develop a comprehensive, coordinated approach for managing both stormwater quantity and quality.

6. Development Transfer

A key concept in the Town's land use management program is development transfer in which a development project in certain designated areas of the community can be built at a higher density than otherwise allowed in return for the payment of a development transfer fee. This fee is earmarked for the purchase of open space in the designated rural areas of the community. In the past, this concept was implemented through an overlay district in which the underlying zones ranged from Urban Residential to Rural. The Town should retain the basic concept of development transfer but implement it in most cases by incorporating it directly into the development provisions of the various land use designations (and resultant zones). There may be some areas where continuing to allow development transfer through an overlay district may be appropriate and should be considered.

7. Small Dwelling Units

Historically, the Town has treated all dwelling units the same for density purposes. As a result a small one-bedroom apartment requires the same lot area as a large 4 or 5 bedroom single-family home. However, the impacts of different size dwelling units on the community and the environment vary. This difference is recognized, for example, in the sizing of on-site sewage disposal systems and in the calculation of impact fees. Therefore, the Town should treat different size dwelling units differently to reflect their typical occupancy, traffic generation, sewage generation, and similar factors. For density purposes in those land use designations where higher intensity development is desired, the code should treat a small one-bedroom unit as a half of a dwelling unit and a small two-bedroom unit as 2/3s of a dwelling unit. This "variable density" provision should be incorporated into the land use designations and resulting ordinance requirements.

8. East-West Corridor Improvements

There is an ongoing effort to improve travel between the current terminus of the Bernard Rines Village Bypass at South Street and the core of Greater Portland and the Interstate highway system. This effort includes the construction of a new sustainable controlled access roadway/highway

around South Gorham and North Scarborough as well as land use management approaches and transit options. The Future Land Use Plan should recognize this possibility and provide for higher intensity development in the area between South Street and the Westbrook/Scarborough boundaries.

9. Signs

The Town should periodically review the ordinance provisions that regulate business signs to assure that they balance the needs of the business community with the goals for the community.

Section III

Chapter 7 Regional Coordination

Chapter 8 Implementation Strategy

Chapter 9 Capital Investment Strategy

Chapter 7: Regional Coordination

The Town of Gorham is part of the Greater Portland region and is one of the gateways to the Lakes Region. In some cases, what happens in Gorham influences the larger region. For example, the construction of the Bernard Rines Village Bypass has made commuting from the communities west of Gorham more attractive. In other cases, what happens in other communities can influence Gorham. Residential growth in the Route 25 corridor west of Gorham increases the traffic moving through the community and can impact the livability of portions of Gorham. While the focus of this Comprehensive Plan is on the Town of Gorham, this chapter looks at the regional issues facing Gorham and how those may be able to be addressed.

A. East-West Transportation

Much of the traffic between the core communities of Greater Portland and the western suburbs, as well as long distance travel into portions of New Hampshire, passes through Gorham on Routes 22, 25, 237, and 114 and the Bernard Rines Village Bypass. The Maine Department of Transportation (MeDOT) as well as the Maine Turnpike Authority (MTA) has recognized this issue through the construction of the Bernard Rines Village By-pass and the funding of the Gorham East-West Transportation Study. Improvement in traffic flow and safety in this broad corridor will require the cooperation of the various communities within the broad corridor as well as state and regional transportation entities. The likely cost for the construction of a new sustainable controlled access roadway/highway around South Gorham and North Scarborough will be substantial. While state and federal transportation funds will likely pay for a significant share of these costs, the MeDOT and MTA will likely require a significant local contribution under current cost-sharing approaches. The Town should work with the MeDOT, MTA and the communities that benefit from the improvement including Westbrook and South Portland to develop a program for sharing the local share of the costs so that Gorham and Scarborough are not the only communities paying for improvements with a regional benefit.

B. Regional Economic Development

Historically, the economy of Gorham was closely tied to the City of Portland and its economy. While this is still true, the growth of the western suburbs and the Lakes Region has changed the economic landscape of the region. Gorham has increasingly evolved into an employment center primarily for workers who live to the west. In spite of this change, the economic health of Gorham is closely tied to the economic health of Portland and the larger region. Therefore, it is important that the community's economic development activities focus both on the community and region. The Town should continue to work with neighboring communities and regional economic

development organizations to improve the economy of the region and to avoid moving existing businesses from community to community with little or no regional benefit.

C. Shared Services and Facilities

The Town has been active in finding ways to deliver services more cost effectively through shared services and facilities. The Town regularly participates in joint purchasing programs with other communities through the Greater Portland Council of Governments. The public water system in the community is owned and operated by the Portland Water District. The Town participates in a regional sewage treatment system in which the Town's sewers connect to the Westbrook system and the wastes are treated at the sewage treatment plant in Westbrook (which jointly serves Westbrook, Gorham, and South Windham). The Town cooperates with Scarborough and Windham in terms of fire protection facilities and there has been ongoing cooperation between Windham and Gorham to provide infrastructure to the Little Falls – South Windham community. The Town should continue to actively explore ways to improve service delivery or reduce costs through joint programs and facilities with neighboring municipalities and with the University of Southern Maine (USM). For example, USM operates regular bus service between its Gorham and Portland campuses while the Town is interested in the possibility of providing transit service for the general population between Gorham Village and intown Portland.

D. Watershed Management

Both the Stroudwater River and the Presumpscot River pass through a number of communities. There is increased interest in managing the watersheds of these waterbodies to assure that water quality remains high. This is best approached on a regional watershed basis. Gorham is a designated MS4 community and is working with the state and other MS4 communities to develop consistent stormwater management practices. In addition, the Town is currently involved in a watershed management study for the Stroudwater River and should support efforts to develop watershed management plans for other streams and rivers including the Presumpscot.

E. Housing

A major focus of the Future Land Use Plan is on accommodating a diversity of housing in Gorham including an expanded supply of multi-family units. Given Gorham's proximity to the Maine Mall and Intown Portland this makes sense from a regional perspective. However the demand for this housing is driven by regional factors and, to some extent, the lack of housing diversity in other suburban communities. Since the provision of this type of housing may be dependent on the provision of suitable infrastructure that requires significant investments, the Town should work with other neighboring communities and regional housing organizations to share in any public costs or front-end financing for needed infrastructure including the extension of public sewers.

F. Presumpscot River Corridor

The Presumpscot River runs from Sebago Lake to the Atlantic Ocean. On its route, it passes through or borders Standish, Windham, Gorham, Westbrook, Portland and Falmouth. The historic Cumberland and Oxford Canal, a National Historic Register site, runs parallel to the river upstream of Westbrook. All of the communities along the river have created parks and other green spaces adjacent to the river. Significant segments of the Sebago to the Sea Trail run along or close to the river. The corridor has limited development along much of the river frontage except in downtown Westbrook. As such, the Presumpscot Corridor has enormous potential to become a “greenway” linking Sebago Lake to the Atlantic and the interior to the coast. Some of the pieces are already in place. The Town of Gorham should work with the other river communities, regional organizations, and community groups such as the Friends of the Presumpscot to develop and implement a unified corridor plan addressing land use, water quality, transportation, and recreation and open space.

Chapter 8: Implementation Strategy

Section 2 of this Comprehensive Plan lays out a wide range of actions that the Town of Gorham and other community groups will need to undertake to carry out the identified policies. For this Plan to be successful, the Town needs to systematically and comprehensively implement these recommendations. This chapter sets out a recommended implementation strategy to guide that process.

A. Management of the Implementation Process

Successful implementation of the recommendations of the Comprehensive Plan will require that there be ongoing oversight of, and responsibility for, the implementation of the Plan. In simple terms, some body or group must “own” the plan and be accountable for the progress in implementing the Plan. While the ultimate responsibility for implementing the Plan’s recommendations lies with the Town Council, it is unreasonable to expect that the Council will manage the implementation of the various proposals. The staff of the Department of Planning and Development will play a major role in implementing the Plan but it is recommended that the Town Council designate a committee or board to have overall responsibility for the implementation process.

Therefore, a key implementation strategy is for the Town Council to designate the board or committee that will have this responsibility. This should be an ad hoc Comprehensive Plan Implementation Committee appointed by the Town Council consisting of Council, Planning Board, and Economic Development Committee representatives together with interested citizens. This “implementation group” should have the following responsibilities:

- Coordinating the submission of the Plan to the State for review including consideration of any feedback from the state on the plan. If the State finds that changes in the Plan will be necessary for the state to find the Plan consistent with the State Growth Management Program, the Town should consider whether changes should be made, and if so, the group should recommend revisions to the Town Council to bring the plan into conformance with the state standards.
- Coordinating the efforts of the Town staff and other boards and commissions to implement the recommendations.

- Providing the Town Council with periodic reports on the progress of implementing the Plan together with proposals for revising the implementation strategy and/or amending the Plan if necessary.
- Conducting periodic evaluations in conjunction with the Town Council to review the progress in implementing the Plan and to identify implementation priorities for the coming year.

B. Policy References

The Implementation Strategy that follows in Section C lays out a strategy for implementing the proposals set out in Chapter 5, Community Goals and Policies, and Chapter 6, Land Use. Section C is indexed to the lettered headings for each plan element in Chapter 5 so the full language and context of the proposal can be easily referenced. References to the appropriate plan element and policy are indicated in the first column by a listing such as C.1. This means that the proposed activity is the first policy under element C. Natural Resources. All actions from Chapter 6, Land Use, are identified in the first column by FLUP. This means that the proposed action relates to the Future Land Use Plan in Chapter 6.

As a note, not all policies are referenced in the Implementation Strategy. Many policies in the Plan simply direct and encourage the Town of Gorham to maintain current regulations, programs, and partnerships. These ongoing activities are only included in the Implementation Strategy if they require active participation by the Town in the future, and not simply leaving current ordinances or guidelines alone.

C. Implementation Strategy

The Implementation Strategy lays out a program for carrying out the various policies that are set forth in this Plan. The various strategies are assigned to a time frame for implementation as follows:

Ongoing Activities – These are actions that the Town routinely does on an on-going or annual basis or that are already in progress.

Short-Term Activities – These are actions that should be completed within two to four years of the adoption of the Plan.

Longer-Term Activities – These are actions that will take more than four years to complete. In some cases these are initiatives that cannot be undertaken under present circumstances, and will need to be put aside for a number of years.

For each action, the Implementation Strategy identifies the person, group, or organization that should have primary responsibility for carrying out that activity. The strategy recognizes that other people, committees, or organizations in addition to the designated primary implementer will be involved in many of the actions. The intent is to set out the person, group or organization that will be the “mover” for that strategy and will be responsible for seeing that it is carried out.

The Implementation Strategy is presented as a multi-page matrix beginning below.

Policy Reference	Activity	Primary Responsibility
Ongoing Activities		
Regulatory Issues		
A.1	Monitor rate of residential development	Planning Dept.
G.3	Continue to require new developments in Growth Areas to utilize public water and/or public sewerage	Planning Dept.
H.1 and Land Use C.6	Continue to use the development transfer mechanism to manage the pattern of growth and fund open space acquisition	Town Manager and Planning Dept.
Capital Projects & Funding		
A.4 and E.1	Support efforts to develop affordable housing	Planning Dept.
B.8 and D.15	Explore improved parking in the Square	Town Manager and Planning Dept.
D.8 and Land Use C.6	Explore scheduled bus service	Town Manager and Planning Dept.
D.10	Implement the trail plan for a trail linking the Gorham Industrial Park and Gorham Village	Town Manager and Town Council
D.19	Periodically review the need for street lights at intersections	Planning Dept. and Public Works Dir.
F.1 and J.2	Maintain annual capital budgeting process	Town Manager and Town Council
G.4	Explore extension of public sewerage further down South Street	Town Manager and Town Council
G.5	Explore installation of wayfinding signs in Gorham Village	Planning Dept.

H.6	Continue to use impact fees to fund expansion of recreational facilities and open space	Town Manager and Planning Dept.
J.3	Continue to use TIFs to provide funding for municipal services and investments	Town Manager and Planning Dept.
J.4	Continue to use impact fees and creative funding to provide expanded facilities needed to serve new development	Town Manager and Planning Dept.
K.1	Develop a process for using development transfer funds to protect open space	Town Manager and Planning Dept.
Partnerships and Other Initiatives		
B.1	Support the Gorham Economic Development Corporation	Planning Dept.
B.7	Advocate for expanded workforce training and development programs	Town Manager
C.13	Maintain an up-to-date Hazard Mitigation Plan and Risk Mapping	Fire Chief
D.1	Support the Gorham East-West Transportation Study	Town Manager and Planning Dept.
H.3	Continue to work with groups on trail expansion	Planning Dept. and Parks and Conservation Committee
I.1	Support identification and preservation of historic resources	Town Manager and Planning Dept.
I.3	Encourage owners to list historic properties on the National Register	Planning Dept.
I.4	Support the preservation of the Eddy Farm	Town Manager and Planning Dept.
J.6	Continue to explore opportunities for joint and/or shared services	Town Manager and Department Heads
K.2	Work with local, regional and statewide organizations to protect farmland	Planning Dept. and Parks and Conservation Committee
Short-Term Activities (Within 2 to 4 Years)		
Regulatory Issues		
B.2	Review Site Plan Review process	Planning Dept.

C.2	Review and update stormwater regulations	Planning Department
C.5	Revise development standards over sand and gravel aquifers	Planning Dept.
C.6	Maintain the integrity of unfragmented habitat blocks	Planning Dept.
C.8	Require information on vernal pools in development applications	Planning Dept.
C.11	Require information on impacts of development proposals on significant wildlife habitat	Planning Dept.
C.15	Revise the Land Use Code to prohibit the use of invasive species in landscaping	Planning Dept.
D.2	Revise standards for curb cuts on arterials and designated collectors	Planning Dept.
D.6	Incorporate concept of complete streets into the Town's standards for new roads	Planning Dept.
E.2 and E.3 and Land Use	Revise the treatment of small dwelling units for density purposes and other requirements	Planning Dept.
G.2	Provide density bonuses for projects that use public water and/or public sewerage	Planning Dept.
H.2	Provide density bonuses for open space, conservation subdivisions	Planning Dept.
I.2	Explore creation of a South Street Historic District	Planning Dept.
I.6	Assure that historic and archeological resources are considered in development proposals	Planning Dept.
K.3	Amend the Land Use Code to better support and protect farming	Planning Dept.
FLUP	<p>Revise the Land Use and Development Code to reflect the land use designations including:</p> <ul style="list-style-type: none"> - create a Village Expansion District - revise the density and development standards in the Suburban Residential District - update the provisions for the Village Centers and Village Commercial Area - implement the Village Approach proposals - create the Mosher Corner Mixed-Use Area District - create the South Gorham Crossroads District - consolidate the contract zones into a South 	Planning Dept.

	<p>Gorham Commercial Center District</p> <ul style="list-style-type: none"> - update the Narragansett Mixed-Use Development District provisions - update the Commercial Corridor provisions - create a University Institutional District' - create a Mosher Corner Planned Development District - update the provisions of the Village/Urban Residential District and the Village Office-Residential area - create a White Rock Mixed-Use District - revise and update the Rural District requirements including provisions for conservation subdivisions and the preservation of agricultural land and open space - review the Shoreland Overlay and Resource Protection Districts 	
Land Use C.1	Review and update provisions dealing with urban agriculture	Planning Dept.
Land Use C.3	Create incentives for developments that meet "green" standards	Planning Dept.
Land Use C.4	Establish design standards for infill development in established residential neighborhoods	Planning Dept.
Land Use C.4	Establish design standards for new commercial development outside of the village centers	Planning Dept.
Studies and Plans		
C.1	Develop an enhanced stormwater management plan	Planning Dept. and Public Works Dir.
C.3	Explore alternative funding mechanisms for stormwater management	Planning Dept. and Public Works Dir.
D.11	Develop a long-term plan for pedestrian improvements	Planning Dept. and Public Works Dir.
D.16	Review parking limits to maximize on-street parking	Planning Dept., Public Works Dir. and Police Chief
F.2	Explore approaches to improve public safety facilities	Town Manager and Town Council

Land Use C.5	Update the Gorham Village Master Plan	Planning Dept.
Land Use C.5	Update the Little Falls Master Plan	Planning Dept.
Capital Projects & Funding		
F.2	Provide funding for upgraded public safety facilities	Town Manager and Town Council
F.5	Upgrade and expand Gorham High School	School Dept.
Partnerships and Other Initiatives		
B.11	Join other economic development organizations	Gorham EDC
C. 14 & 16	Undertake invasive species management and education programs	Planning Department
D.12	Link pedestrian and bicycle facilities to the regional system	Planning Dept. and Parks and Conservation Committee
E.4	Promote the use of “green building” technologies	Planning Dept.
E.5	Encourage improvements to older residential units	Planning Dept.
Longer-Term Activities (Beyond 4 Years)		
Regulatory Issues		
C.7	Update wetland protection provisions	Planning Dept.
C.10	Update floodplain management provisions	Planning Dept.
D.14	Require large-scale development to provide bicycle facilities	Planning Dept.
Studies and Plans		
C.9	Explore a vernal pool transfer program	Planning Dept.
F.4	Develop a long-term plan for improved public works facilities	Public Works Dir.
H.4	Develop a master plan for recreational facilities	Planning Dept. and Recreation Director
K.4	Develop an inventory and economic impact analysis of agriculture	Planning Dept. and Muskie School
Land Use C.5	Develop a master plan for the South Gorham Crossroads area	Planning Dept.

Capital Projects & Funding		
C.1	Implement an enhanced stormwater management plan	Public Works Dir.
D.3	Improve intersections on the arterial network	Public Works Director
D.4 and D.17	Establish impact fees for improvements to the arterial network	Town Manager and Town Council
D.13	Provide improved bicycle facilities	Planning Dept. and Public Works Dir.
D.18	Explore the creation of a transit TIF	Town Manager and Planning Dept.
G.1	Use impact fees to fund extension of public water and sewer	Town Manager and Town Council
H.5	Expand the community's indoor and outdoor recreation facilities	Town Manager and Town Council
Land Use C.5	Fund and Implement the recommendations of the updated Gorham Village Master Plan	Town Manager and Planning Dept.
Land Use C.5	Fund and Implement the recommendations of the updated Little Falls Master Plan	Town Manager and Planning Dept.

Chapter 9: Capital Investment Strategy

The capital investment strategy is intended to assist the Town of Gorham in planning for the capital investments needed to service the anticipated growth and development in the community and to implement the policies of the Comprehensive Plan in a manner that manages the fiscal impacts of those projects. The Town has an ongoing capital planning and budgeting system that addresses the community's on-going needs for capital equipment and facilities. The Town's current capital planning process serves as the basis for this capital investment strategy.

A. Capital Improvement Plan

The Town conducts an ongoing capital planning process. The Town Manager and department heads prepare a Capital Improvement Planning Document which is adopted by the Town Council to guide capital investment decisions. A copy of the 2016 document is included in Appendix II. The planning document identifies needed the capital projects and ranks them by priority. It also includes provisions for equipment replacement on an ongoing basis. The Planning Document covers all aspects of the Town's operation including cultural and recreational facilities, environmental protection, general government, parks and open space, public safety, and public works and transportation.

The ongoing capital planning process addresses many of the investments needed to implement the goals and policies of this Comprehensive Plan. The following section identifies projects included in the Plan that are not specifically addressed in the current capital plans.

B. Capital Projects Necessary for Implementation

This Comprehensive Plan calls for capital investments in a number projects that involve improving the delivery of community services and enhancement of the quality of life in the community. While funding for a number of these projects is included in the Capital Improvement Planning Document, there are some projects that are not currently addressed that the Town will need to consider to implement the goals and policies set forth in Chapters 5 and 6. The following is an overview of the projects needed to implement the recommendations of this Plan that are not currently addressed in the CIP – these are not listed in priority order:

1. **Stormwater Management** – The Plan recommends that the Town enhance its provisions for managing stormwater including investigating alternative funding mechanisms. Implementation of this concept may require that the Town participate in the funding of stormwater improvements. There is currently no estimated cost for these improvements.

2. **East-West Traffic Improvements** – The Plan supports the concept of improvements between the terminus of the Bernard Rines Village Bypass and the Maine Turnpike and I-295. Since a plan for making these improvements is still being developed, there is no estimate of the cost for this project. The majority of the cost for this project will likely be paid for with federal and state transportation funds. However, these improvements may require Town participation in the funding the “local share” of these projects. This is an area where the Town should explore the creation of a regional impact fee system with the MeDOT to help spread the local share of these improvements across the entire range of projects and communities potentially benefitting from these improvements.
3. **Public Transit** – Establishment of regular transit service between Gorham and Portland may require some level of Town funding. Depending on the approach taken, this may require that the Town make an investment in capital equipment or provide an ongoing subsidy for the service.
4. **Pedestrian and Bicycle Improvements** – While the Town currently budgets for some sidewalk and other pedestrian improvements, the Town may need to increase its ongoing commitment to funding these activities. This includes incorporating improved facilities for bicycles in existing Town buildings.
5. **High School Modernization** – Upgrading and expansion of Gorham High School will be an expensive project. The cost for the project will be determined based on the approach selected. While state aid may be available for some of the improvement cost, the Town will likely bear a share of these costs.

Appendices

I: Inventories

II: Capital Improvement Planning Document

III: Public Participation

Appendix I: Inventories

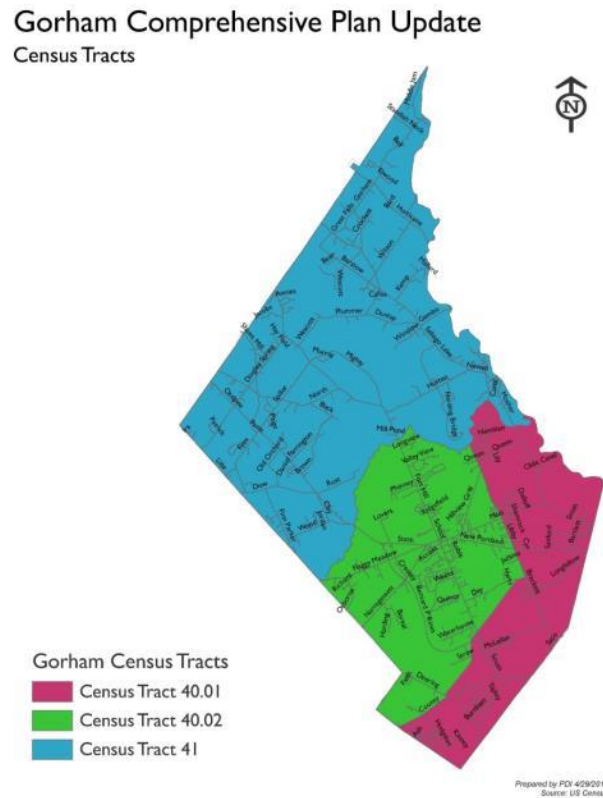
Appendix A: Population & Demographics

Population Characteristics

Overall Changes in Population

Gorham's population increased by an estimated 17% from 2000 to 2014, outpacing surrounding communities, the county, and the state. Over the last 34 years (1980 to 2014), Gorham's population growth has mirrored the surrounding towns of Scarborough and Standish, contributing to Cumberland County's population growth (Table A.1). All three census tracts in Gorham experienced growth from 1990 to 2014 (Table A.2).

Figure A.1: Gorham Census Tracts



The “group quarters” population in Gorham (people in a group living arrangement, outside of correctional facilities) increased by an estimated 401 persons between 2000 and 2014, which could reflect new dormitories at the University of Southern Maine-Gorham (Table A.3)

Table A.1: Gorham Population, 1980-2014

	1980	1990	2000	2010	2014*	% Increase 2000- 2014	% Increase 1980- 2014
Gorham	10,101	11,856	14,141	16,381	16,677	17.9%	65.1%
Scarborough	11,347	12,518	16,970	18,919	19,209	13.2%	69.3%
Windham	14,976	13,020	14,904	17,001	17,300	16.1%	15.5%
Standish	5,496	7,678	9,285	9,874	9,942	7.1%	80.9%
Cumberland County	215,789	243,135	265,612	281,674	284,351	7.1%	31.8%
Maine	1,119,971	1,227,928	1,274,923	1,328,361	1,328,535	4.2%	18.6%

Source: US Census, *ACS 5-Year Estimate

Table A.2: Population Change by Census Tract

	1990	2000	2010	2014*	% Change 2000-2014
40.01	2,170	2,530	2,892	3,056	20.8%
40.02	5,391	6,515	7,551	7,880	21.0%
41	4,295	5,096	5,938	5,741	12.7%
Total	11,856	14,141	16,381	16,677	17.9%

Source: US Census, *ACS 5-Year Estimate

Table A.3: Gorham Total, Household and Group Quarters Population, 2000- 2014

	2000	2010	2014*	% Change
Total Population	14,141	16,381	16,677	17.9%
Population in Households	13,019	14,808	15,219	16.9%
Group Quarters Population (non-institutionalized)	1,057	1,402	1,458	37.9%

Source: US Census, *ACS 5-Year Estimate

Natural Population Change

Gorham experienced a natural population increase (births minus deaths) of 435 from 2000 to 2010 – but a migration-related increase of 1,354 (Table A.4).

Table A.4: Natural Population Increase

	Household Population Increase	Natural Increase	Net Migration
2000-2010	1,789	435	1,354

Source: US Census, Maine Vital Statistics

Population by Age

Gorham's largest population increase from 2000 to 2014 was among 45 to 64 year-olds. While the 25 to 44 year-old population decreased by an estimated four percent, the population under 25

increased by over six_percent (Table A.5). The largest increase in the under 25 population was in Census Tract 40.02 – which is in the central part of town, and includes the University of Southern Maine campus. This census tract also lost the greatest number of 25 to 44 years olds (Table A.6).

Table A.5: Changes in Cohort by Year

	2000	% of Total	2010	% of Total	2014*	% of Total	% Change 2000 to 2014
Under 25	5,600	39.6%	6,140	37.5%	5,974	35.8%	6.7%
25-44	4,088	28.9%	3,739	22.8%	3,918	23.5%	-4.2%
45-64	3,040	21.5%	4,548	27.8%	4,751	28.5%	56.3%
Over 65	1,413	10.0%	1,954	11.9%	2,034	12.2%	43.9%
Total Population	14,141		16,381		16,677		17.9%

Source: US Census, *ACS 5-Year Estimate

Table A.6: Population by Age & Census Tract, 2000- 2014

	Under 25		25-44		45-64		65 & Over	
	2000	2014*	2000	2014*	2000	2014*	2000	2014*
40.01	860	1000	841	733	643	1,004	186	319
40.02	2,918	3,340	1,504	1,630	1,274	1,887	819	993
41	1,822	1,634	1,743	1,525	1,123	1,860	408	722
Total	5,600	5,974	4,088	3,918	3,040	4,751	1,413	2,034

Source: US Census, *ACS 5-Year Estimate

Household Characteristics

Gorham experienced an increase in all categories of most household sizes (from one person to three or four) from 2000 to 2014. In 2014, there were more two-person households than any other type (Table A.7). Gorham's average household size decreased slightly from 2000 to 2010, but remains higher than neighboring Scarborough, as well as the county and state (Table A.8). From 2000-2014, Gorham's median age increased from 34.3 to 38.6, but it remains lower than surrounding communities, the county, or the state (Table A.9).

Table A.7: Change in Household (HH) Size

	2000	2010	2014*	% change 2000-2014
Total HH	4,875	5,719	5,928	21.6%
1-person HH	999	1,244	1,195	19.6%
2-person HH	1,620	1,985	2,280	40.7%
3-4 person HH	1,807	2,008	2,092	15.8%
5+ person HH	449	482	361	-19.6%

Source: US Census, *ACS 5-Year Estimate

Table A.8: Average Household Size, 2000-2014

	2000	2010	2014*
Gorham	2.67	2.59	2.57
Scarborough	2.59	2.48	2.55
Standish	2.72	2.60	2.53
Westbrook	2.33	2.30	2.22
Cumberland County	2.38	2.32	2.35
Maine	2.39	2.32	2.34

Source: US Census, *ACS 5-Year Estimate

Table A.9: Median Age, 2000-2014

	2000	2010	2014*
Gorham	34.3	38.0	38.6
Scarborough	38.8	44.5	44.5
Standish	33.8	38.8	42.2
Westbrook	37.8	39.4	42.0
Cumberland County	37.6	41.0	41.7
Maine	38.6	42.7	43.5

Source: US Census, *ACS 5-Year Estimate

Income and Poverty

Gorham's median household income increased by 48% from 2000 to 2014, to \$74,563. This is significantly higher than the county and the state, and comparable to Scarborough and Standish (Table A.10). As Gorham's median income increased, the percentage of families below the poverty line sunk from 5.1% to 1.8% (Table A.11). The percentage of Gorham families with children who live below the poverty line also decreased, from 8.4% to 2.5% (Table A.12).

Table A.10: Regional Median Household Income, 2000-2014

	1990	2000	2010*	2014*	% Increase 2000-2014
Gorham	\$36,618	\$50,316	\$70,786	\$74,563	48.2%
Scarborough	\$40,718	\$56,491	\$74,886	\$78,359	38.7%
Windham	\$37,245	\$46,526	\$57,302	\$66,307	42.5%
Standish	\$34,053	\$50,278	\$64,797	\$62,018	23.4%
Cumberland County	\$32,286	\$44,048	\$55,658	\$59,560	35.2%
Maine	\$27,854	\$37,240	\$46,933	\$48,804	31.1%

Source: US Census, *ACS 5-Year Estimate

Table A.11: Family Poverty Rate, 2000-2014

	1990	2000	2010*	2014*
Gorham	2.5%	5.1%	2.7%	1.8%
Scarborough	1.5%	3.0%	1.4%	3.2%
Windham	3.2%	3.5%	8.8%	4.1%
Standish	3.0%	1.9%	2.4%	3.6%
Cumberland County	5.7%	5.2%	6.9%	7.7%
Maine	8.0%	7.8%	8.4%	9.4%

Source: US Census, *ACS 5-Year Estimate

Table A.12: Families with Children Under 18 Poverty Rate, 2000-2014

	1990	2000	2010*	2014*
Gorham	3.6%	8.4%	5.1%	2.5%
Scarborough	1.7%	3.9%	2.3%	5.4%
Windham	4.3%	5.6%	14.5%	7.4%
Standish	5.2%	3.1%	1.4%	4.6%
Cumberland County	9.0%	8.4%	11.5%	13.0%
Maine	11.8%	11.9%	14.7%	16.7%

Source: US Census, *ACS 5-Year Estimate

Educational Attainment

Gorham's education attainment increased from 2000 to 2010; by 2010, over 94% of adults had a high school diploma and over 37% of adults had a Bachelor's degree. While the percentage of Gorham adults with a Bachelor's degree is still slightly lower than Cumberland County, it increased by almost six percent from 2000 to 2010 (Table A.13, Table A.14).

Table A.13: Percent of Adults with High School Diplomas, 2000-2010

	2000	2010*
Gorham	91.5%	94.8%
Cumberland County	90.1%	93.3%
Maine	85.4%	89.8%

Adult Population 25 and older, Source: US Census, *ACS 5-Year Estimates

Table A.14: Percent of Adults with Bachelor's Degrees, 2000-2010

	2000	2010
Gorham	31.5%	37.4%
Cumberland County	34.2%	39.5%
Maine	22.9%	26.5%

Adult Population 25 and older, Source: US Census, *ACS 5-Year Estimates

Issues and Implications

1. Gorham has seen population gains among college-age students and baby boomers, but a decrease among those aged 25-44. What can be done to keep (or bring) that population into town?

Appendix B: Economy

Local and Regional Economic Development Efforts

The Gorham Economic Development Corporation is a “one stop shop” that promotes and facilitates economic development in Gorham. The corporation has a website with town statistics, information about the town review process, and listings of commercial and industrial properties for sale or lease. The University of Southern Maine Corporate Partners program (located in Gorham) helps to create and support partnerships between USM and local business.¹

The Gorham Industrial Park, located on the eastern edge of town along Route 25, has 38 major parcels spread out over 74 acres. Current tenants include manufacturing and design companies, service coordinators, and wholesale distributors.² As of April 2016, two lots in the industrial park were for sale, and 1 building (6 suites) was for sale or lease.³

Employment

The University of Southern Maine is by far the largest employer in Gorham, with 638 employees. Gorham School Department is the second largest, with 450 employees, followed by Goodwill Industries (250 employees) and Gorham House (a retirement community) with 240 (Table B.1). The construction industry had the largest number of total jobs in Gorham in 2014 (Table B.3).

As a whole, Gorham residents are increasingly working in white collar occupations, with a substantial increase in the number of people working in “Management, professional, and related occupations” from 2000 to 2014. During this same time period, the number of Gorham residents working in construction, natural resources and moving operations decreased slightly (Table B.2).

¹ <http://www.gorhammeusa.org/GorhamInformation/MunicipalGov.htm>

² <http://www.gorhammeusa.org/GorhamInformation/GorhamIndustrial.htm>

³ <http://www.newenglandcommercialproperty.com/>

Table B.1: Largest Employers in Gorham, 2016

	Rank	# of Employees
University of So. Maine	1	638
Gorham School Department	2	450
Goodwill Industries	3	250
Gorham House	4	240
Town of Gorham	5	220
Shaw Brothers Construction	6	213*
Nappi Distributors	7	210
Irwin Tool	8	185
Hannaford	9	150
RJ Grondin & Sons	10	149*
Gorham Savings Bank	11	96
Jotul Stove, Inc	12	91

Source: Maine Department of Labor, Gorham Economic Development Corporation, *peak season

Table B.2: Occupations of Gorham Labor Force, 2000-2014

	2000		2014*	
Management, professional, and related occupations	2,610	34.6%	4,166	43.4%
Service occupations	1,275	16.9%	1,689	17.6%
Sales and office occupations	2,183	28.9%	2,525	26.3%
Natural resources, construction, and maintenance occupations	667	8.8%	634	6.6%
Production, transportation, and material moving occupations	817	10.8%	576	6.0%

Source: US Census 2000, *ACS 5-Year Estimates

Table B.3: Establishments, Employment and Wages in Gorham, 2014

	Establishments	Average Industry Employment (Total)	Total Wages
Total, All Industries	485	4,836	\$188,412,353
Construction	86	881	\$43,910,216
Health Care and Social Assistance	26	596	\$17,742,331
Manufacturing	30	577	\$27,077,254
Educational Services	7	452	\$20,276,910
Retail Trade	45	403	\$10,953,418
Wholesale Trade	50	396	\$19,830,637
Accommodation and Food Services	50	396	\$19,830,637
Transportation and Warehousing	12	288	\$8,192,141
Professional and Technical Services	61	199	\$11,074,708
Other Services, Except Public Administration	31	145	\$3,783,535
Administrative and Waste Services	49	131	\$3,615,523
Finance and Insurance	21	101	\$5,120,134
Arts, Entertainment, and Recreation	7	55	\$1,030,707
Agriculture, Forestry, Fishing and Hunting	4	49	\$692,042
Public Administration	3	41	\$4,090,174
Real Estate and Rental and Leasing	18	30	\$1,485,183
Information	1	17	\$359,505

Source: Maine QCEW

Commuting Patterns

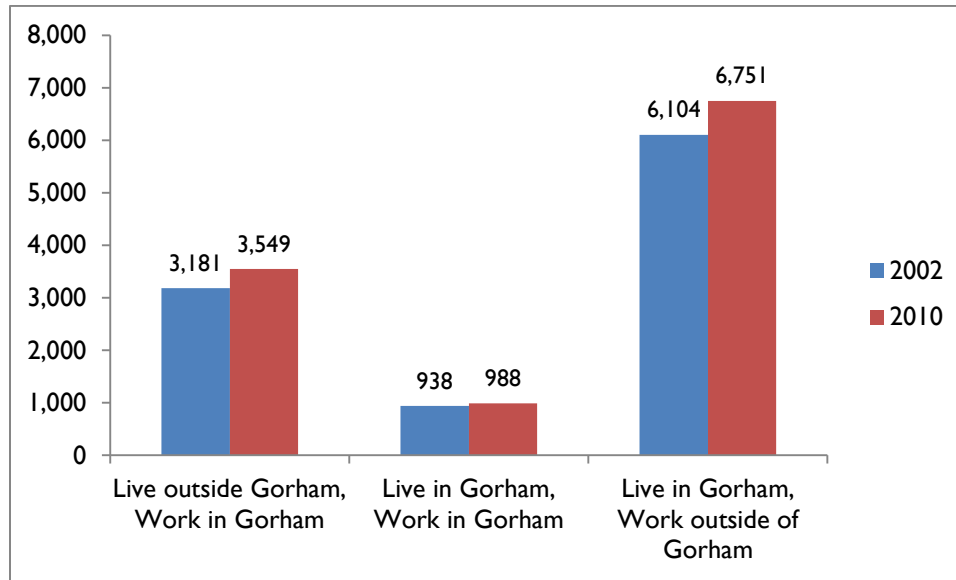
Gorham functions as both a bedroom community and as an employment center. About 87% of employed Gorham residents reported commuting out of town to work in both 2002 and 2010. As the Town's population grew, the number of people who live in Gorham but work outside of town rose by over 600 from 2002 to 2010. Of the people who report working in Gorham, over three-quarters commute into Gorham to work. Less than a quarter of Gorham jobs are held by people who live in Gorham (Table B.4).

Table B.4: Gorham Commute, 2002-2010

	2002	2010
Live outside Gorham, Work in Gorham	3,181	3,549
Live in Gorham, Work in Gorham	938	988
Live in Gorham, Work outside of Gorham	6,104	6,751

Source: US Census/LED on the Map

Figure B.1: Gorham Commute, 2002-2010



Source: US Census/LED on the Map

Incentive Districts

Tax Increment Financing (TIF)

A TIF is a public financing tool that uses future gains in taxes to pay for current improvements. As of FY 2015, Gorham had six TIFs. A summary of each of those six TIFs follows.⁴

1. **ODAT/Grondin Development District:** On August 5, 2003, the Town designated approximately 28.1 acres within the Gorham Industrial Park as the ODAT/Grondin Development District. ODAT is a precision manufacturer of component machine parts and constructed a 21,000 square foot manufacturing facility on its 4.9-acre tract of land. The purpose of the Grondin portion of the district is to encourage the creation of five new industrial lots on 23.14 acres of land.
2. **Pettingill Municipal Development District:** On March 2, 2004, the Town designated a 6.5-acre parcel of land in the Gorham Industrial Park as the Pettingill Municipal Development District. The Pettingill Ross Company, a sheet metal company was previously located in the

⁴ Town of Gorham FY 2015 Comprehensive Annual Financial Report

Westbrook Industrial Park. The company acquired the old Hill-Loma building and improved, rehabilitated, constructed, and equipped a manufacturing facility at this location in the Gorham Industrial Park.

3. **Gorham County Road:** On March 1, 2005, the Town designated a 2.1-acre parcel of land located at 14 County Road (Route 22) as the VIP, Inc. Tax Increment Financing Development District. VIP, Inc., a retail parts, tires, and automotive services business, requested the TIF designation when they found out that one of the conditions of building a new 9,620 sq. ft. retail store on the former Roberts' Welding property would be to construct a center turning lane.
4. **Nappi Distributors Municipal Development and Tax Increment Finance District:** On September 5, 2006, the Town designated a 25 +/- acre site at 615 Main Street as the Nappi Distributors Municipal Development and Tax Increment Finance District. Nappi Distributors constructed a 155,000 sq. ft. commercial facility for beverage warehousing and administration offices on the site. The Town's portion of the tax increment revenues will be used to support construction and financing costs associated with road and infrastructure improvements to Brackett Road and Libby Avenue.
5. **Olde Canal Business Park Tax Increment Financing and Development District:** On May 1, 2007, the Town Council approved the Olde Canal Business Park Tax Increment Financing and Development District. Grondin Properties, LLC intends to develop a 9-lot business park on a 55-acre parcel on Mosher Road (Route 237). The Town's portion of the tax increment revenues will be used to finance various public improvements such as: paying the remaining debt of Libby Avenue/Brackett Road project, reconstructing a small portion of New Portland Road, paving Brackett Road, Hutcherson Drive and Sanford Drive, replacing brick sidewalk in Gorham Village with concrete, fixing storm drains, sidewalks and roads in Little Falls Village Business District, providing annual funding for the Economic Development Corporation, paying the Town's share of South Street sidewalk project, installing a storm drain system on Cross Street, reconstructing a portion of Flaggy Meadow Road, purchasing land and constructing parking lot in Gorham Village Business District, adding funds to the Business Revolving Loan Fund, and reconstructing the traffic circle in Little Falls Business District.
6. **Martin's Point Health Care Tax Increment Financing and Development District:** On September 3, 2013 the Town Council approved the Martin's Point Health Care Tax Increment Financing and Development District. Martin's Point Health Care intends to develop 12,500 square foot building on a 19.94 acre parcel at the intersection of Route 25 and Route 237 in Gorham. The Town's portion of the tax increment revenues will be used

to finance the operation of the Gorham Economic Development Corporation and to update the Town's Comprehensive Plan that was approved in 1993.

Table B.5: FY 2015 Gorham TIF Activity

	Developer's Share	Town Share	TIF District Total
ODAT-Grondin District	\$54,015	\$54,015	\$108,030
Pettingill Ross District	\$10,355		\$10,355
Gorham County Road District	\$6,405		\$6,405
Nappi District	\$74,281	\$68,568	\$142,849
Old Canal Business Park	\$21,252	\$23,022	\$44,274
TOTAL	\$172,070	\$151,367	\$323,437

Source: Town of Gorham Comprehensive Annual Financial Report, FY 2012

Issues and Implications

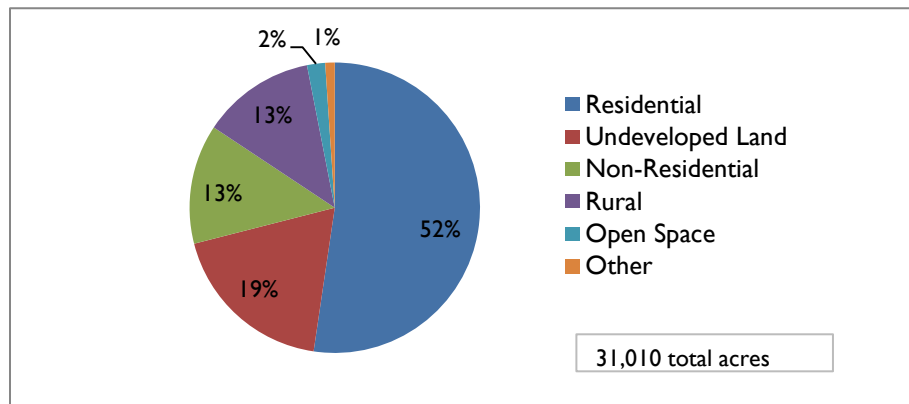
1. The construction industry has the largest number of total jobs in Gorham – but is also an industry susceptible to national economic trends.
2. The number of people who live in Gorham – but work outside Gorham – rose by over 600 from 2002 to 2010. This could place stress on the town's transportation infrastructure.

Appendix C: Land Use

General Pattern of Land Use

The Town of Gorham is 51.29 square miles and is located in Cumberland County, bordered by the towns of Westbrook, Windham, Scarborough, Buxton, and Standish. Just over 50 percent of Gorham's land is dedicated to residential use, and of the 13% dedicated to non-residential uses, almost half is in industrial use. Much of this industrial land is located on Route 25, near or in the Gorham Industrial Park. Of the land considered "rural," almost half is dedicated to tree growth, reflecting the continued presence of the rural activities in Gorham (Figure C.1, Table C.2).

Figure C.1: Gorham Land Use (Percent of Total)



Source: Town of Gorham Assessing Office

Table C.1: Gorham Land Use by Acre

	Acreage	Percent of Total
Residential	16,226.5	52.3%
Undeveloped Land	5,794.8	18.7%
Non-Residential	4,128.3	13.3%
Rural	3,908.2	12.6%
Open Space	625.1	2.0%
Other	326.9	1.1%

Source: Town of Gorham Assessing Office

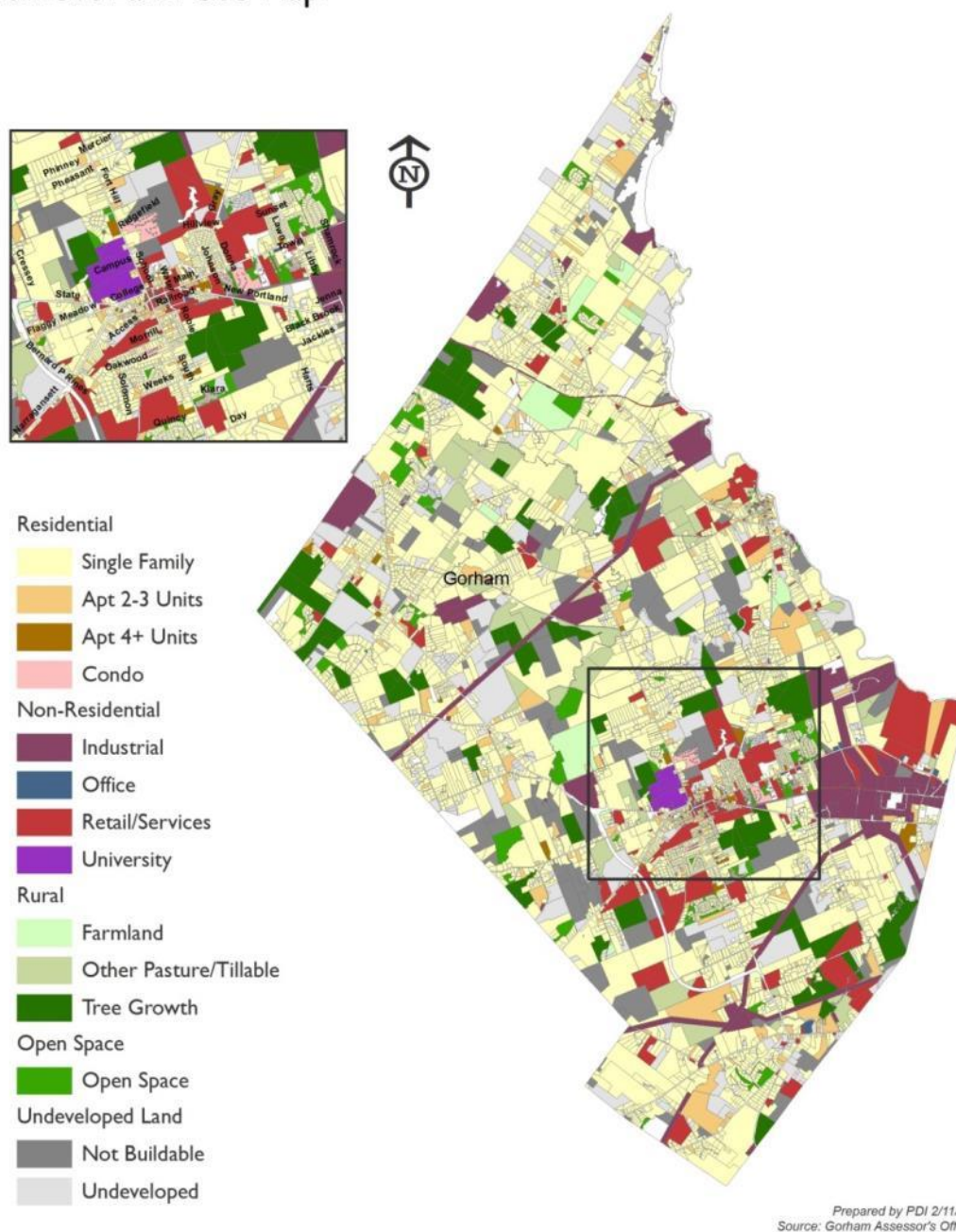
Table C.2: Gorham Land Use by Acre - Detail

	Acres
Residential	
Single-family (including MH)	14,725
Apt 2-3 Units	1,318
Apt 4+ Units	103
Condo	81
Non-Residential	
Industrial	2,071
Office	27
Retail/Services	1,923
University	107
Rural	
Farmland	478
Other Pasture/Tillable	1,300
Tree Growth	2,130
Open Space	
Open Space	625
Undeveloped Land	
Not Buildable	2,499
Undeveloped	3,296
Other	327
TOTAL	31,010

Source: Town of Gorham Assessing Office

Figure C.2: Gorham Current Land Use Map

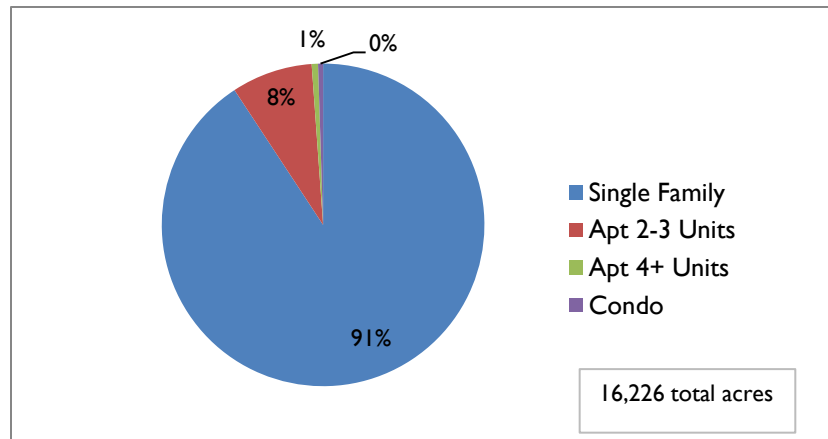
Gorham Comprehensive Plan Update Current Land Use Map



Residential

Of the residential land in Gorham, about 91% is dedicated to single-family property use. Of the remaining residential land, less than one percent is dedicated to condo use, and about nine percent is dedicated to apartments.

Figure C.3: Residential Land Use

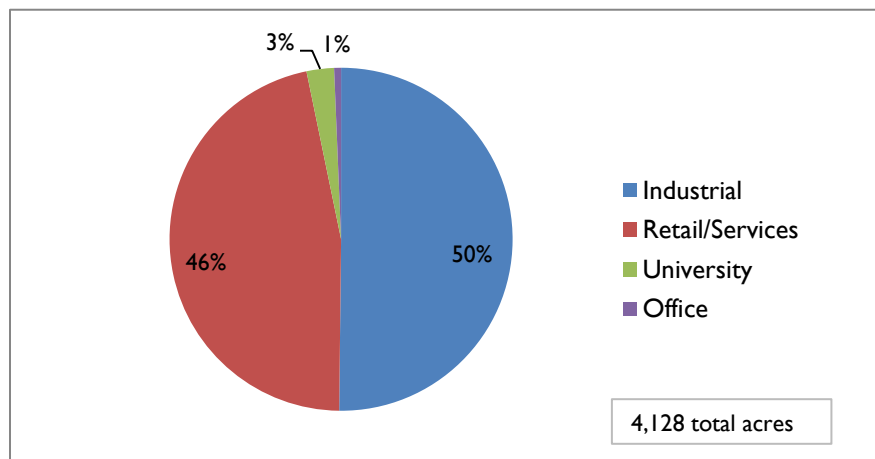


Source: Town of Gorham Assessing Office

Non-Residential

Of non-residential land in Gorham, half is dedicated to industrial use, just under half is dedicated to retail and services, and the remainder (about four percent) is used for university or office space.

Figure C.4: Non-Residential Land Use

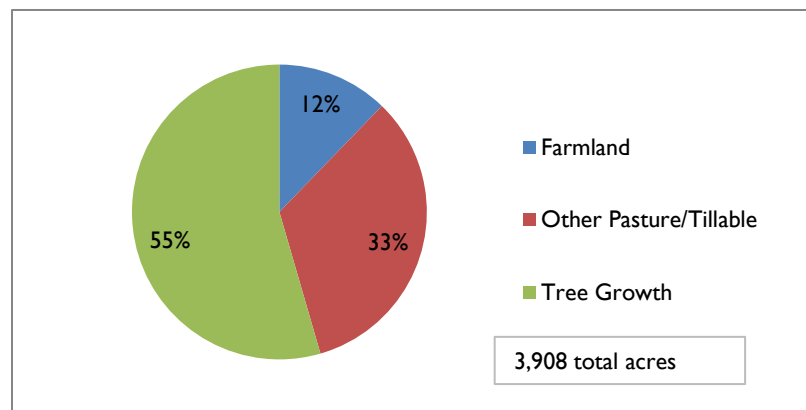


Source: Town of Gorham Assessing Office

Rural and Agricultural Land

Of the rural land uses in Gorham, the Town Assessor categorizes over half as tree growth, a third as pasture and tillable acreage and only 12 percent as “farmland.” This provides only a limited picture of the rural land in Gorham and its current use for productive activities.

Figure C.5: Rural Land Use



Source: Town of Gorham Assessing Office

Farming Trends in Gorham and Maine

Renewed interest in local, fresh food is spurring a revival of farming in Gorham and across Maine. With plenty of water, good farm soils that remain undeveloped, and millions of people within a day’s drive, the opportunity for Maine farmers to feed much of the northeast shows great promise. New techniques in farming methods and demand for specialty products mean that smaller farms can be economically viable and Maine is attracting many young, entrepreneurial farmers. According to the latest U.S. Department of Agriculture (USDA) Census of Agriculture⁵, land dedicated to farming in Cumberland County grew 21% between 2007 and 2012, from 51,727 acres to 62,701 acres. The number of farms increased 14% during the same period, from 630 to 718.

The Census of Agriculture does not provide town-level data, but farming has always figured prominently in Gorham’s settled history, and continues to contribute to both the scenic character of the community and to its economy. Historically, dairy farms dominated the landscape throughout Gorham. Today, there are only a few active dairy farms, as more and more farmers are turning to specialty crops, artisan farms, agri-tourism, and direct to consumer sales as a way to help their farms remain economically viable. Community supported agriculture (CSA), where local residents can buy a share of a farmers product, has become popular and there are several CSA farms in Gorham.

⁵ United States Department of Agriculture, Census of Agriculture, 2012 Census Volume I, Chapter 2: County Level Data (http://agcensus.usda.gov/Publications/2012/Full_Report/Volume_1,_Chapter_2_County_Level/Maine/)

The long, slow decline of agriculture in Maine during latter part of the 20th century has left its mark on local attitudes toward farming, with many people still unaware that farming is on the rise and little recognition that farming is a significant contributor to Maine's local, regional, and state-wide economies. The rise in farming activity has also created new tensions between property owners interested in revitalizing farmland and neighbors who may object to the sights, smells, and sounds of farming activities. Since most local ordinances in Maine were developed during the period of agricultural decline, many - including Gorham's - do not adequately address farming uses and in many cases create inadvertent barriers to local farmers.

As part of the comprehensive planning process, an informal survey of farmers and farmland owners was developed to help gather information about current farming activities and opportunities and challenges facing Gorham's farmers today⁶. A number of active farmers were surveyed, and a summary of the results was provided to town officials. This information, enhanced through the public input process, forms the basis for much of the information presented below.

High Value Farm Soils

The USDA defines prime farmland as "land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is available for these uses. It has the combination of soil properties, growing season, and moisture supply needed to produce sustained high yields of crops in an economic manner if it is treated and managed according to acceptable farming methods."⁷ Prime farmland is a limited strategic resource. Farmland Soils of Statewide Importance are of statewide significance for the production of food, feed, fiber, forage, and oilseed crops. Generally, farmlands of statewide importance include those that are nearly prime farmland and that economically produce a high yield as prime farmlands if conditions are favorable.

According to the USDA Natural Resource Conservation Service soil data obtained through the Maine Office of GIS, approximately 16% of the soils underlying Gorham are prime farm soils (5,008 acres) and 42% are farmland soils of statewide importance (12,913 acres)⁸. This compares to 5% prime soils and 19% soils of statewide importance for Cumberland County overall⁹.

In Gorham, much of the important farming soil has been lost to development, or is undeveloped but forested. To understand the remaining supply of Prime and Statewide Significant agricultural soils, the Planning Department took the USDA ag-soils map and removed those areas that have

⁶ Survey developed and administered by S. Benjamin, Maine Farmland Trust Municipal Outreach Contractor, with assistance from Gorham planning staff.

⁷ USDA NRCS, National Soil Survey Handbook Part 622.03, Farmland Classification, <http://www.nrcs.usda.gov>

⁸ Maine Farmland Trust, GIS Analysis Using NRCS Data Obtained from the ME Office of GIS. 2014

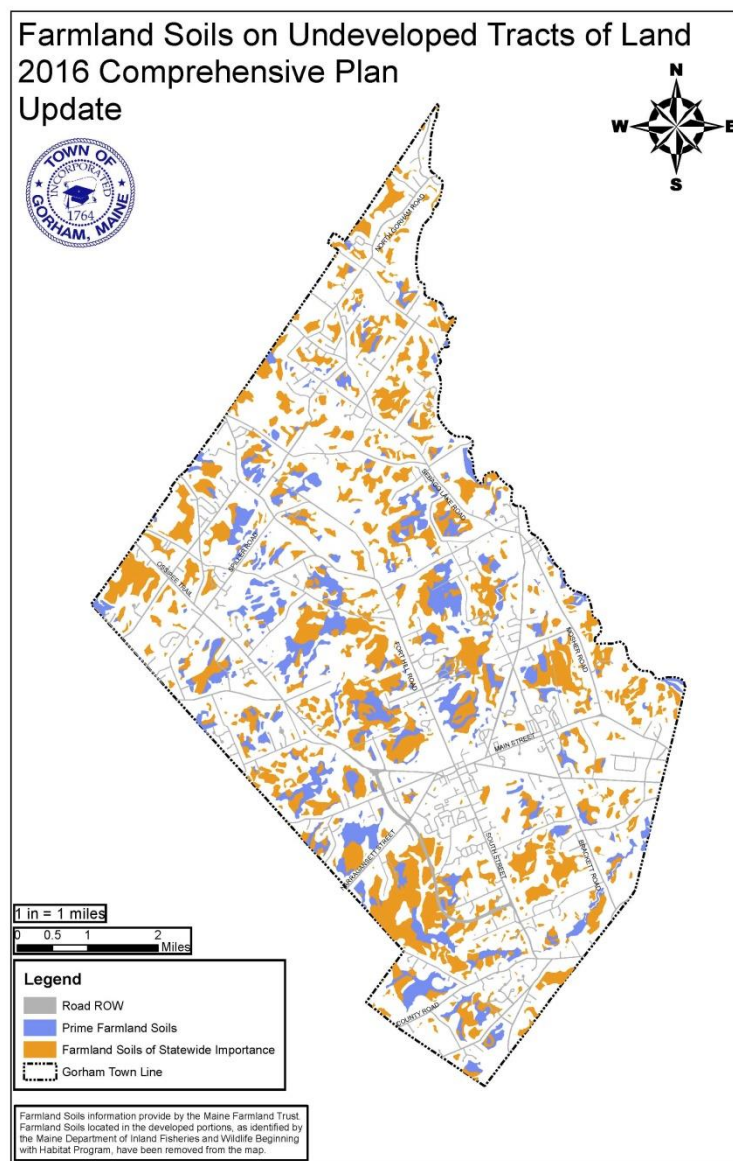
⁹ USDA Web Soil Survey, <http://websoilsurvey.sc.egov.usda.gov/App/HomePage.htm>

been developed or are committed to other uses. This map provides a general picture of the location and extent of these available soils (see Figure C.6).

There are a number of pockets of actively farmed areas with good soils including the following areas:

Hurricane/Kemp/Sebago Lake Roads (White Rock area)
 Westcott/Fort Hill Roads/Mighty Street
 County/Nonesuch roads

Figure C.6: Farmland Soils Map



Active Agricultural Land

Based on a review of aerial photography, data from the municipal assessor about farms enrolled in Maine's current use property tax program (Table C.3), information from the internet, and anecdotal information from local farmers, there are at least 22 active farms in Gorham in 2014. This compares with the 17-18 farms identified in the 1993 Comprehensive Plan¹⁰. These farms, together with other land used for farming, encompass approximately 5,400 acres, compared with 6,492 acres in 1986.

Farmers in Gorham grow wide varieties vegetables, fruit, and livestock. There are hundreds of acres of productive hay fields; at least 10 farms that produce fruits and vegetables to sell; four are active dairy farms; several farmers that raise beef cattle; there are a number of horse farms; and at least one goat farm. One farm is specializing in growing hops in response to the expanding microbrewery operations locating in Maine.

Economic Impacts of Farming in Gorham

According to the 2012 USDA Census of Agriculture¹¹:

In 2012, U.S. farms sold nearly \$395 billion in agricultural products. This was \$97 billion, or 33 percent, more than in 2007, at the time of the last agriculture census. Crops accounted for \$69 billion of the increase, and livestock accounted for \$29 billion.

In Maine, the market value of agricultural products sold rose 24% between 2007 and 2012¹². Cumberland County mirrored the higher national increase, with the market value of agricultural products sold rising approximately 32% between 2007 and 2012, from \$1,996,000 to \$2,630,400. The average market value of crops sold per farm also rose from \$31,683 to \$36,634 ($\pm 16\%$)¹³. Most dramatically, in Cumberland County direct to consumer sales (the value of agricultural products sold directly to individuals for human consumption) rose 51.4% between 2007 and 2012 (Table C.3).

¹⁰ Town of Gorham, Maine. *Gorham Comprehensive Plan*, 1993, page II-4

¹¹ United States Department of Agriculture, *Census of Agriculture*, 2012 Census Highlights (http://www.agcensus.usda.gov/Publications/2012/Online_Resources/Highlights/Highlights_Farm_Economics.pdf)

¹² United States Department of Agriculture, *Census of Agriculture*, 2012 Census Volume I, Chapter 2: County Level Data (http://agcensus.usda.gov/Publications/2012/Full_Report/Volume_1,_Chapter_2_County_Level/Maine/)

¹³ *Ibid.*

**Table C.3. Value of Agricultural Products Sold Directly
To Individuals for Human Consumption¹⁴**

	2007	2012	% Change
Cumberland County	\$2,000,000	\$3,027,000	+51.4
Maine	\$24,793,000	\$18,419,000	+34.6

In addition to increasing direct to consumer sales, farms today are more likely to provide opportunities for tourists to visit and participate in farming activities. Agri-tourism activities can contribute significantly to a farmer's income, and have a multiplier effect in a community. For example, the Scarborough Land Trust analyzed the impact of a single farm in Scarborough, and determined that 81 people realized direct financial benefit from the single farm operation, and it served 761 customers directly, providing benefits to 4,935 people overall.¹⁵

A specific study of the economic impact of Gorham's farms would be helpful to identify meaningful numbers at the community level. Such a study should, at a minimum, evaluate the direct and indirect effects of farming and farm-related businesses in Gorham and the region by identifying:

- The number of farms, farm support businesses, and farm-related jobs including processors, distributors, transporters, and retailers;
- Total income generated by farm and farm-related jobs;
- Total economic output generated by farm and farm-related businesses;
- The state and local government revenue generated by agricultural activities;
- The value of the asset base – including, farmland and infrastructure; and
- The cost of developing remaining farmland into other land uses (a cost of community services analysis).

Opportunity exists to collaborate with students and faculty from the nearby University of Maine's Muskie School of Public Service to undertake such an analysis.

Current Use Tax Programs

Gorham has 133 parcels in current use tax programs: 10 in open space, 14 in tillable land, 15 in pastured land, and 94 in tree growth (Table C.4 and Figure C.7).

¹⁴ United States Department of Agriculture, *Census of Agriculture*, 2012 Census Volume I, Chapter 2: County Level Data (http://agcensus.usda.gov/Publications/2012/Full_Report/Volume_1,_Chapter_2_County_Level/Maine/)

¹⁵ Scarborough Land Trust, *Conservation as an Economic Engine*, Handout

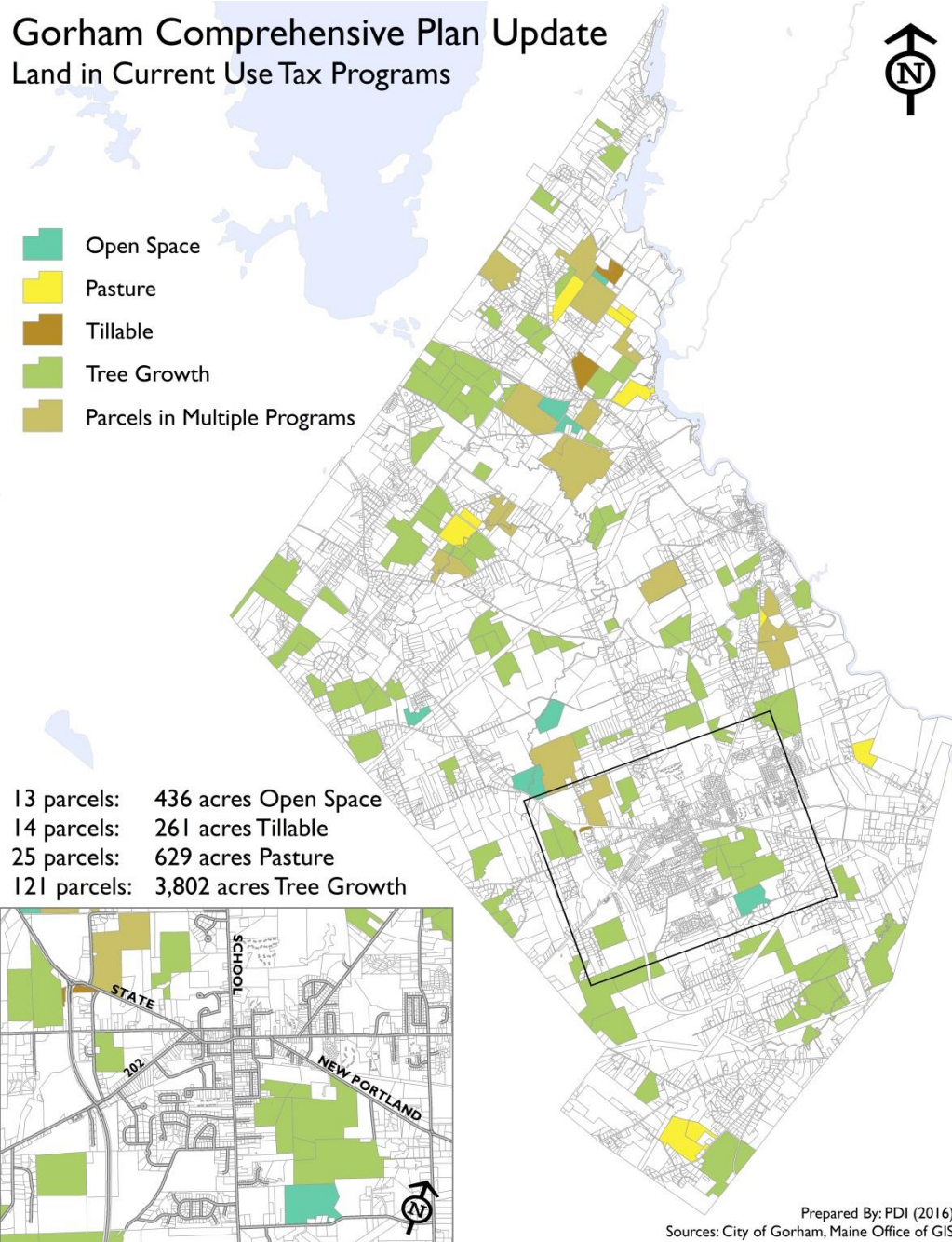
Table C.4: Gorham Current Use Tax Programs

	Parcels	Acres
Pastured Land	25	629
Tree Growth	121	3,802
Tillable	14	261
Open Space	13	436

Source: Town of Gorham Assessing Office,
Town of Gorham Planning Department

These programs provide the property owner with a lower assessed value for land, creating lower property taxes while the land is enrolled in the program. Penalties must be paid when land is removed from the programs, but those decrease over time. While these programs provide an incentive to property owners to keep land undeveloped, they do not provide long-term or permanent protection of the land, nor does it provide for any public access.

Figure C.7: Current Use Tax Programs



Issues & Implications

1. Many of Gorham's farmers are retired or nearing retirement, with much remaining farmland expected to be in transition in the near future. Many farmers have expressed an interest in conserving their farmland if it can be purchased or conserved at an acceptable value.
2. If conserving remaining farmland is identified as a high priority, what steps can the town take to facilitate this conservation? For example, the development transfer provision currently in place allows a developer to buy higher density in and around the villages where development is desired. The payments go into a fund to protect open space, with farmland identified as one of the priorities. The process for spending the funds collected needs to be adopted by town council and implemented.
3. Should Gorham work to conserve land for farming in areas that can be served by public sewer and water and that minimize transportation issues? What should the Town's policy be regarding historic farms that are in potential development areas?
4. Farmers report that the current Land Use Code creates unreasonably burdensome requirements and permitting processes for farms operations, especially relating to setbacks, signs, home occupations and commercial sale of products grown, and parking required for farm stands.
5. There is a lack of local data about current farming activities in Gorham and the impact farming has on the local economy, including the economic implications of converting open farmland into developed land uses.
6. Tensions between neighbors as interest in farming grows and more property owners start growing more of their own food may increase. Gorham's land use codes should better address agricultural activities, including in development areas.

Appendix D: Housing

General

Housing Units & Occupancy

According to US Census estimates, Gorham experienced a 27% increase in the number of housing units from 2000 to 2014. This number is much higher than several other surrounding communities, the county, and the state (Table D.1). During the same time period, the number of detached, single-family homes increased as a share of total housing units (Table D.3). Of those in occupied housing in Gorham about 87% own their properties, and about 13% rent (Table D.4). Gorham has far fewer renters as a percent of the total population in housing than the county or the state (Table D.5).

Table D.1: Housing Units, 2000-2014

	2000	2014*	% Change
Gorham	5,051	6,432	27.3%
Scarborough	7,233	8,340	15.3%
Standish	3,987	4,708	18.1%
Westbrook	7,089	8,353	17.8%
Cumberland County	122,600	139,322	13.6%
Maine	651,901	724,685	11.2%

Source: US Census, *ACS 5-Year Estimate

Table D.2 Residential Building Permits by Type, 2000-Feb. 2016

	2000-2016	% of Total Building Permits
Single-family	1,345	75.5%
Condo	250	14.0%
Mobile Home	92	5.2%
Multi Family: 2-3 Units	86	4.8%
Multi-Family: 4+ Units	5	0.3%
University (residence halls)	2	0.1%
Fraternity/Sorority	1	0.1%
Total		

Source: Town of Gorham Building Permits

Table D.3: Units in Residential Structures, 2000-2014

	2000	2000 % of Total	2014	2014 % of Total
1 unit, detached	3,686	73.0%	5,016	78.0%
1 unit, attached	147	2.9%	223	3.5%
2-4 units	441	8.7%	472	7.3%
5-9 units	101	2.0%	134	2.1%
10 or more units	255	5.0%	188	2.9%
Mobile home, trailer, other	421	8.3%	399	6.2%
Total housing units	5,051		6,432	

Source: 2000 Census, *ACS 5-Year Estimate

Table D.4: Gorham Housing Tenure, 2000-2014

	2000	% of Total	2010	% of Total	2014*	% of Total
Population in occupied housing	13,019		14,808		15,219	
Owner	11,049	84.9%	12,540	84.7%	13,287	87.3%
Renter	1,970	15.1%	2,268	15.3%	1,932	12.7%

Source: US Census, *ACS 5-Year Estimate

Table D.5: Housing Tenure, 2000-2014

	2000		2010		2014*	
	% Owner	% Rental	% Owner	% Rental	% Owner	% Rental
Gorham	80.1%	19.9	81.1%	18.9%	82.7%	17.3%
Cumberland County	66.8%	33.2%	66.9%	33.1%	68.0%	32.0%
Maine	71.6%	28.4%	71.3%	28.7%	71.4%	28.6%

Source: US Census, *ACS 5-Year Estimate

Gorham's percentage of vacant units increased slightly from 2000 to 2010, from 3.5% to 4.2% (Table D.6).

Table D.6: Gorham Occupancy Status, 2000-2010

	2000	2010
Occupied	4,875	5,719
Vacant	176	253
Vacant, for rent	44	59
Vacant, for sale only	31	69
Vacant, rented or sold, not occupied	27	22
For seasonal, recreational, or occasional use	26	34
All other vacants	48	69

Source: US Census

Age of Housing

About 68% of owner-occupied housing was built after 1970, as compared to 53% of renter-occupied housing (Table D.7, Table D.8).

Table D.7: Age of Home by Tenure (Owner-Occupied)

	2000	2010
Owner occupied	3,907	4,419
Built 2005 to 2009		165
Built 2000 to 2004		644
Built 1990 to 1999	920	834
Built 1980 to 1989	743	903
Built 1970 to 1979	787	484
Built 1960 to 1969	291	309
Built 1950 to 1959	328	206
Built 1940 to 1949	179	147
Built 1939 or earlier	659	727

Source: US Census, ACS 5-Year Estimates (2006-2010)

Table D.8: Age of Home by Tenure (Rental)

	2000	2010
Renter occupied	968	683
Built 2005 or later		0
Built 2000 to 2004		107
Built 1990 to 1999	158	110
Built 1980 to 1989	169	62
Built 1970 to 1979	167	84
Built 1960 to 1969	66	0
Built 1950 to 1959	136	12
Built 1940 to 1949	22	24
Built 1939 or earlier	250	284

Source: US Census, ACS 5-Year Estimates

New USM Dormitories

The University of Southern Maine at Gorham opened two new residence halls between 2000 and 2010. Philippi Hall has a capacity of 221 students¹⁶, and Upperclass Hall has a capacity of 296¹⁷ – for a total of 517 new beds.

¹⁶ <http://usmfreepress.org/2001/09/04/philippi-hall-a-suite-addition/>

¹⁷ <http://www.harriman.com/Portfolio/details.php?id=92>

Affordability

Subsidized Housing

Many of the subsidized units in Gorham are targeted toward senior citizens. The town lost 6 special needs units, 48 senior units, and 41 housing choice vouchers between 2008 and 2014 (Table D.9).

Table D.9: Subsidized Units in Gorham, 2008-2014

	2008	2014
Disabled Units	0	0
Family Units	0	0
Housing Choice Vouchers	53	12
Senior Units	125	77
Special Needs Units	16	10
Total	194	99

Source: Maine State Housing Authority

Table D.10: Gorham Subsidized Housing Listings, 2012

	Address	Management	Subsidized Units	Type
Ridgewood	101 School St	Avesta Housing	20	62 or Older or Disabled
Thirty Birch Lane	30 White Birch Lane	Avesta Housing	21	62 or Older or Disabled
Village Square	121 School Street	Avesta Housing	48	62 or Older or Disabled

Source: Maine State Housing Authority, Avesta Housing

Rental Affordability

In 2010, the most recent year for which rental data is available, the percent of Gorham households unable to afford two-bedroom rent is about the same as Cumberland County and Maine – despite the fact that the average two-bedroom rent in Gorham is higher than the county and the state (Table D.11, Table D.12).

Table D.11: Unable to Afford Average Two-Bedroom Rent, 2010

	Percentage of Renter Households Unable to Afford	Number of Renter Households Unable to Afford
Gorham	52.9%	553
Cumberland County	51.6%	18,499
Maine	53.7%	81,696

Source: Maine State Housing Authority

Table D.12: Average 2 Bedroom Rent with Utilities 2005-2010

	2005	2010
Gorham	\$972	\$1,045
Cumberland County	\$995	\$971
Maine	\$857	\$826

Source: Maine State Housing Authority

Home-Ownership Affordability

The percent of households in Gorham that can't afford the median home price has decreased over the past several years (Table D.13). Housing prices in Gorham dropped from 2006-2011, as did the income needed to afford a median home price – but rose again in 2013, and the income needed to afford a median home price remains higher than Gorham median income (Table D.14, Table D.15). Gorham's median home sale price in 2011 was higher than the county, the state and several surrounding communities, with the exception of Scarborough (Table D.16).

Table D.13: Unable to Afford Median Home Price (Gorham), 2008-2014

	2008	2011	2014
Percentage of Households Unable to Afford	68%	61.7%	52%
Number of Households Unable to Afford	3,759	3,550	2,983

Source: Maine State Housing Authority

Table D.14: Unable to Afford Median Home Price (Region), 2013

	Percentage of Households Unable to Afford	Number of Households Unable to Afford
Gorham	52%	2,983
Scarborough	59%	4,466
Standish	37%	1,329
Westbrook	52%	4,039
Cumberland County	57%	67,497
Maine	52%	292,965

Source: Maine State Housing Authority

Gorham's "Affordability Index" increased from 2006 to 2013. The affordability index is a ratio of home prices that are affordable at an area's median income to the area's median home price. Gorham's increase in affordability is a result of both an increasing median income and a decreasing median sale price (Table D.16).

Table D.15: Gorham Median Home Price, 2006-2013

	2006	2011	2013
Affordability Index	0.67	0.93	.98
Median Income	\$59,333	\$62,006	\$70,515
Affordable at Median Income	\$171,390	\$204,473	\$240,126
Income Needed for Median Price	\$88,260	\$66,714	\$72,093
Median Sale Price	\$254,950	\$220,000	\$245,500

Source: Maine State Housing Authority

Table D.16: Regional Median Home Price, 2013

	Affordability Index	Median Income	Affordable at Median Income	Income Needed for Median Price	Median Sale Price
Gorham	0.98	\$70,515	\$240,126	\$72,093	\$245,500
Scarborough	0.82	\$74,502	\$258,866	\$90,657	\$315,000
Standish	1.24	\$62,152	\$223,355	\$50,088	\$180,000
Cumberland County	0.86	\$58,500	\$201,839	\$68,257	\$235,500
Maine	0.97	\$47,728	\$165,374	\$49,034	\$169,900

Source: Maine State Housing Authority

Issues & Implications

1. Affordability: Even at reduced prices, the income needed to afford a median home price is higher than Gorham median income, which means 52% of Gorham households can't afford the median home price.
2. As Gorham residents grow older, will they still prefer unattached single-family homes?
3. Much of the subsidized housing in Gorham is for seniors, and there are only twelve housing choice vouchers in the town – a significant drop from just a few years ago.

Appendix E: Public Facilities

Municipal Center

Gorham's town offices are located at the Gorham Municipal Center at 75 South Street. The municipal center – which is in the old Shaw Middle School - houses the following offices: city clerk, finance, town manager, assessing, code enforcement, recreation, and the planning and school department.¹⁸ The Gorham Economic Development Corporation is located on New Portland Road, the Public Works Department on Huston Road, and the Police and Fire offices are at 270 Main Street. The number of town employees at the Gorham Municipal Center has stayed relatively steady over the last five years (Table E.1). The facility has been renovated in the last ten years, and is adequate for town municipal office use.

Table E.1: FTE Town Government Employees by Function

	2008	2009	2010	2011	2012
General Government	16.5	15.5	15.5	19.0	17.5
Police: Officers	22.0	23.0	23.0	23.0	23.0
Police: Civilians	2.0	2.0	2.0	2.0	2.0
Fire: Firefighters and EMT	13.0	13.0	13.0	13.0	12.0
Fire: Civilians	3.0	3.0	3.0	3.0	3.0
Public Works	21.0	19.0	19.0	19.0	19.0
Recreation	17.0	16.0	14.3	14.0	14.0
Development*	4.5	4.5	4.5	1.0	1.0
Total	99.0	96.0	94.3	93.0	91.5

*Planning department employees became part of the general government category in 2011

Source: Town of Gorham Comprehensive Annual Financial Report 2012

Public Works

The Public Works Department is responsible for road maintenance and construction. In addition, it handles the transfer station on Huston Road, maintenance of public grounds, and upkeep and improvement of sidewalks. Two full-time mechanics and nine equipment operators manage all of the projects, aside from seasonal help used for plowing and mowing.¹⁹ A 2012 facilities study for town buildings found that public works buildings needed \$238,015 in repairs, mostly to address general wear and tear, including: ductwork, exhaust monitoring, HVAC testing, A/C piping insulation, fire alarm systems, replacing fluorescent light fixtures, installing a site lighting system that provides greater coverage, and updating appliances to Energy Star standards.

¹⁸ http://www.gorham-me.org/Public_Documents/GorhamME_WebDocs/townhall

¹⁹ <http://www.gorhammeusa.org/GorhamInformation/MunicipalGov.htm>

Table E.2: Gorham Public Works Projects

	2010	2011	2012
Roads Maintained	278	283	287
Lane Miles of Roads Maintained	283	287	291
Acres of Public Area Maintained	113	113	129
Acres of cemeteries Maintained	30	30	30
Tons of Residential Solid Waste	2,166	2,099	2,155
Tons of Waste Recycled	1,200	1,246	1,266

Source: Town of Gorham Comprehensive Annual Financial Report 2012

Table E.3: Gorham Public Works Inventory

	2003	2012
Streets (miles)	268.5	290.7
Street Lights	342	392
Traffic Signals/Blinkers	10	11
Cemeteries	8	12

Source: Town of Gorham Comprehensive Annual Financial Report 2012

Public Safety

The Town's Police Department and the central facilities of the Fire and Rescue Department are located in the Public Safety Building (the former Municipal Center) at 270 Main Street. A 1999 study found that the current facilities were inadequate, and that the Fire and Police departments needed 20,000 square feet of space. The Town is renovating the Public Safety Building and constructing an addition (2016).

Fire Protection & Rescue Services

Gorham employs a full-time Fire Chief, a deputy chief, six full-time paramedic/firefighters, one part-time fire inspector and a force of 130 call and volunteers. The Fire and Rescue Department provides service through six stations with 27 pieces of equipment. Response time to the Town's business district is 2-3 minutes for an initial response and 3-4 minutes to Gorham's Industrial Park. Gorham Industrial Park is further protected by Automatic Aid through the neighboring City of Westbrook.²⁰

The Fire and Rescue Department also provides emergency medical services; a paramedic is on duty at all times and is supplemented by 35 volunteer members.²¹ A 2012 facilities study for town buildings found that the three fire stations need a total of \$372,676 in repairs. The North Gorham

²⁰ Gorham Economic Development Corporation, Accessed at <http://www.gorhammeusa.org/GorhamInformation/MunicipalGov.htm>

²¹ Gorham Economic Development Corporation, Accessed at <http://www.gorhammeusa.org/GorhamInformation/MunicipalGov.htm>

Fire Station would bear more than two-thirds of that cost for a long list of repairs, the most expensive of which would be \$14,738 for replacing the electrical distribution and switchgear, which the building staff lists as dangerous.

Table E.4: Fire and Rescue Assets and Calls

	2010	2011	2012
Fire and Rescue Calls	2,549	2,807	2,815
Fire Hydrants	292	292	296
Fire Ponds	70	71	71
Fire Stations	6	6	6

Source: Town of Gorham Comprehensive Annual Financial Report 2012

Police Department

The Gorham Police Department consists of 20 full-time officers, one part-time animal control officer, one DEA Task Force Officer and one secretary.²² A 2012 facilities study for town buildings found that the public safety building needs \$523,127 in repairs, including the installation of a sprinkler (\$90,352) – the building does not currently have one.

Table E.5: Gorham Police Assets

	2003	2012
Police Stations	1	1
Patrol Units	13	19

Source: Town of Gorham Comprehensive Annual Financial Report 2012

Table E.6: Gorham Police Activities

	2010	2011	2012
Calls for Service	18,473	18,781	15,339
Physical Arrests	771	734	664
Summons and Warnings	3,621	2,725	2,826
Parking Tickets Issued	391	180	127
Accidents Investigated	519	449	480

Source: Town of Gorham Comprehensive Annual Financial Report 2012

Library

Three Gorham libraries receive municipal funding: Baxter Memorial, Baxter Mobile Library, and North Gorham Library. The Baxter Memorial Library in Gorham Village is the largest, with over 300,000 library items, including books, audio and video cassettes and subscriptions to over 80 magazines and four newspapers. The library is also affiliated with MAINECAT, a statewide

²² Gorham Economic Development Corporation, Accessed at <http://www.gorhammeusa.org/GorhamInformation/MunicipalGov.htm>

interlibrary loan system. Town residents also have access to the USM library, which offers research capability through stored volumes and various electronic on-line databases.²³ A 2012 facilities study for town buildings found that the Baxter Library needs \$256,624 in repairs, most of which are related to general maintenance.

Table E.7: Gorham Library Circulation

	2010	2011	2012
Number of Items Circulated	116,050	114,309	114,519

Source: Town of Gorham Comprehensive Annual Financial Report 2012

Education

The Gorham School Department has approximately 2,305 students, 166 professional teaching faculty and 42 teacher aids in a high school, a middle school, and three elementary schools. The town also has an Adult Education program located at the Gorham High School, which offers certification courses as well as course work and testing leading to a high school diploma or G.E.D. The University of Southern Maine enrolls approximately 10,000 students on three campuses (Gorham, Portland, and Lewiston/Auburn) and has approximately 50 graduate and undergraduate programs. At the 125-acre Gorham campus, 1,000 residential students and 3,000 commuting students attend classes.

Gorham High School, with an enrollment of 851 students, is currently over the state recommended capacity of 838 students. The Village Elementary School is near the state maximum (Table E.8).

Table E.8: Gorham K-12 Public School Facilities

	Grades	Year Built	Building Sq. Ft.	Enrollment (2012-2013)	Capacity Min. State Standard	Capacity Recommended
Village School	K-5	1963	56,645	444	451	389
Narragansett School	K-5	1981	39,012	254	312	269
Great Falls School	K-5	2011	85,500	514	N/A	550**
Gorham Middle School	6-8	2003	135,914	630	1,007	824*
Gorham High School	9-12	1959	134,000	851	838	670
GHS Modular Classrooms			2,880			

*Maine DOE Approved-900 student design

**Maine DOE Approval

Source: Gorham School Department FY2013-2014 Budget

²³ <http://www.gorhammeusa.org/GorhamInformation/MunicipalGov.htm>

Issues & Implications

1. How will the town address the lack of space and facilities at the current Public Safety complex?
2. Gorham High School is currently over the state-recommended maximum for students, while Gorham Middle School is under-capacity.

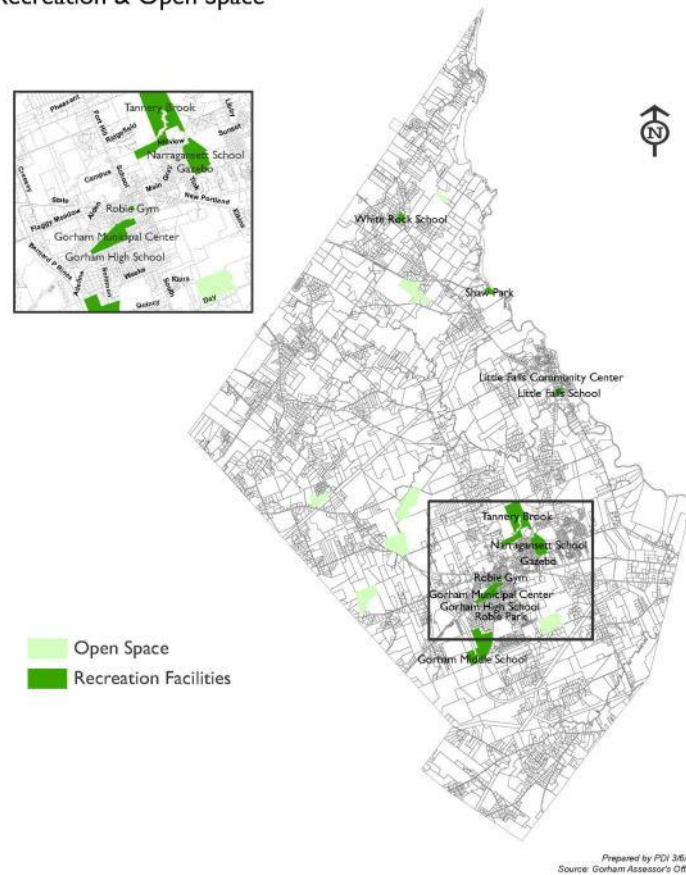
Appendix F: Recreation & Open Space

Parks & Recreation Spaces

Most of Gorham's parks and recreation facilities are in or near Gorham Village, with a few in the Little Falls Area and northern part of town. All parks and related facilities can be found on the Gorham Parks & Recreation Department website, which also has links to organized community recreation activities, including youth sports, fitness classes, dog training and after-school activities.²⁴

Figure F.1: Gorham Parks and Recreation

Gorham Comprehensive Plan Update Recreation & Open Space



²⁴ Gorham Parks and Recreation, Accessed at <http://www.gorhamrec.com/>

Table F.1: Parks and Recreation Facilities in Gorham

	Address	Facility
Public Safety Building/Narragansett School	Chick Dr.	Baseball Field, Multipurpose Fields
Gazebo (near Narragansett School, Public Safety Building)	270 Main St	Gorham Public Safety Building Lawn
Gorham High School	41 Morrill Ave	Gym, Baseball Field, Softball Field, Playing Field, Tennis Courts
Gorham Middle School	106 Weeks Road	Auditorium, Gym, Soccer & Lacrosse Fields, Basketball Courts, Multipurpose Field, Softball Field, Baseball Field
Gorham Municipal Center	75 South St	Activity Rooms, Multipurpose Room, Gym, Studio, Auditorium (Council Chambers)
Great Falls School	73 Justice Way	Gym, Playground, Basketball Courts, Baseball Field, Softball Field, Two Multipurpose Fields, Walking Trail
Little Falls Recreation Area	668 Gray Road	Playing Fields, Tennis Courts
Old Little Falls School Site	44 Acorn St	Baseball Field, Multipurpose Field, Playground, Activity Rooms, Basketball Court
Narragansett School	300 Main St	Gym, Portable Buildings
Old Robie School	668 Gray Road	Schoolhouse
Robie Gym	42 South St	Gym
Robie Park	Morill Ave & Ball Park Road	Basketball Court, Playground, Softball Field
Shaw Gym	75 South St (Gorham Recreation)	Gym
Shaw Park	55 Partridge Lane	Park (Maine Mountain Division Trails), Baseball Field, Multipurpose Field, Car top boat access to Presumpscot River
Tannery Brook	Wentworth Drive	Trails
Village School	12 Robie St	Gym, Baseball Field, Softball Field, Upper Village Field 1, Upper Village Field 2
White Rock School Site	10 N Gorham Road	Two Baseball Fields, Tennis Courts, Basketball Court, Playground, Multipurpose Field

Source: Gorham Parks & Recreation

Trails

Gorham has almost ten miles of trails, many of which are accessible by town parks, school facilities, or municipal properties. The Presumpscot Regional Land Trust and Gorham Conservation Commission help to manage almost all of the trails (Table F.2). The Town of Gorham Parks and Recreation Committee is also working on a “Town Trail” that would run parallel to Route 25 from behind the Gorham Industrial Park to Gorham Village (Figure F.2). The Committee is playing an expanded role in mapping existing trails and identifying the need for and developing trail connections to expand the trail network.

Table F.2: Trails in Gorham

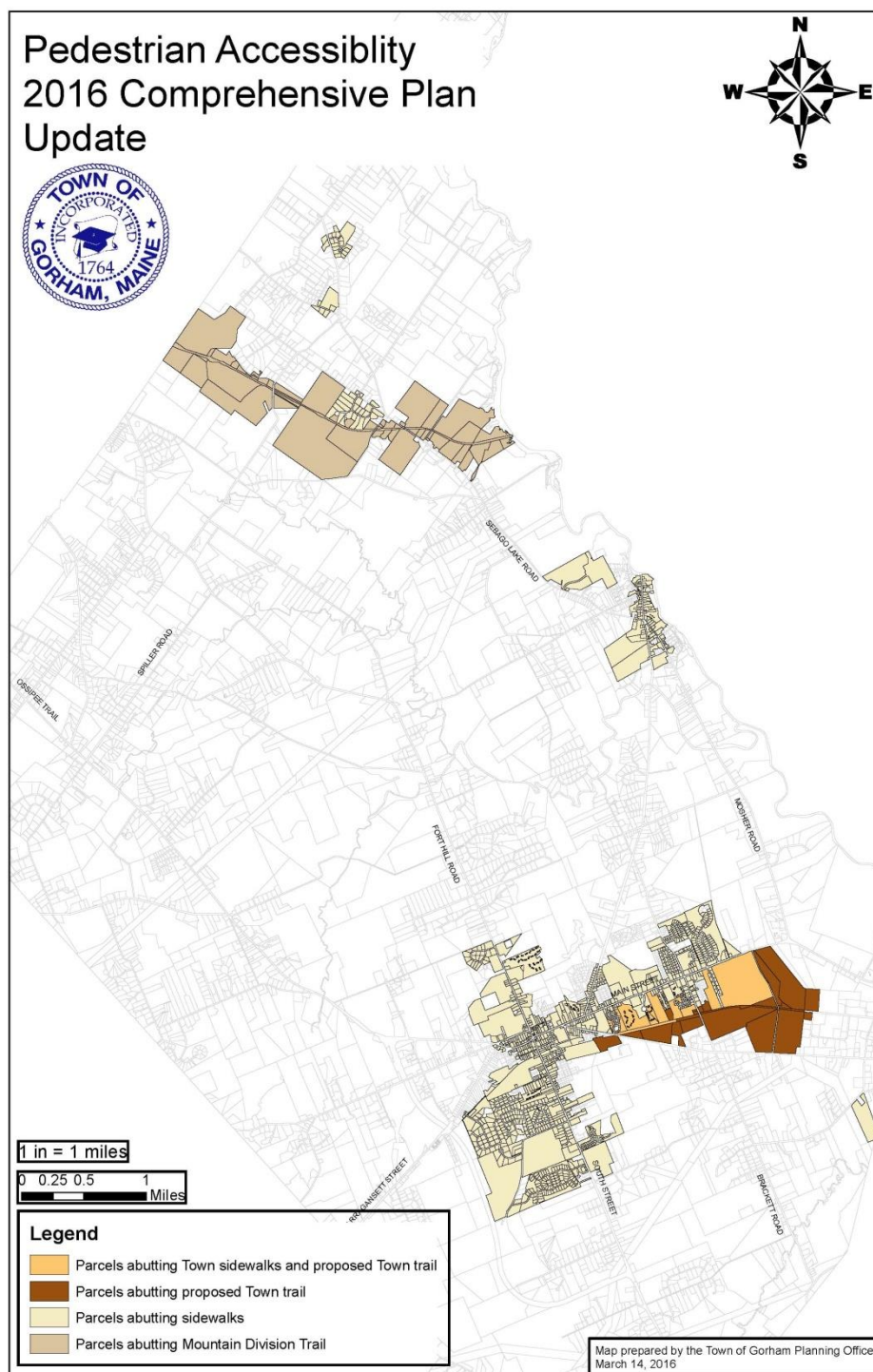
	Length	Access	Uses	Management
Claire Drew Trail	1.4 miles	Accessed behind PS building, 270 Main St	Hiking, Mountain Biking, Snowshoeing, Cross-Country Skiing	Town of Gorham
Gambo Property/Share Park	1.2 Miles	Shaw Park	Walking, Hiking, Mountain Biking, Cross-country Skiing	Presumpscot Regional Land Trust, Town of Gorham
Little River Property	1.2 Miles	Two miles east of downtown Gorham, along Route 202/4	Hiking	Presumpscot Regional Land Trust
Hawkes Property	0.7 Miles	Gravel lot at the Windham Rod & Gun Club	Hiking, Mountain Biking, Snowshoeing	Presumpscot Regional Land Trust
Mountain Division Trail/Sebago to the Sea	4.5 miles	Shaw Park	Walking, Hiking, Biking, Cross-country Skiing	Town of Gorham, Mountain Division Alliance
Robert R. Frazier Trail	0.3 miles	Gorham High School baseball field parking area	Walking, Hiking, Mountain Biking	Gorham Trails
St. Pierre Property	0.4 miles	Gravel drive prior to the Little River bridge on Route 327	Walking, Hiking	Presumpscot Regional Land Trust

Source: Communities Promoting Health Coalition²⁵

²⁵ Maine Trail Finder, Accessed at

<http://www.communitiespromotinghealth.org/files/spotlights/Healthy%20Rivers%20Trail%20Guide%202012.pdf>

Figure F.2: Gorham Pedestrian Accessibility



Issues & Implications

1. Most of the recreation facilities are located in Gorham Village or the Little Falls area – are they accessible by residents from other parts of town?

Appendix G: Infrastructure

Public Water

Portland Water District

Public water service is available in Gorham Village, the Gorham Industrial Park, the Little Falls area, areas east of Gorham Village and several locations adjacent to the Water District's transmission lines (Figure G.1). Portland Water District (PWD) is the primary supplier of public water within Gorham, and also provides service to Portland and ten other communities in the Greater Portland Area. Sebago Lake is the main source of the Gorham's water supply; 30" to 48" lines carry water from the lake to portions of the Gorham community. Gorham has 32.8 miles of water mains and consumes 130 million gallons of water per year. It is possible to expand the present service of the PWD in Gorham, according to specific needs.²⁶ There are 2,705 PWD water hook-ups in Gorham (both residential and commercial) – however, a single lot could have multiple water and sewer connections.²⁷

The Portland Water District is planning to replace the water main in Main Street in the near future (2016). This will be a major project. Any other planned improvements in the Main Street corridor including Gorham Village should be coordinated with this work.

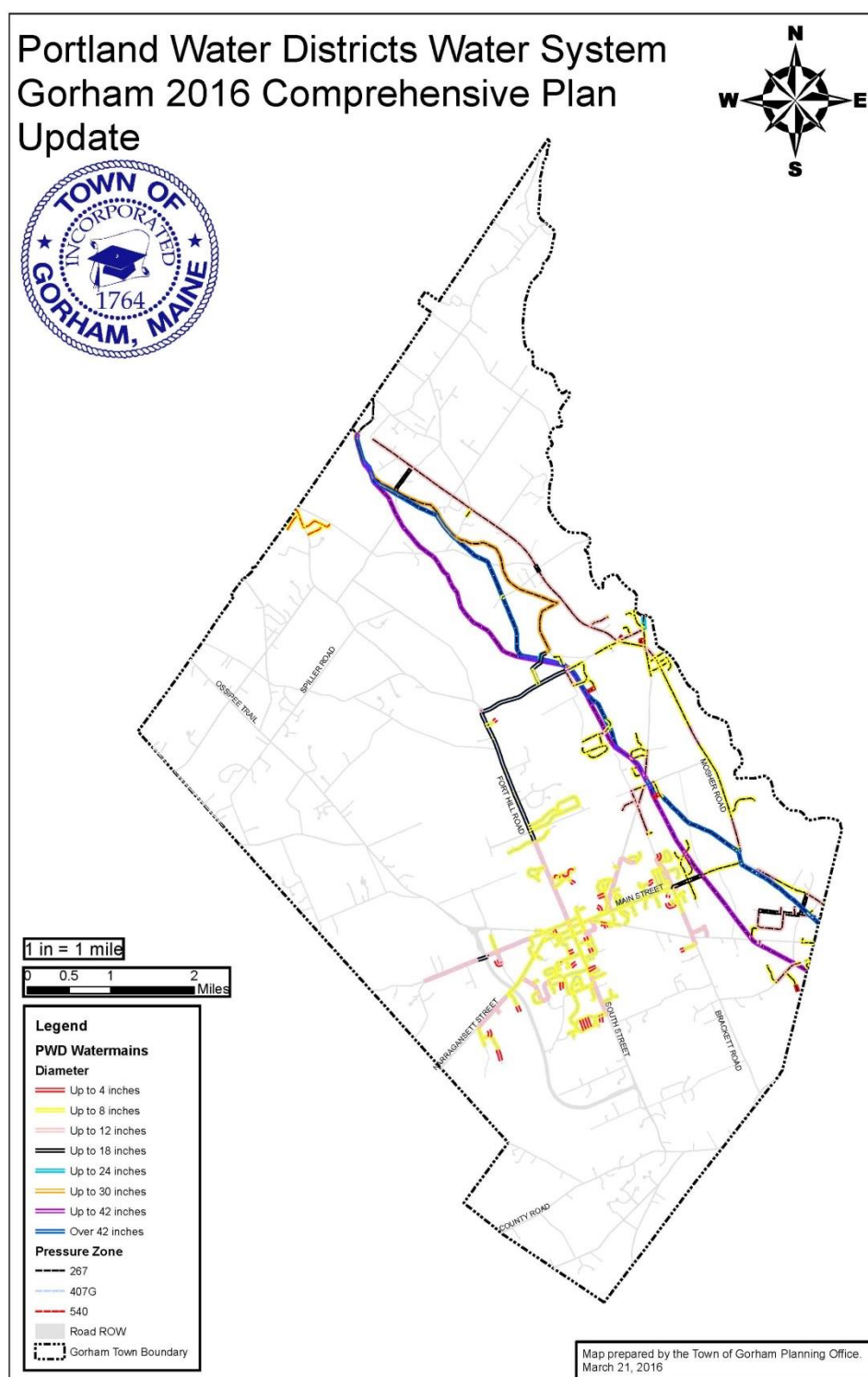
The Town of Gorham requires the extension of the public water system to serve new development, as long as the extension is considered feasible and economically viable. If a water main is not available adjacent to the proposed development, the owner or developer is responsible for extending a public water main.²⁸

²⁶ Gorham Economic Development Corporation, Accessed at <http://www.gorhammeusa.org/GorhamInformation/MunicipalGov.htm>

²⁷ Personal Communication, Town of Gorham, March 2013.

²⁸ Gorham Land Use Ordinance, Accessed at http://www.gorham-me.org/Public_Documents/GorhamME_Codes/land_ord/CHAPTER_II.pdf

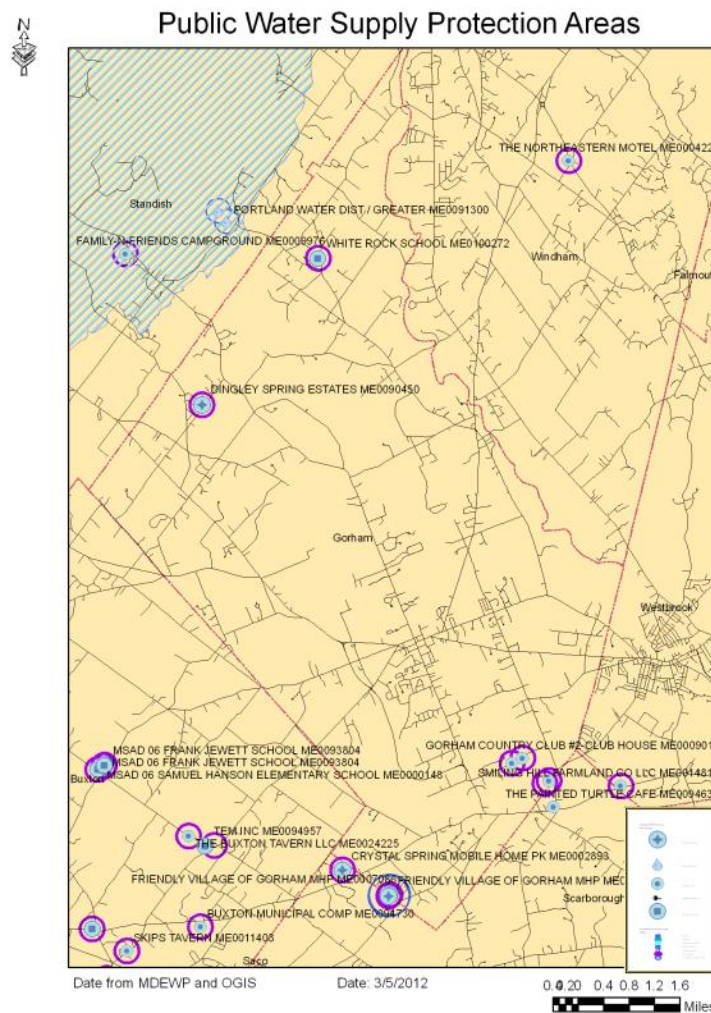
Figure G.1: Portland Water District Water System in Gorham



Drinking Water Protection

The Maine Department of Human Services operates a drinking water protection program that conducts source water assessments of public water supplies. As noted in Appendix J: Natural Resources, the Maine Department of Human Services has labeled the following areas in Gorham as Public Water Supply Protection Areas: White Rock School (now closed and slated for private redevelopment as housing), Dingley Spring Estates, Gorham Country Club Clubhouse, Friendly Village of Gorham, and Smiling Hill Farmland (Figure G.2). A Maine law enacted in 2000 (P.L. 761) gives public water suppliers an opportunity to review proposed development projects within a given source protection area.²⁹

Figure G.2: Public Water Supply Protection Areas



²⁹ "Maine's Public Law 761: Improving Public Water Supply Protection." The George J. Mitchell Center, 2002.

Wastewater

Gorham contracts with the Portland Water District (PWD) to collect, treat and maintain municipal wastewater systems. The largest service area in town includes most of Gorham Village and the Industrial Park, and wastewater from this area is treated at the Westbrook Treatment Plant (Figure G.3). Little Falls Village wastewater is also treated in Westbrook. There is also the potential to serve areas adjacent to the Westbrook line by extending the Westbrook sewer system into Gorham. Based on existing capacity and reserves, there is room to accommodate commercial and residential growth.

Overall, Gorham contains 16 miles of sanitary sewer, all owned and operated by the PWD.³⁰ There are 1,608 PWD sewer connections in Gorham.³¹ The Gorham Town Code does not include a provision for extension of public sewer. The Portland Water District has identified several areas for potential sewer lines, primarily south of Gorham Village (Figure G.3).

Solid Waste

Gorham is a participant in **ecomaine**, which operates a waste-to-energy plant, a single-stream recycling facility, and an ash disposal site in the Portland area. Gorham contracts with a private company to collect household trash and single-stream recycling for every home and apartment building of three units or less. All trash must be placed in approved Gorham trash bags, which can be purchased at stores throughout town.³² Approximately 80% of the Town's waste is hauled directly to **ecomaine** by commercial haulers.³³ Other waste from multi-family homes and businesses is transported to the energy conversion plant by private waste disposal services.

Gorham has two former landfills – one for household refuse, and another for demolition debris. The household refuse landfill was capped in the 1970s, and the town must test annually for contamination (per MDEP). The demolition debris landfill is also capped.³⁴

³⁰ Gorham Economic Development Corporation, Accessed at <http://www.gorhammeusa.org/GorhamInformation/MunicipalGov.htm>

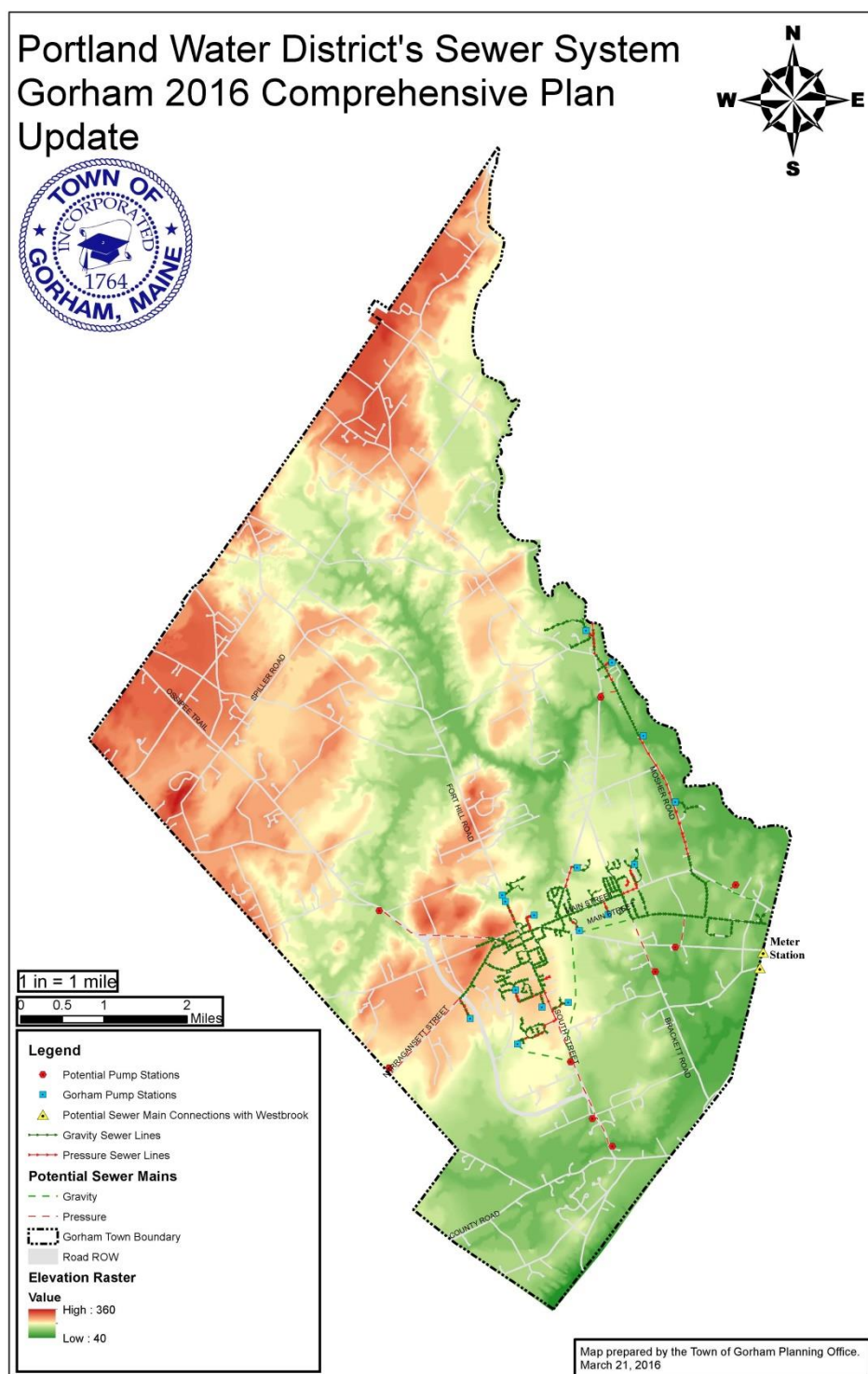
³¹ Personal Communication, Town of Gorham, March 2013.

³² Gorham Trash and Recycling Information, Accessed at http://www.gorham-me.org/Public_Documents/GorhamME_WebDocs/trashcollection

³³ Gorham Economic Development Corporation, Accessed at <http://www.gorhammeusa.org/GorhamInformation/MunicipalGov.htm>

³⁴ Gorham Comprehensive Annual Financial Report 2012

Figure G.3: Portland Water District Sewer System in Gorham



Public Works

As noted in Appendix E: Public Facilities, the Public Works Department is responsible for road maintenance and construction. In addition, it handles the maintenance of the 12 miles of storm sewers, maintenance of all public grounds, and upkeep and improvement of sidewalks.³⁵

Table G.1: Gorham Public Works Roads, Maintenance and Waste

	2010	2011	2012
Roads Maintained	278	283	287
Lane Miles of Roads Maintained	283	287	291
Acres of Public Area Maintained	113	113	129
Acres of cemeteries Maintained	30	30	30
Tons of Residential Solid Waste	2,166	2,099	2,155
Tons of Waste Recycled	1,200	1,246	1,266

Source: Town of Gorham Comprehensive Annual Financial Report 2012

Issues & Implications

1. The Portland Water District's locations for potential new sewer pumps (Figure G.3) are primarily in the southern half of town, suggesting that development should continue to concentrate in that area.

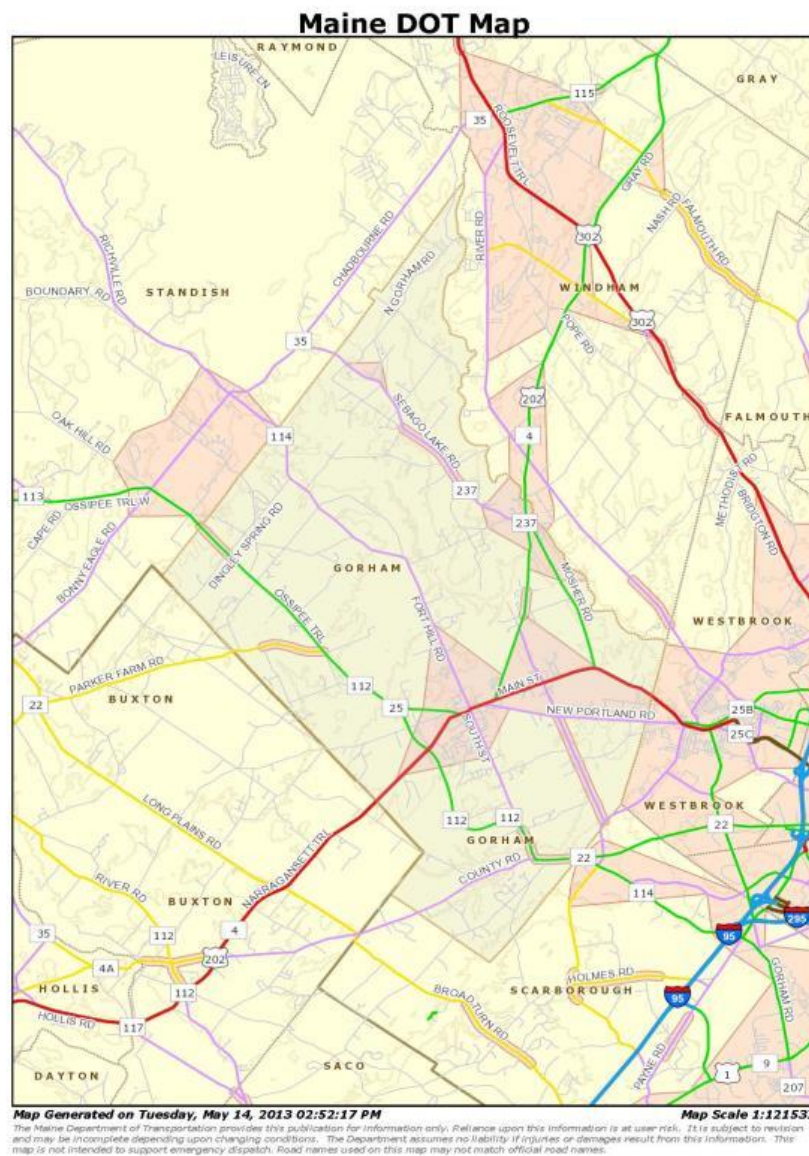
³⁵ Gorham Economic Development Corporation, Accessed at <http://www.gorhammeusa.org/GorhamInformation/MunicipalGov.htm>

Appendix H: Transportation

Roads & Bridges

Gorham is an “urban compact” community, which means that the town maintains Maine state roads that go through certain areas of town (shaded in pink the map below) (Figure H.1).

Figure H.1: Gorham Urban Compact Boundaries



Road Classifications

Gorham has just over 162 miles of roads, the bulk of which are local. The only principal arterials are Route 25 (from the Westbrook town line to Gorham Village), and Route 202/4 (beginning in Gorham Village and extending out to Buxton). (Table H.1, Figure H.2).

Table H.1: Gorham Road Classification

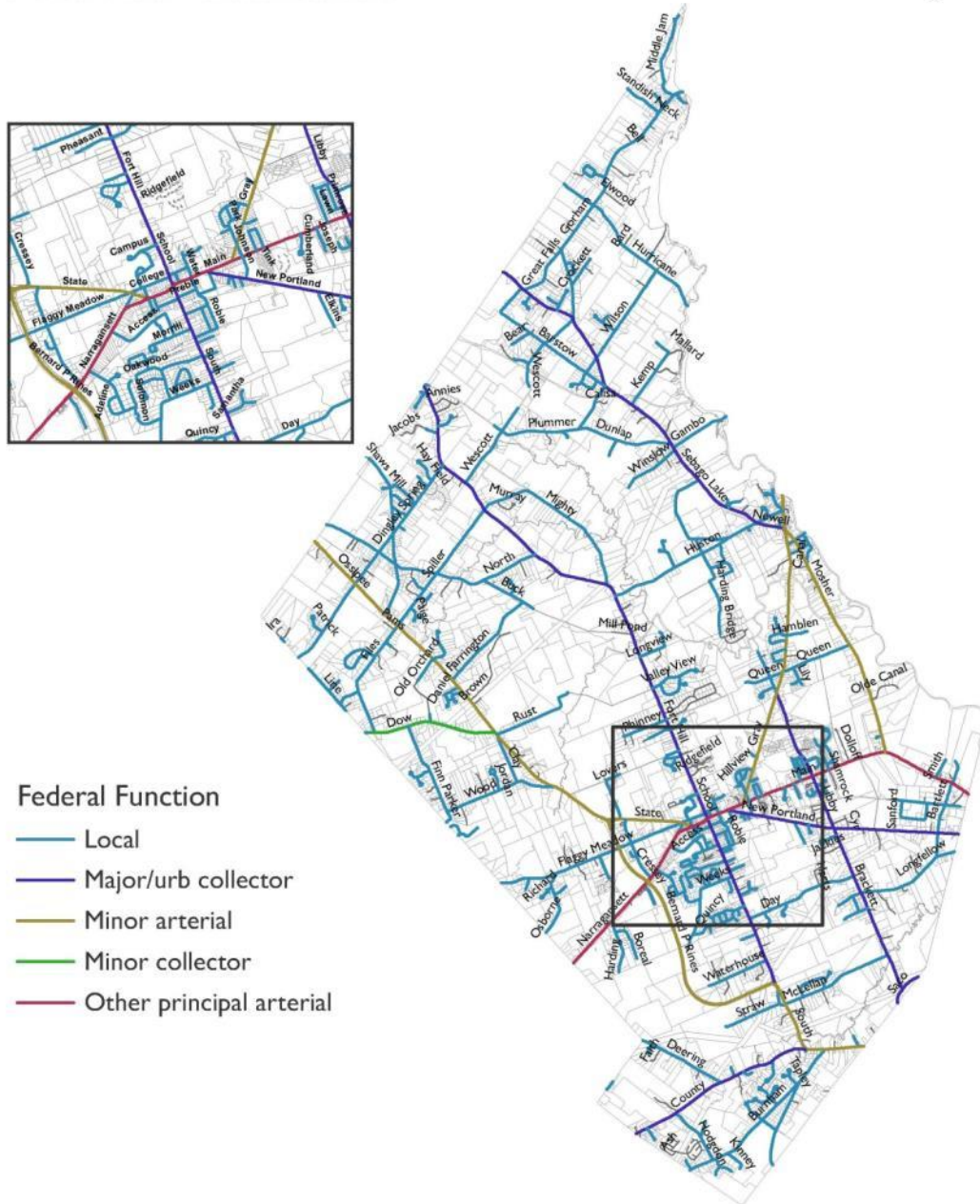
Type	Miles	Definition	Roads
Other Principal Arterial	5.88	These roads must be divided highway with partial (freeway) or full (expressway) control-of-access. They primarily serve through traffic and major circulation movements within federally-defined urban areas.	Route 25 from Westbrook boundary to Gorham Village (Main Street), Route 4 from Gorham Village to Buxton boundary (Naragansett Road)
Minor Arterial	18.74	A series of continuous routes that should be expected to provide for relatively high overall travel speeds with minimum interference to through movement,	Route 25 (Ossipee Trail East, State Street), Route 112, Route 4/202 (Gray Road), Route 237 (Mosher Road), B. Rines Bypass
Major Urban Collector	22.72	Provide both land access and traffic circulation within urban residential neighborhoods and commercial and industrial areas in federally designated urban areas	Route 114 (Fort Hill Road), Brackett Road, Libby Ave, New Portland Road
Minor Collector	1.58	Provide service to smaller communities. Link locally important traffic generators with the arterial system.	
Local	113.7	Provide access to adjacent land and provide service to travel over relatively short distances	

Source: MDOT

Figure H.2: Gorham Road Classification

Gorham Comprehensive Plan Update

Federal Road Classification



Prepared by PDI 4/19/2013
Source: MaineDOT

Traffic Volumes

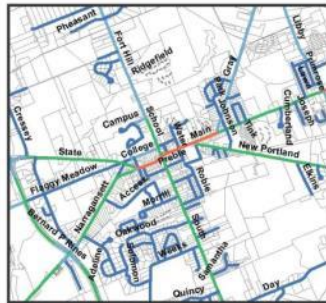
The busiest road in Gorham is Route 22/114 in South Gorham, leading out of the southeastern edge of town to Interstate 95 (Figure H.3). The high traffic areas include Gorham Village/University of Southern Maine and Route 25 (from the Westbrook line to Standish).

Figure H.3: Gorham Average Annual Daily Traffic Counts, 2010

Gorham Comprehensive Plan Update

Transportation - 2010 AADT*

*Average Annual Daily Traffic



2010 AADT

- 10 - 2,000
- 2,001 - 5,000
- 5,001 - 10,000
- 10,001 - 20,000
- 20,001 - 24,180



Prepared by PDI 4/30/2013
Source: MaineDOT

Bridges

A bridge with a sufficiency rating of 80 or less is eligible for Federal bridge rehabilitation funding; a bridge with a sufficiency rating of 50 or less is eligible for replacement funding.³⁶ Gorham has two bridges with a rating 50, and 10 bridges with ratings under 80.

Table H.2: Gorham Bridges

Num.	Bridge	Feature Under Bridge	Built	Owner	Fed. Sufficiency Rating
1009	Babbs	Presumpscot River	1976	DOT	36.6
5303	Shaws	Stroudwater River	1951	DOT	49.1
5768	Curtis	East Br Stroudwater	1959	DOT	61.9
3112	Little River	Little River	1952	DOT	63.8
258	Wescott	Little River	1960	Town	65.6
3404	Longfellow Bridge	Indian Camp Brook	1930	Town	65.8
3762	Deguo Mill	Little River	1949	DOT	67.4
2308	Getchell	Douglas Brook	1931	DOT	73.2
1529	Great Falls #2	Presumpscot River	1970	DOT	76.2
230	Files	Breakheart Brook	2002	Town	79.8
6443	Flaggy Meadow Road	Gorham Bypass	2008	DOT	81
3993	Warren	Little River	1949	Town	81.1
6210	Great Falls #1	Presumpscot River	1970	DOT	81.6
3557	Shad Gully	Little River	1938	DOT	83.1
2219	Davis Mill	Little River	1932	DOT	84
5737	Johnson	N Branch Little R.	1966	DOT	85.8
2370	Higgins	Little River	1990	DOT	87.1
5430	Brackett Road	Stroudwater River	1962	DOT	87.7
216	Mitchell	Nonesuch River	1990	DOT	88.8
5449	North Branch Brook	North Branch Brook	1954	Town	89
3304	Galoup Mill	Little River	1992	DOT	95
235	Babb School	So Br Stroudwater River	1996	Town	96.9
6444	Gully Brook	Gully Brook	2008	DOT	97.4
6445	Newt	Tributary Gully	2008	DOT	97.4
236	Deering Road	Stroudwater River	1992	Town	98.7
6368	Indian Camp Brook	Indian Camp Brook	1992	DOT	99.3
5304	Elmwood	Strout Brook	1992	Town	100

Source: MDOT

³⁶ Bridge Inspection Definitions, Accessed at <http://www.dot.state.mn.us/i35wbridge/pdfs/bridgespectiondefs.pdf>

Safety

Gorham has five “high crash locations,” which is what MeDOT calls locations that have eight or more accidents in a three-year span (2009-2011). The location with the highest number of crashes is the intersection of Route 114 and Route 22 in South Gorham, with the area near the intersection of New Portland Road and Brackett coming in second (Table H.3, Figure H.4). The area near New Portland road, however, has recently been improved through the installation of a roundabout.

Table H.3: Gorham High Crash Locations, 2011

Location	Crashes (2009-2011)
Intersection Of County Rd, Mercy/Gorham Campus, South St	27
Libby Ave (area near intersection of New Portland Road and Brackett)*	18
Intersection of Gray Rd and Main St	10
Rte. 25 and Libby Ave	8
Rte. 25, Files Rd, Spiller Rd	8

*recently roundabout installation

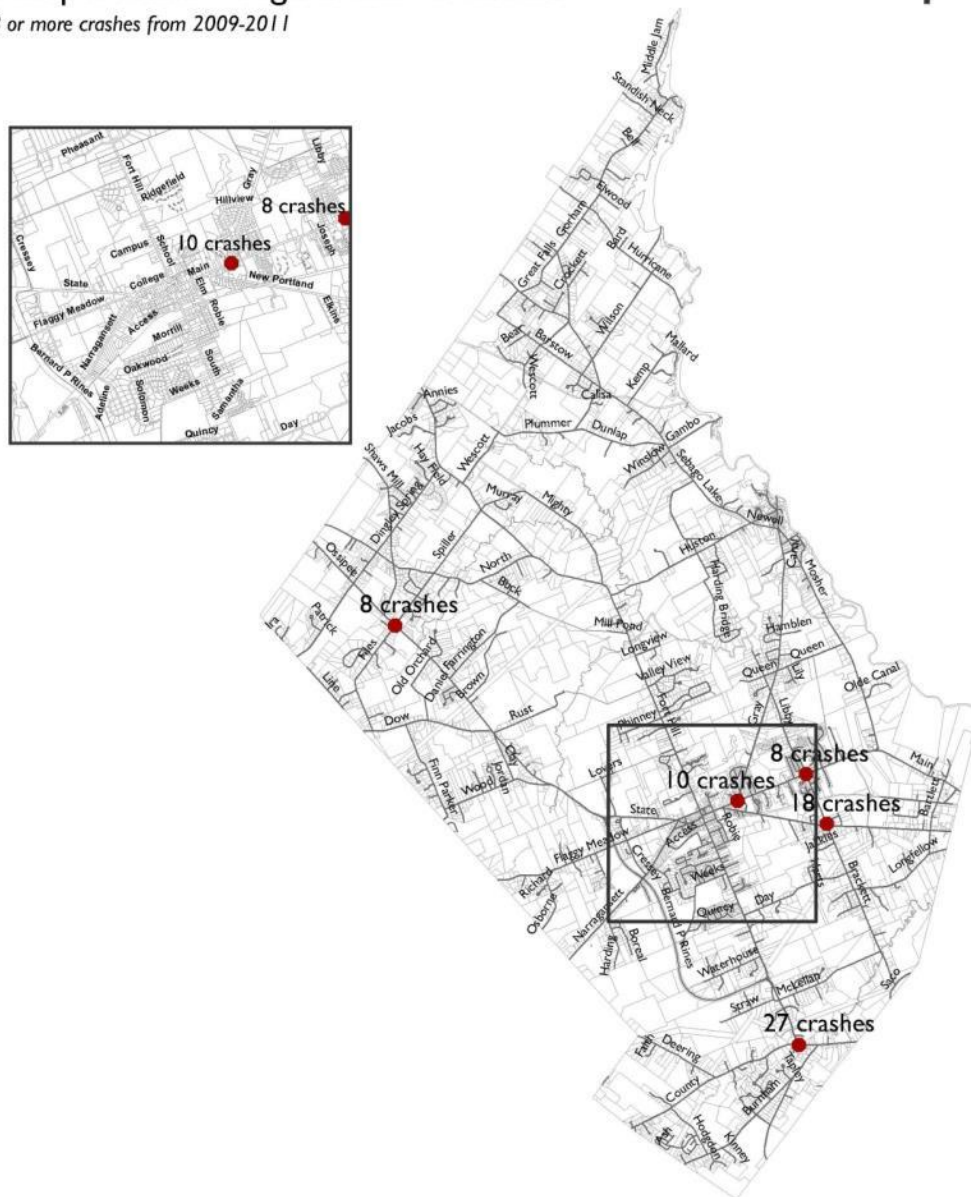
Source: MDOT

Figure H.4: Gorham High Crash Locations, 2009-2011

Gorham Comprehensive Plan Update

Transportation - High Crash Locations*

*8 or more crashes from 2009-2011



Prepared by PDI 4/14/2003
Source: MaineDOT

Public Transportation

University of Southern Maine Bus

The University of Southern Maine bus runs every 45 minutes (Monday-Friday) from the Gorham campus to the Portland campus, from 7:15am-7pm, with a few additional evening runs. The same bus runs on a less-frequent Saturday-Sunday schedule from 8:30am-6pm.³⁷

Regional Transportation Program

The Regional Transportation Program is a United Way agency that provides low-cost, as-needed transportation to the elderly, social service agency clients, the economically disadvantaged and persons with disabilities throughout Cumberland County. General fares are \$2.50 for one-way trips between neighboring towns and \$5.00 for one-way trips between non-adjointing towns. There are applications for income-based free ridership, as well as MaineCare transportation to medical appointments.³⁸

Bicycle & Pedestrian Facilities

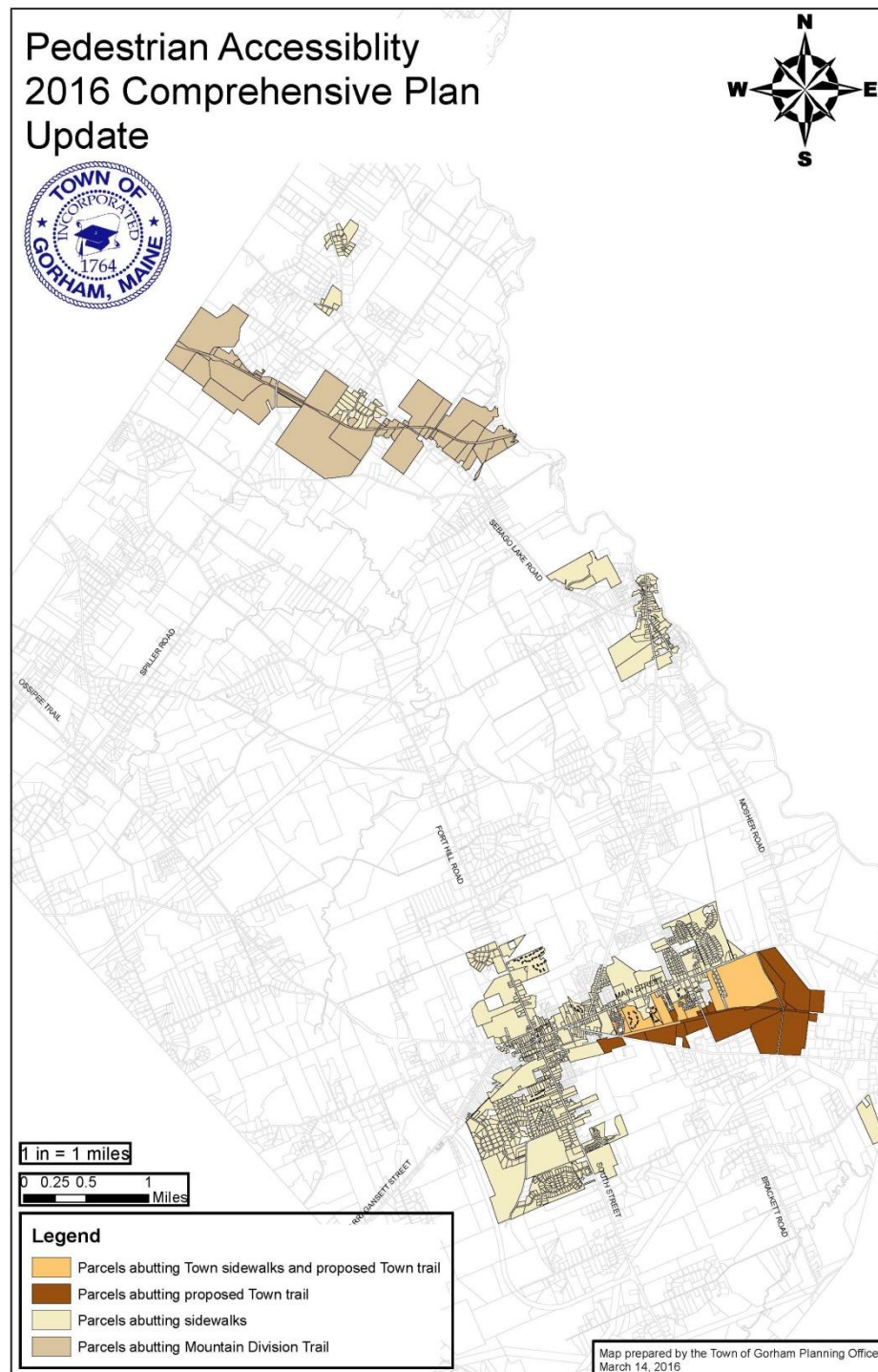
Pedestrian Facilities

Most of the parcels with sidewalks are in Gorham Village, Little Falls, or residential uses adjacent to these areas. A proposed Gorham Town Trail would connect the Gorham Industrial Park area (off Route 25) to Gorham Village (Figure H.5).

³⁷ University of Southern Maine Shuttle Bus Schedule, Accessed at <http://www.usm.maine.edu/sites/default/files/USM%20Public%20Safety/SHUTTLE%20BUS%20SCHEDULE.pdf>

³⁸ Regional Transportation Program, Accessed at <http://rtprides.org/need-a-ride/>

Figure H.5: Gorham Pedestrian Accessibility



Bicycle Facilities

While Gorham has almost ten miles of trails (see Appendix E: Recreation & Open Space), it has no dedicated bike lanes or shared lanes (Table H.4). The proposed Gorham Town Trail would create a paved, off-road trail connecting the Gorham Industrial Park area to Gorham Village (Figure H.5).

Table H.4: On-Road Bikeway Network, 2009

Municipality	Bicycle Lane		Paved Shoulder		Shared Lane		Total (mi.)
	Existing (mi.)	Future (mi.)	Existing (mi.)	Future (mi.)	Existing (mi.)	Future (mi.)	
Biddeford	0.0	0.0	18.7	10.2	5.9	3.6	38.4
Cape Elizabeth	6.3	0.0	2.4	3.8	3.7	0.0	16.2
Cumberland	0.0	3.2	12.7	18.6	1.6	0.0	36.1
Falmouth	4.0	0.0	10.9	33.5	5.1	0.0	53.5
Freeport	0.0	0.0	16.0	9.6	21.6	0.0	47.2
Gorham	0.0	0.0	32.8	20.7	0.0	0.0	53.5
North Yarmouth	0.0	0.0	2.0	22.5	0.0	0.0	24.5
Old Orchard Beach	1.3	0.0	4.9	4.8	2.3	0.0	13.3
Portland	8.5	15.9	0.0	9.5	3.0	22.0	58.9
Saco	0.0	0.0	20.4	29.3	1.2	0.0	50.9
Scarborough	0.0	0.6	13.4	55.3	1.0	0.0	70.3
South Portland	2.0	6.8	6.8	7.2	4.0	1.7	28.5
Westbrook	0.0	3.3	11.0	16.2	0.4	0.0	30.9
Windham	0.0	0.0	0.0	28.2	0.0	0.0	28.2
Yarmouth	0.0	4.4	0.0	8.5	8.3	0.0	21.2
Totals (mi.)	22.1	34.2	152.0	277.9	58.1	27.3	571.6

Source: On-road Bikeway Network, Map B-1, dated October 30, 2009.

Source: PACTS Regional Bicycle & Pedestrian Plan Update

Rail Lines

The “Mountain Division” rail line, which runs from Portland, Maine to New Hampshire, passes through the northern tip of Gorham. The line is owned by MeDOT, and is not currently in use – the grade crossings are mostly paved over, and it is primarily used as a hike-and-bike trail (Figure H.5) that will eventually connect Portland, Maine to Fryeburg, Maine.^{39 40}

Airports

Gorham is served by Portland International Jetport, which is about nine miles from Gorham Village.

³⁹ Mountain Division Rail Study, Maine DOT, 2007. Accessed at http://www.maine.gov/mdot/ofbs/documents/pdf/MountainDivisionStudyReport_001.pdf

⁴⁰ Gorham Bike, Maine Mountain Division Trail. Accessed at <http://gorhambike.com/about/home-pg1026.htm>

Issues & Implications

1. Gorham should continue to plan for increased pedestrian and bicycle infrastructure, including sidewalks, bike lanes, and off-road paths.
2. The intersection of County Rd, Mercy/Gorham Campus, and South St. experienced 27 vehicle crashes from 2009-2011. The town should study effective ways to calm traffic or increase safety at that intersection.

Appendix I: Historic & Archaeological Resources

Unless otherwise noted, all information is from the Maine Historic Preservation Commission.

National Register of Historic Places

Six properties and one canal in Gorham are listed on the National Register of Historic Places. Two of them – the Art Gallery and the Academy Building – are located on the USM campus. The Art Gallery was established as the first Free Meeting House in Gorham in 1821.⁴¹

Table I.1: Gorham Properties listed on National Register of Historic Places, 2012

Property	Location
McLellan House	School Street
Stephen Longfellow House	Longfellow Road
Art Gallery	University of Southern Maine, Gorham Campus
The Academy Building	University of Southern Maine, Gorham Campus
Baxter House	South Street
Isaac E. Dyer Estate	180 Fort Hill Road
Cumberland and Oxford Canal	Follows the Presumpscot River from Sebago Lake through Conant Street in Gorham

Source: Maine Historic Preservation Commission, National Register of Historic Places

Three districts in Gorham are listed on the National Register of Historic Places. The Gorham Campus Historic District (Figure I.1) is located on the USM campus, and the South Street Historic District and the Gorham Historic District are both located in or near downtown (Figure I.2 and Figure I.3).

Table I.2: Gorham Districts Listed in the National Register of Historic Places (see maps)

Gorham Campus Historic District
South Street Historic District
Gorham Historic District

Source: Maine Historic Preservation Commission

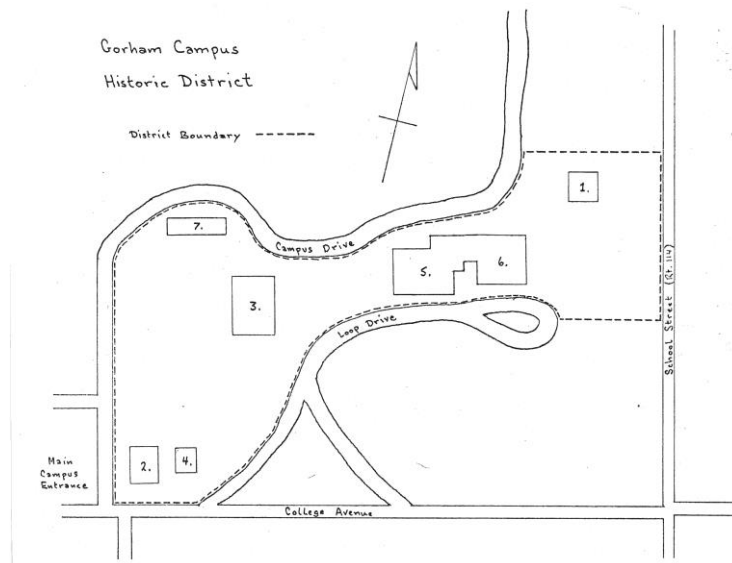
Based on preliminary survey data, the following properties in Gorham may be eligible for listing on the National Register:

- House, 299 Webster Road
- House, 249 Webster Road

⁴¹ Gorham Historical Society, Accessed at <http://www.gorhamhistorical.com/chronology>

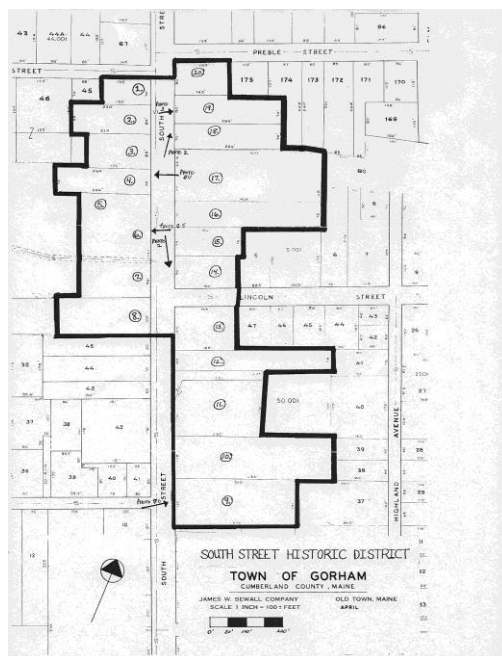
- House, 88 Files Road
- House, 18 McLellan Road
- House, 110 County Road
- Former School, Rt. 114
- 80 Longfellow Road
- 17 Dingley Springs Road
- Farmstead, 35B Hodgdon Road
- Mosher Family Farm, Rt. 25
- Jose House-Staples Inn, 296 Main Street
- Elder Farm, 273 Rt. 25

Figure I.1: Gorham Campus Historic District



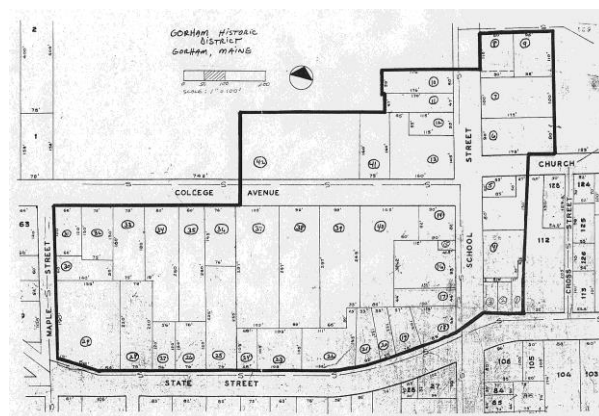
Source: Maine Historic Preservation Commission

Figure I.2: South Street Historic District



Source: Maine Historic Preservation Commission

Figure I.3: Gorham Historic District



Source: Maine Historic Preservation Commission

Historic Archaeological Sites

Nine sites in Gorham are listed as archaeologically significant by the Maine Historic Preservation Commission. The bulk of these sites are homesteads or industrial sites, with the exception of Fort Gorham, which was built not long after the Massachusetts General Court granted the town to heirs and survivors of the Narragansett War.⁴²

Table I.3: Gorham Historic Archaeological Sites, 2012

	Site Type	Periods of Significance
Fort Gorham	military, blockhouse	c. 1728
C.M. Bradbury Farmstead	farmstead	ca. 1810-1900
Cotton Homestead	domestic	c. 1790 to 1920s
W. Cotton	domestic	circa 1790s-throughout 1800s
J. Lindsley Homestead	homestead	1850-1900
J. Lindsley Industrial Elements	industrial unknown	1850-1900
J. Lindsley Structure (former library)	domestic	1850-1900
B.S. Benson Homestead	domestic	second half of 19th century
R.H. Mayberry Blacksmith Shop	blacksmith shop	second half of 19th century

Source: Maine Historic Preservation Commission

No professional surveys for historic archaeological sites have been conducted to date in Gorham. Future archaeological survey work should focus on the identification of potentially significant resources associated with the town's agricultural, residential, and industrial heritage, particularly those associated with the earliest Euro-American settlement of the town in the 18th and 19th centuries.

Prehistoric Archaeological Sites

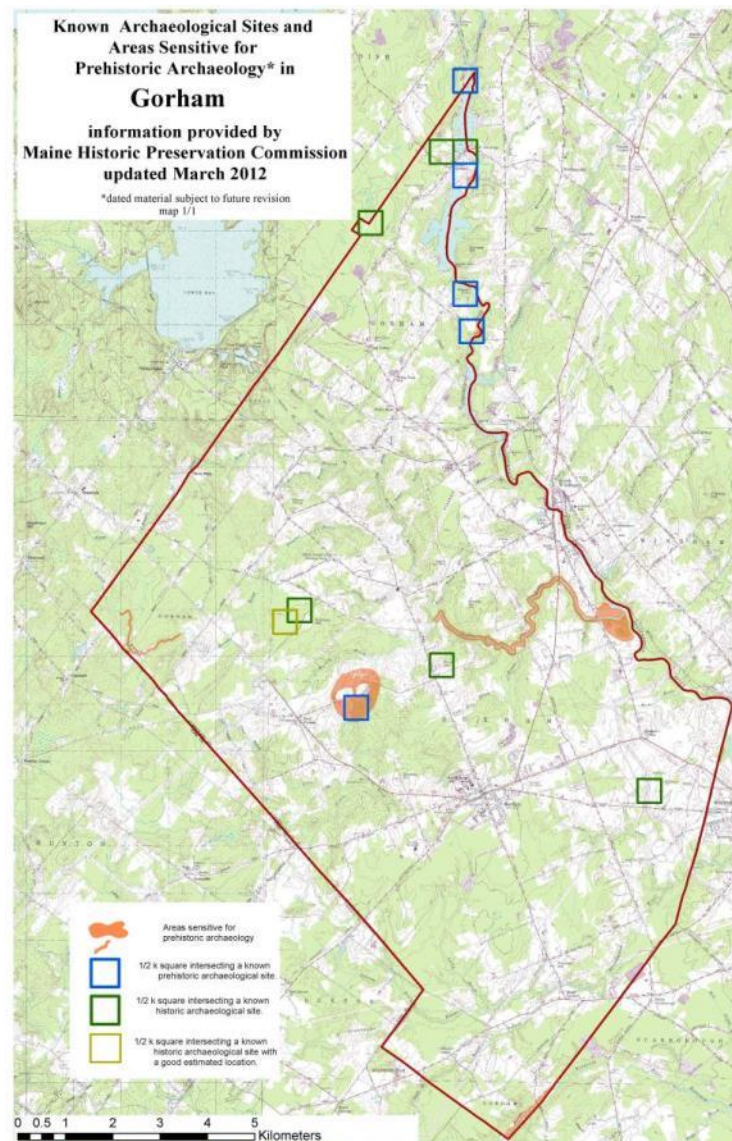
Five prehistoric archaeological sites are known in the town of Gorham. Four are located on the banks of the Presumpscot River and one is located on sandy soils near the Little River.

Many professional archaeological surveys have been completed in Gorham, for projects including hydroelectric relicensing on the Presumpscot River, subdivisions, power and other utility lines, and planning for new roads.

Portions of the Little River valley and a few portions of the Presumpscot River valley still need reconnaissance archaeological survey. Although not mapped as archaeologically sensitive at this scale, well drained (sandy) soil areas around the headwaters of the Little River are also potentially archaeologically sensitive.

⁴² Gorham Historical Society, Accessed at <http://www.gorhamhistorical.com/chronology>

Figure I.4: Known Archaeological Sites



Source: Maine Historic Preservation Commission

Issues & Implications

1. Gorham should pursue National Register status for eligible properties.
2. No professional surveys for historic archaeological sites have been conducted to date in Gorham – the town should focus on the identification of potentially significant resources associated with the town’s agricultural, residential, and industrial heritage in the 18th and 19th centuries.
3. The Town created a Historic Preservation Committee in May of 2014. This committee is working on developing proposals for the creation of local historic districts.

Appendix J: Natural Resources

Natural Resources

High Value Plant Species

There are **five high value plant species** in Gorham; two endangered, one threatened, and two of special concern. The habitat for the Creeping Spike Moss (endangered) is located southwest of the Gorham Village Area, near Indian Camp Brook (Figure J.2, Table J.1).

High Value Animal Species and Essential Habitats

There are two high value animal species in Gorham: the Upland Sandpiper (threatened), and the Great Blue Heron (species of special concern). Of the essential habitats, the deer wintering areas are located just north and south of Gorham Village, and the inland waterfowl habitats are located in the southern part of town (near Stroudwater River), and Northern (near Buck Street) (Figure J.2).

Table J.1: High Value Plant

Plant	Type	Region of Town
(name withheld)	Endangered plant species	Northern
Spicebush	Plant Species of Special Concern	Northern
Hollow Joe-pye Weed	Plant Species of Special Concern	Northern
Pendulous Bulrush	Threatened Plant Species	Southern
Creeping Spike-moss	Endangered Plant Species	Eastern

Source: Beginning with Habitat

Table J.2: High Value Animals

Animal	Type	Region of Town
Upland Sandpiper	Threatened Animal Species	Eastern
Great Blue Heron	Animal Species of Special Concern	Southern
Deer Wintering Area	Essential Habitat	Central
Inland Waterfowl & Wading Bird Habitat	Essential Habitat	Southern, Eastern

Source: Beginning with Habitat, Town of Gorham

Figure J.1: High Value Plant & Animal Habitats

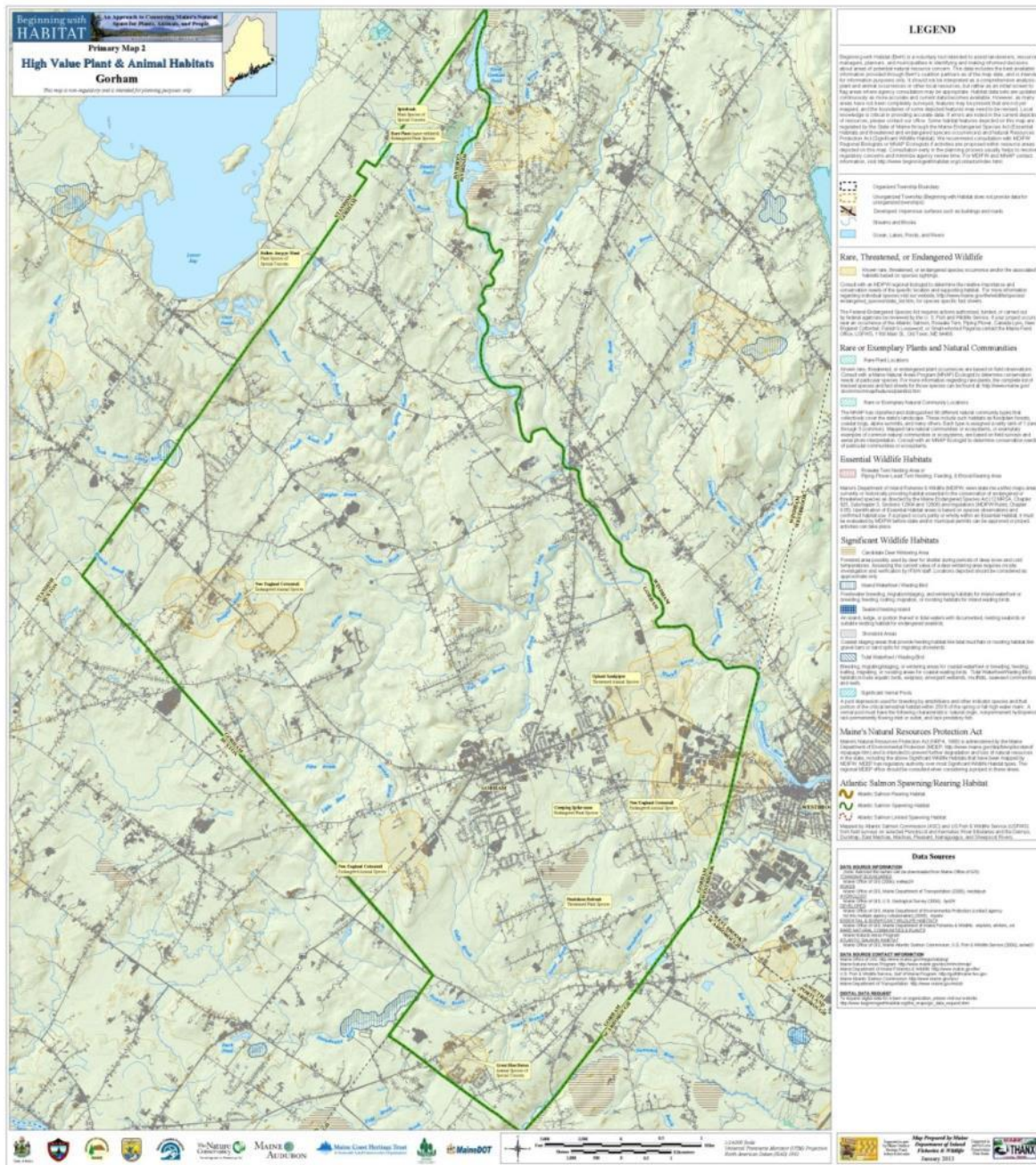
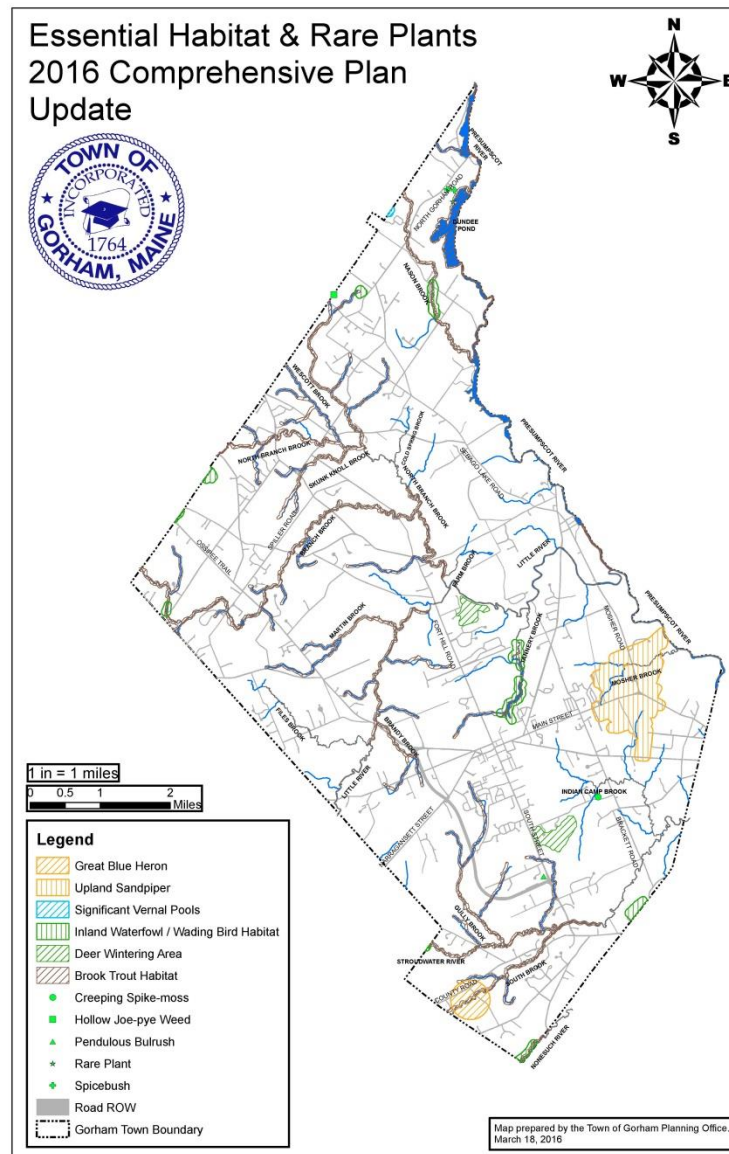


Figure J.2: Essential Habitat and Rare Plants



Timber Harvest

Although the number of timber acres harvested has declined slightly over the past few years, Gorham has over 3,000 acres of land in the "Tree Growth" current use tax program (see Appendix C: Land Use). Of the 3,000 acres, just over 331 acres were harvested in 2010 (Table J.3).

Table J.3: Summary of Timber Harvest Information for Gorham

YEAR	Selection harvest, acres	Shelterwood harvest, acres	Clearcut harvest, acres	Total Harvest, acres	Change of land use, acres	Number of active Notifications
1991	347	0	3	350	3	12
1992	313	90	0	403	1	15
1993	363	65	6	434	0	16
1994	349	50	2	401	2	12
1995	276	101	0	377	0	13
1996	601	5	15	621	53	25
1997	450	5	7	462	10	23
1998	687	232	34	953	45	47
1999	1,314	150	0	1,464	16	63
2000	266	25	0	291	63	29
2001	301	30	0	331	5	20
2002	418	0	0	418	65	27
2003	420	0	0	420	139	25
2004	523	20	10	553	60	26
2005	571	5	15	591	45	35
2006	291	80	0	371	47	36
2007	518	25	0	543	35	37
2008	535	21	0	556	11	27
2009	426	41	0	467	4	30
2010	201.5	130	0	331.5	21	40

Department of Conservation - Maine Forest Service

Water

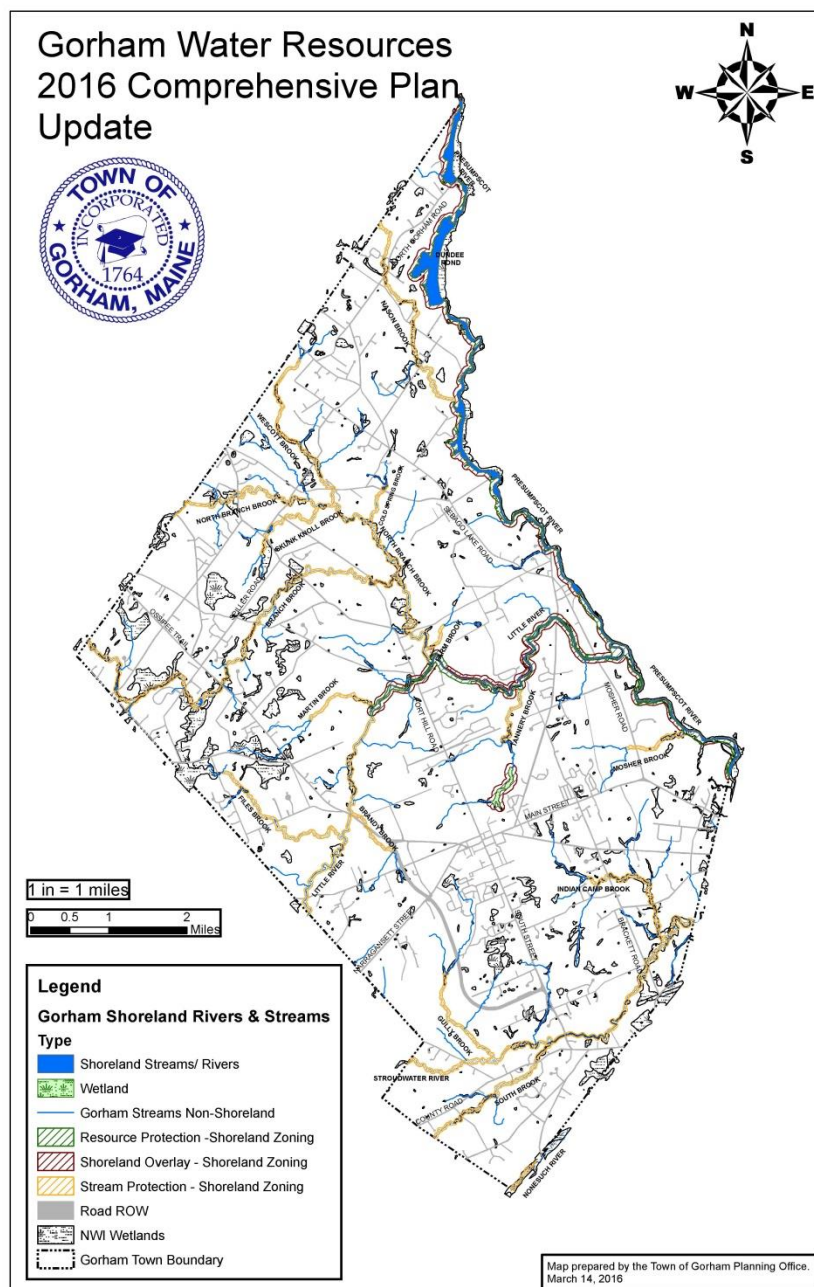
Shoreland Zoning

Maine requires municipalities to adopt ordinances that regulate development activity within 250 feet of a shoreline. These regulations help to protect wetlands, prevent water pollution, conserve shore cover and open space, limit flooding and protect fishing. Gorham has three types of Shoreland Zoning districts: Resource Protection, Shoreland Overlay, and Stream Protection (Figure J.3).

Wetlands

There are several clusters of wetlands in Gorham; the largest concentration is in the Northeastern section of the town (Figure J.3).

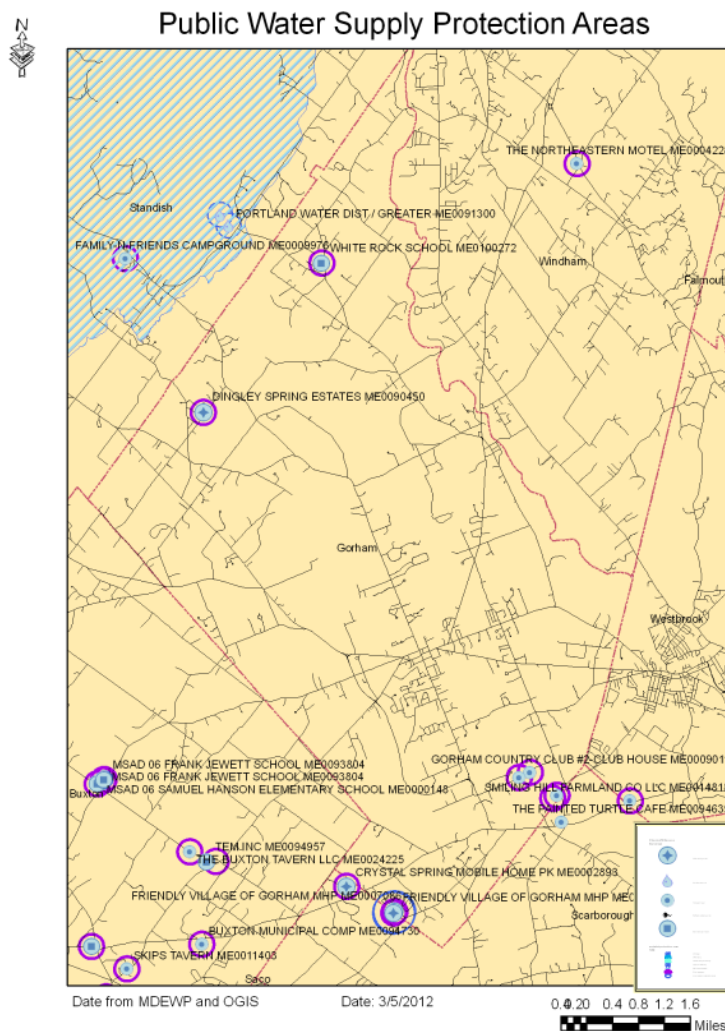
Figure J.3: Gorham Water Resources



Water Supply

The Maine Department of Human Services Water Program has labeled the following areas in Gorham as Public Water Supply Protection Areas: White Rock School (now closed), Dingley Spring Estates, Gorham Country Club Clubhouse, Friendly Village of Gorham, and Smiling Hill Farmland (Figure J.4). A law enacted in 2000 (P.L. 761) gives public water suppliers an opportunity to review proposed development projects within a given source protection area.⁴³ Water supply protection is also addressed in Appendix G: Infrastructure.

Figure J.4: Public Water Supply Protection Areas



⁴³ "Maine's Public Law 761: Improving Public Water Supply Protection." The George J. Mitchell Center, 2002.

Impaired Waterbodies

Mosher Brook was listed as an impaired waterbody in 2010 by the US Environmental Protection Agency. At the time, the listed causes of impairment were E. Coli and oxygen depletion (Table J.5). In addition there are a number of small streams that are tributary to the Presumpscot River that may be impaired.

Figure J.5: Mosher Brook



Source: EPA Watershed Assessment, Tracking & Environmental Results

Table J.4: 2010 Waterbody Report for Mosher Brook (Gorham)

Designated Use	Designated Use Group	Status
Drinking Water Supply After Treatment	Public Water Supply	Good
Fish And Other Aquatic Life	Fish, Shellfish, And Wildlife Protection And Propagation	Impaired
Fish Consumption	Aquatic Life Harvesting	Good
Fishing	Aquatic Life Harvesting	Good
Hydroelectric Power Generation	Other	Good
Industrial Process And Cooling Water Supply	Industrial	Good
Navigation	Other	Good
Primary Contact Recreation	Recreation	Impaired
Secondary Contact Recreation	Recreation	Impaired

Source: EPA Watershed Assessment, Tracking & Environmental Results

Table J.5: Causes of Impairment for Mosher Brook

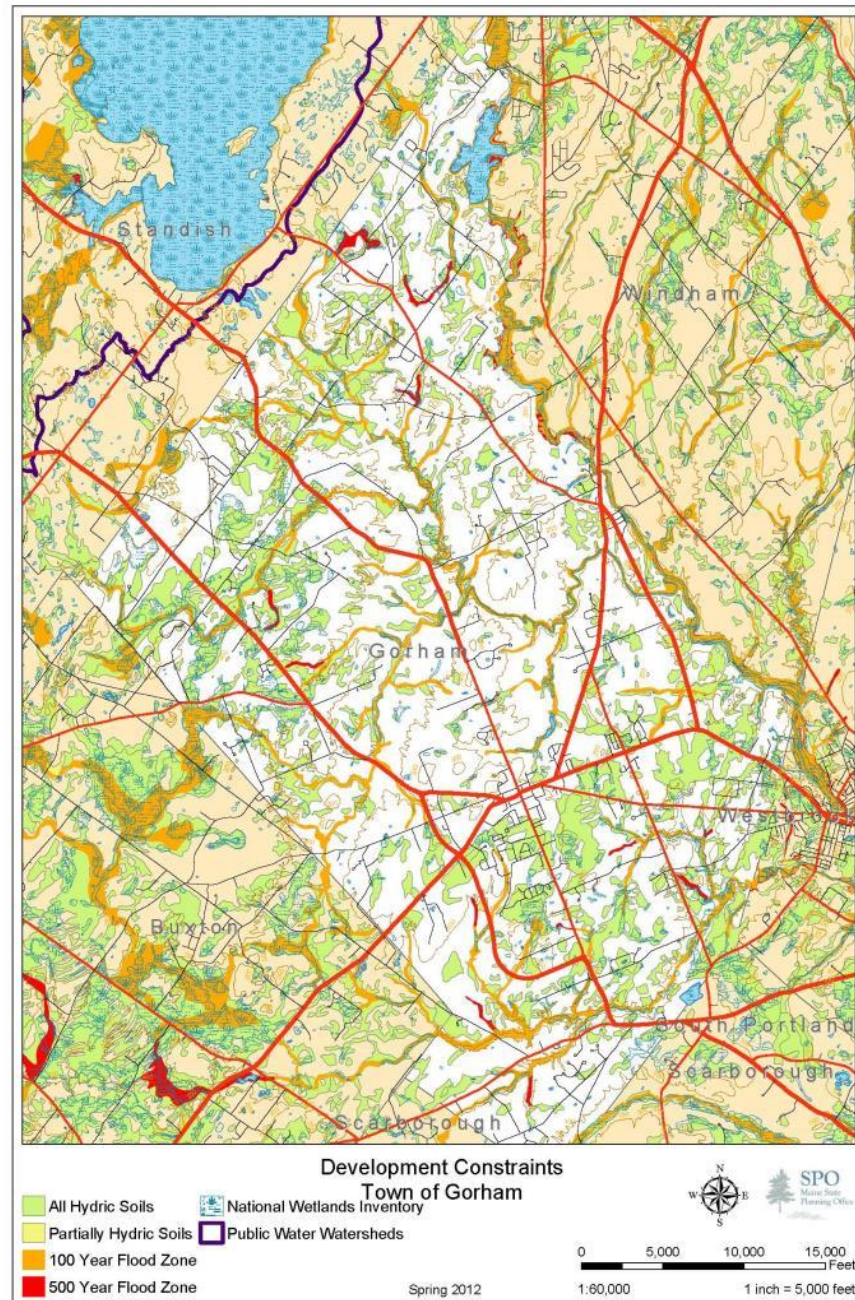
Cause of Impairment	Cause of Impairment Group
Dissolved Oxygen	Organic Enrichment/Oxygen Depletion
Escherichia Coli (E. Coli)	Pathogens

Source: EPA Watershed Assessment, Tracking & Environmental Results

Development Constraints

Very little land in the Gorham Village area is in a flood zone. The north/northwestern part of the town, however, is crisscrossed by streams surrounded by a 100-year flood zone (Figure J.6).

Figure J.6: Development Constraints/Flood Zones



Marine

In 2011, the Maine Department of Marine Resources reported that 29 Gorham residents held marine harvesting licenses, and six held dealer licenses (Table J.7). Gorham is not bordered by an ocean, but is close to Portland and other cities with working waterfronts.

Table J.6: Gorham Marine Licenses, 2006-2011

	2006	2007	2008	2009	2010	2011
30 Day Urchin Tender	0	0	1	0	0	0
Commercial Fishing/Crew	0	0	0	0	0	2
Commercial Shrimp-Crew	0	0	0	0	0	1
Commercial Shellfish	0	0	0	0	1	1
Elver-1 FYKE net	1	1	1	1	1	1
Lob/Crab Non Commercial	8	11	8	9	12	17
Lobster Crab Class III +70	0	0	1	1	1	1
Lobster Trans (Out of State)	1	1	1	0	0	0
Lobster/Crab Apprent	3	1	1	1	1	1
Lobster/Crab Class I	1	4	3	2	2	1
Lobster/Crab Class II	5	2	2	3	3	3
Lobster/Crab Class III	3	3	2	3	3	2
Lobster/Crab Over Age 70	2	2	2	2	2	1
Lobster/Crab Student	0	1	0	0	0	0
Marine Worm Digging	1	1	1	1	1	1
Retail Seafood	2	4	4	5	5	5
Sea Urchin/Scallop Tend	1	0	0	0	0	0
Wholesale No Lobsters	0	1	1	1	1	1
Wholesale No Lobsters, Supp	0	0	0	1	1	0
Wholesale w/Lobsters	1	1	1	0	0	0

Source: Maine Department of Marine Resources

Table J.7: Gorham Residents Holding Marine Resource Licenses, 2006-2011

	2006	2007	2008	2009	2010	2011
Dealers	3	6	6	6	6	6
Harvesters	27	28	24	24	28	29

Source: Maine Department of Marine Resources

Table J.8: Lobster Traps Fished by Gorham Residents, 2006-2011

	2006	2007	2008	2009	2010	2011
Total Trap Tags	1,895	1,335	1,235	1,230	2,000	1,375

Source: Maine Department of Marine Resources

Issues & Implications

1. Mosher Brook was listed by the EPA as an impaired waterbody for both wildlife and recreation due to E. Coli and oxygen depletion. The brook should be monitored, and studied for possible sources of contamination.

Appendix K: Fiscal

Operating Revenues & Expenditures

For fiscal year 2015, over 43 percent of Gorham's revenues came from operating grants and contributions – and 77.3% of operating grants and contributions revenue comes from the State of Maine for education and state construction aid. After operating grants, the next largest source of revenue was property taxes, which have remained relatively steady over the last five years (Table K.1, Table K.2). Gorham's fiscal year 2015 revenues exceeded expenses by about \$2.5 million.

Table K.1: Gorham Revenues, 2015

	2014	% of Total
Operating Grants & Contributions	\$24,339,847	43.2%
Property Taxes	\$23,320,184	41.4%
Charges for services	\$3,706,523	6.6%
Capital Grants & Contributions	\$217,919	0.4%
Motor vehicle & boat excise taxes	\$3,034,851	5.4%
State Revenue Sharing	\$731,086	1.3%
Homestead Exemption	\$273,442	0.5%
Miscellaneous Revenues	\$262,310	0.5%
BETE Reimbursement	\$215,861	0.4%
Investment Earnings	\$118,144	0.2%
Payment in lieu of taxes	\$58,967	0.1%
Other State Aid	\$40,914	0.1%
Special item - sale of property	\$2,000	0.0%
Total	\$56,322,048	

Source: Gorham Comprehensive Annual Financial Report 2015

Table K.2: Tax Revenues by Source

	2009	2011	2013	2015
Property Taxes	\$19,245,826	\$19,873,946	\$20,982,710	\$23,320,184
Interest & Cost on Taxes	\$79,229	\$118,218	\$78,623	\$81,731
Excise Taxes	\$2,403,379	\$2,385,626	\$2,618,905	\$3,034,851
Total	\$21,728,434	\$22,377,790	\$23,680,238	\$26,436,766

Source: Gorham Comprehensive Annual Financial Report 2015

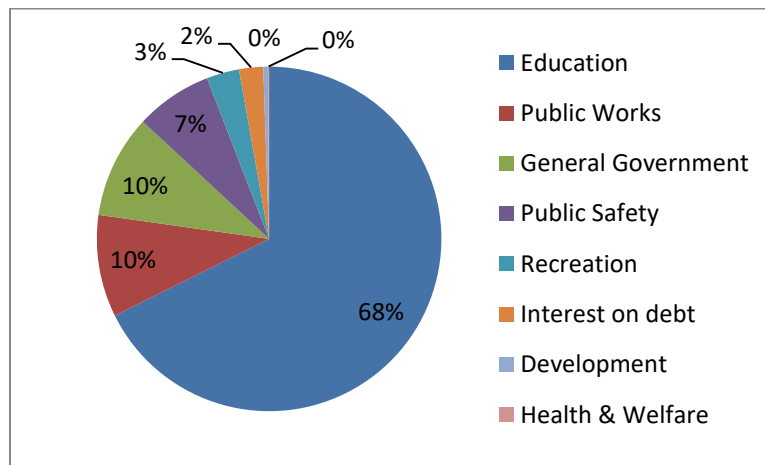
Education made up two-thirds of Gorham's total expenses in 2015, followed by public works, general government and public safety (Table K.3). Over the last five years, public works has seen the greatest percentage increase (Table K.4).

Table K.3: Gorham Expenses, 2015

	2015	% of Total
Education	\$36,435,791	67.7%
Public Works	\$5,159,276	9.6%
General Government	\$5,212,457	9.7%
Public Safety	\$3,893,475	7.2%
Recreation	\$1,648,025	3.1%
Interest on debt	\$1,218,765	2.3%
Development	\$240,827	0.4%
Health & Welfare	\$50,170	0.1%
Total	\$53,858,786	

Source: Gorham Comprehensive Annual Financial Report 2015

Figure K.1: Gorham Expenses, 2015



Source: Gorham Comprehensive Annual Financial Report 2015

Table K.4: Gorham Expenses, 2009-2015

	2009	2011	2013	2015	% Change, 2009-2015
General Government	\$4,692,737	\$4,787,454	\$4,743,171	\$5,212,457	11.1%
Public Safety	\$3,742,859	\$3,838,634	\$3,803,853	\$3,893,475	4.0%
Public Works	\$2,781,765	\$5,376,501	\$5,401,195	\$5,159,276	85.5%
Health & Welfare	\$87,628	\$136,853	\$188,183	\$50,170**	-42.7%
Recreation	\$1,368,309	\$1,110,653	\$1,454,250	\$1,648,025	20.4%
Development*	\$495,299	\$294,540	\$240,178	\$240,827	-51.4%
Education	\$32,373,509	\$34,310,102	\$35,364,568	\$36,435,791	12.5%
Interest on debt	\$1,250,260	\$1,878,175	\$1,310,289	\$1,218,765	-2.5%
Total	\$46,792,366	\$51,732,912	\$52,505,687	\$53,858,786	15.1%

Source: Gorham Comprehensive Annual Financial Report 2015

*Economic Development. Planning department employees became a part of the general government category in 2011

**FY 2015 health and welfare expenses are lower primarily due to the Town contracting out general assistance services to the Town of Windham.

Tax Rate

Gorham has seen a slight increase in its total tax rate over the last five years (Table K.5). The town's total mill rate is almost equal to the weighted average for Cumberland County municipalities and a little higher than the weighted average of the state as a whole (Table K.5, Table K.6).

Table K.5: Gorham Property Tax Rates, 2008-2015

	2008	2009	2010	2011	2012	2013	2014	2015
Municipal Tax Rate	4.95	4.98	5.17	5.25	5.46	5.27	5.41	5.47
School Tax Rate	10.46	10.40	10.09	10.05	10.23	10.39	11.22	11.25
County Tax Rate	0.59	0.62	0.64	0.60	0.61	.64	.67	.68
Total Tax Rate	16.00	16.00	15.90	15.90	16.30	16.30	17.30	17.40

Source: Gorham Comprehensive Annual Financial Report 2015

Table K.6: State, County and Local Average Mill Rate, 2003-2015

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
State Weighted Average Mill Rate	13.90	12.99	11.77	11.23	11.33	11.70	12.23	12.78	13.40	13.99	14.49
Cumberland County	14.62	13.70	12.38	11.74	12.11	12.63	13.19	13.87	14.58	15.21	15.49
Gorham	15.22	14.37	12.69	11.98	12.84	13.38	13.5	13.77	14.66	14.93	15.54

Source: Maine Revenue Service

Debt Service

On March 3, 2015, the Town issued \$4,990,000 in general obligation bonds to construct a new police station and renovate the existing public safety building.

In fiscal year 2012, Gorham refinanced five bonds using lower interest rates.

Table K.7: 2015 Governmental Activity Long-term Liability

	Beginning Balance	Additions	Reduction	Ending Balance	Due within One Year
General obligation bonds	\$37,918,430	\$4,990,000	\$3,148,125	\$39,760,305	\$3,378,125
Bond premium	\$1,319,080	\$149,043	\$127,653	\$1,340,470	\$135,105
Notes payable	\$213,650	\$0	\$1,076	\$212,574	\$1,932
Capital leases	\$481,939	\$136,208	\$202,087	\$416,060	\$168,997
Compensated absences	\$975,979	\$110,268	\$81,562	\$1,004,685	\$50,000
Net pension liability	\$2,890,588	\$0	\$1,440,947	\$1,449,641	\$0
Other post-employment benefits	\$636,597	\$122,953	\$12,946	\$746,604	
TOTAL	\$44,436,263	\$5,508,472	\$5,014,396	\$44,930,339	\$3,734,159

Source: Gorham Comprehensive Annual Financial Report 2015

Table K.8: 2015 General Obligation Bonds

	Interest Rate	Original Issue Amount	Final Maturity Date	Balance End of Year	Due Within One year
2015 Public Safety Building Bond	2-3.25%	\$4,990,000	6/1/2035	\$4,990,000	\$250,000
2013 Fire Truck/Little Falls School Bond	2-4.00%	\$1,400,000	11/15/2033	\$1,315,000	\$85,000
2012 Advance Refunding Bond	2-3.5%	\$17,085,000	11/1/2024	\$14,155,000	\$1,745,000
2011 Maine Municipal Bond (2000 Bond)	.5-5.2%	\$585,000	11/1/2019	\$365,625	\$73,125
2010 Road Projects/Heavy Rescue Bond	2.0-3.5%	\$3,450,000	8/1/2027	\$2,630,000	\$205,000
2010 Elementary School Bond	2-4.25%	\$20,384,680	10/1/2030	\$16,304,680	\$1,020,000

Source: Gorham Comprehensive Annual Financial Report 2015

Tax Increment Financing

A TIF is a public financing tool that uses future gains in taxes to pay for current improvements. As of FY 2015, Gorham had six TIFs, which are described in greater detail in Appendix B: Economy. The amounts below were allocated to companies located within the six districts, as well as the town (Table K.9).

Table K.9: FY 2015 Gorham TIF Activity

	Developer's Share	Town Share	TIF District Total
ODAT-Grondin District	\$54,015	\$54,015	\$108,030
Pettingill Ross District	\$10,355		\$10,355
Gorham County Road District	\$6,405		\$6,405
Nappi District	\$74,281	\$68,568	\$142,849
Old Canal Business Park	\$21,252	\$23,022	\$44,274
Martin's Point	\$5,762	\$5,762	\$11,524
TOTAL	\$172,070	\$151,367	\$323,437

Source: Town of Gorham Comprehensive Annual Financial Report, FY 2015

Appendix II: Capital Improvement Plan



CAPITAL IMPROVEMENTS PLAN

Approved: July 5, 2016

CHAPTER 1: BACKGROUND

Section 1.1: Introduction and Purpose:

Since the late 1990s, the Town has conducted a number of studies intended to guide the Town in using its limited financial capacity in future Capital Improvements. Those studies include:

- Long Range Facility Plan (4 volumes) prepared by PDT Architects, dated November 1999.
- Original Chick Property Master Plan adopted by the Town Council on June 6, 2000.
- Chick Property Feasibility Study prepared by DeLuca-Hoffman, dated June 2001.
- Fire & EMS Study, prepared by Policy One Research, Inc, dated February 2006.
- Athletic Master Plan prepared by PDT Architects, dated January 2007.
- Final Report of Fire & EMS Study Committee presented October 2, 2007.
- Multi-Club Field Initiative Status Report dated June 2009.
- Capital Improvements Planning Document adopted by the Town Council, July 1, 2008.
- Updated Chick Property Master Plan adopted by the Town Council, September 2, 2008.
- PACTS Area Collector Road Assessment, Chapter 11- Gorham, prepared by Gorrill-Palmer, dated January 9, 2009.
- Gorham Road Assessment, prepared by Gorrill-Palmer, 2010.
- South Gorham Sewer Study, prepared by Woodard & Curran for Portland Water District at Gorham's request, May 25, 2010.
- McCormick Facilities Assessment of 2011.
- Little Falls Recreation Area Master Plan, adopted by the Town Council on August 6, 2013.
- Village School Field Master Plan, adopted by the Town Council on August 6, 2013.
- Gorham Village Parking Study received by Town Council on June 3, 2014.
- Update on Village Master Plan received by Town Council on October 6, 2015.

These studies provide important information for subsequent Capital Improvement Plans and the Town's Comprehensive Plan and to assist in implementing those plans.

In reviewing the recommendations in the 1999 long range study, 4 major projects were listed as **First Priority**: A new Public Works Facility, Expand Baxter Memorial Library, New Middle School, and New Municipal Center that, at the time, included an improved Public Safety Facility. The first three (3) of those projects were methodically completed and then, in 2006, the Shaw School was renovated into a new Municipal Center, which is serving the community very well. The need for an enhanced Public Safety facility was the only first priority project not completed. That project is now expected to be completed by

the summer of 2016. **Second Priority** projects listed were: Elementary School Renovation and Additions, Weeks Road Master Plan, White Rock Fire Station, West Gorham Fire Station, and Athletic Fields at the Chick Property. Of these projects, the new Elementary School (the Great Falls Elementary School) is now constructed and some improvements made at several Fire Substations. Athletic fields at the Chick Property have been improved, while some additional fields at the Little Falls Recreation Area have been completed.

Since then, the Town Council has adopted several Capital Improvement Plans, with the latest CIP plan approved on May 6, 2014, and the Town has made good progress on high priority projects in that plan. In reviewing the May 2014 plan, the following projects were listed as **priority 1** projects:

<u>Project</u>	<u>Status</u>
1. Expand Public Safety Building	Completed new Police Station & Central Fire Station in summer of 2016.
2. Gorham Village Main Street Construction	Approved by voters and scheduled to be done fall 2016.
3. Road & Sidewalk Maintenance	Annual budget.
4. Road Reconstruction Projects	Annual budget.
5. Bridge Maintenance or Replacement	Longfellow Bridge repaired in 2013 but no annual funding.
6. Replace Breathing Apparatus in Fire Dept.	Third year of 10 year program.
7. Upgrade Technology	Annual budget.
8. Purchase 2 Life Pack 15 Heart Monitor/Defibrillator	Completed in 2014/15 budget.
9. Police Impoundment Yard	Funding in 2016/17 budget.
10. Construct 90 foot Baseball Field at Chick Property	Project deferred for field at Little Falls Recreation Area.
11. Building Maintenance	Annual budget
12. Replace Security Cameras at Municipal Center	Completed in 2014/15 budget
13. 14 Passenger Mini Bus for Recreation	Purchased in FY 2015/16
14. Construct a Multi-purpose Athletic Field at Middle School	Currently not done. Project deferred to accomplish new fields at Little Falls Recreation Area.
15. Develop Additional Parking in Gorham Village	Council considered several plans, but additional parking not completed.

Funding for some capital projects or equipment through the annual budget has been made through the Capital Part 2 budget. Voters approved separate referendums to develop the Public Safety Complex and reconstruct Main Street.

CHAPTER 2: CAPITAL IMPROVEMENT PROJECTS

This Chapter is an update of the CIP plan approved by the Gorham Town Council on May 6, 2014. The document was developed for short and long range financial planning purposes and is not intended to be a rigid financial budget. Time schedules for projects may be advanced or slowed down or projects may be removed to meet the changing needs of the community or to take advantage of opportunities to fund projects through grants or some other means.

New vehicles considered additions to the Town's fleet of vehicles, are identified as first, second, or third priority projects. However, capital expenditures to replace existing vehicles are considered in Chapter 3: Replacement of Existing Capital Equipment.

Section 2.1: First Priority Projects.

Project	Est. Cost
1. Road and Sidewalk Maintenance	\$800,000 to \$1 million
2. Road Reconstruction Projects	See description.
3. Bridge Maintenance/Replacement	\$200,000/year
4. Replace Air Packs (Breathing Apparatus) in Fire Department	\$49,000/year
5. Upgrade Technology	\$40,000
6. Replace Protective Clothing in Fire Department	\$16,000/year
7. Complete Little Falls Master Plan (except re-orienting ball field)	\$200,000
8. Construct 90 Foot Baseball Field at Chick Property	\$250,000
9. Building Maintenance	\$50,000 – 100,000/year
10. Replace 10 Laptop Computers in Police Department	\$10,000
11. 5 Year Replacement of 20 AED Defibrillators starting in FY 2018-19	\$8,000/year
12. Renovate Hose Tower	\$35,100
13. New Aerial Photos in 2017-18	\$30,000
14. Develop Additional Parking in Gorham Village	Unknown

Section 2.2: Priority 1 Project Description.

1. Road & Sidewalk Maintenance: Estimated cost \$800,000 to \$1 million per year to properly fund.

The Town of Gorham has approximately 147.6 miles of roads that it is fully or partly responsible for. These are comprised of 116.21 miles of local town roads which are a Town responsibility. It also includes 18.87 miles of major State Collector Roads, 1.54 miles of minor State Collector roads and 12.57 miles of State Arterial roads located in the Urban Compact Area. Collector Roads and Arterial roads, located in the Urban Compact area, are a shared responsibility with the State.

In 2010, the Town hired Gorrill-Palmer Consulting Engineers to conduct an assessment of our road network. That assessment indicated that 14% (19.9 miles) of our roads were in very poor condition, 4.7% (6.7 miles) in poor condition and 5.3% (7.5 miles) in poor-fair condition. In total, 34.1 miles were in need of reconstruction or reclamation at an estimated cost of \$22.8 million. A total of 85.9 miles (or 60.6%) was rated good to very good condition. A further analysis of this data can be taken from the PACTS Area Collector Road Assessment completed in January 2009 by Gorrill-Palmer. Looking at just our Collector

Road mileage that is located (in Gorham) inside the PACTS boundary, approximately 3.1 miles needed rehabilitation (which means reclamation) and none of our Collector Road miles needed reconstruction.

The Collector roads in Gorham federally classified as **Major Collectors** are:

1. Rt. 22 (from the Rt. 114 intersection, west to the Buxton Town Line).*
2. Libby Avenue. (From Rt. 25 to Rt. 202)**
3. New Portland Road.**
4. Brackett Road.**
5. Rt. 237 (from Sebago Lake Rd. to Newell St.).*
6. Fort Hill Rd. (Rt. 114 from Rt. 25&114 intersection to Standish Town Line).*
7. South Street. (From Rt. 25 south to Rt. 112 or Gorham Bypass)**
8. Saco Road.**

The following road in Gorham is federally classified as a **Minor Collector**:

1. Dow Road (Rt. 112).*

Note 2: The capital cost of projects on major collector roads is historically shared with Gorham responsible for approximately 20% and the State responsible for 80%. The capital costs of projects on minor collectors is 1/3rd Town and 2/3rd State when State funds are available.

* Indicates that part of the road is inside the PACTS funding area and part of the road is outside the Pacts funding area.

** Indicates that the entire road is within the Pacts funding area.

Roads inside the PACTS funding area must go through a competitive review process with PACTS and compete with other PACTS area road projects for very limited Federal and State matching funds.

The Town has 27.55 miles of Arterial Roads in Gorham. The 12.57 miles of Arterial Roads located inside MDOT Urban Compact areas are maintained year round by the Town. However, the State is supposed to be 100% responsible for capital paving projects on all 27.55 miles while Gorham is responsible for “maintenance paving” (which is a 1.75 inch shim) on the 12.57 miles in the Urban Compact areas.

The federally classified **Arterial Roads** in Gorham are:

1. County Road (Rt. 22 from Rt. 114 intersection east to the Scarborough Town Line).*
2. Rt. 25 (this includes Main Street, **, State Street** and Ossipee Trail*).
3. Bernard P. Rines Bypass (Rt. 112).**
4. Rt. 114 (from Bypass southerly to Rt. 22).**
5. Rt. 202 (this includes Gray Rd.** and Narragansett Street*).
6. Mosher Road, (from Rt. 202 south to Rt. 25**).

Note 3: * indicates that part of the road is inside the PACTS funding area and part of the road is outside the PACTS funding area.

** indicates that the entire road is within the PACTS funding area.

Capital projects on Arterial Roads do not receive funds passed through PACTS and do not compete for funding through the PACTS review process. They also do not require local matching funds. Instead, they compete for limited State funds with all other road and transportation projects from all over the State.

Currently the State has very limited funds to meet their obligations towards these roads and towns are increasingly faced with the difficult decision of either allowing important State roads to deteriorate or fully funding road improvements with local property taxes. These costs are highly variable, but currently it costs approximately \$125/linear ft. for reclamation which is a light rebuild, about \$200/linear ft. for reconstruction which is a heavy rebuild, and about \$24.50/linear ft. to perform a 1.75 inch shim pavement with some ditch work. The annual cost of maintenance varies from year to year, but a reasonable cost is \$1 million per year for a maintenance program. Projects that involve substantial (heavy) reconstruction like the work done in 2009 on Day Road, Osborne Road, and a section of Queen Street, or the work done on North Gorham Road in 2010, are very expensive and would normally need to be funded separately with a bond on a project by project basis.

Local roads are the Town's responsibility. As the Town continues to grow, more local roads are accepted, and the Town assumes responsibility for winter maintenance (plowing and sanding) and general maintenance to periodically pave or reconstruct these roads. It is important for the Town to maintain strong construction standards in order to minimize future maintenance costs. From 2011-2015, the Town has added 13 new roads comprised of 4.3 miles of added road maintenance.

2. Road Construction Projects.

<u>Road Name</u>	<u>Length/Project Category</u>	<u>Project Type</u>	<u>Estimated Cost</u>	<u>Cumulative Cost</u>
High Meadow Dr	0.32/Average	Shim & Overlay	\$43,929.60	\$43,929.60
Wilson Rd	0.21/Average	Shim & Overlay	\$25,945.92	\$69,875.52
Bear Run	0.26/Average	Shim & Overlay	\$35,692.80	\$105,568.32
McQuillians Hill	0.23/Average	Shim & Overlay	\$34,731.84	\$140,300.16
Woodland Rd	0.24/Average	Shim & Overlay	\$32,947.20	\$173,247.36
McLellan Road	1.33/Major	Rebuild	\$505,612.80	\$678,860.16
Longfellow Road	1.25/Average	Shim & Overlay	\$171,600.00	\$850,460.16
Farrington Road	0.61/Average	HvyShim& Overlay	\$85,673.28	\$936,133.44
Saddle Lane	0.28/Minor	Shim & Overlay	\$37,847.04	\$973,980.48
Bridle Path Way	0.36/Minor	Shim & Overlay	\$48,660.48	\$1,022,640.96
Halter Lane	0.24/Minor	Shim & Overlay	\$32,440.32	\$1,055,081.28
New Portland Road	2.18/Average	Shim & Overlay	\$329,197.44	\$1,384,278.72

Note 4: a. This is a prioritized list of roads needing reconstruction as of December 2015. Because of costs the actual work done on a road may not be full reconstruction. These costs are based on \$690,800/mile.

b. The priority of road projects can change from one year to the next based on changes in road conditions, traffic volume, etc. **Therefore, people should not assume that the next road on the list will automatically be the next road project.**

3. Bridge Maintenance or Replacements: Estimated cost is unknown. There are 30 bridges in Gorham. Of these, 20 bridges are State bridges and a responsibility of the State. Bridges that are located

on Town roads and are less than 20 feet in length are considered to be Town bridges. Bridges on Town ways that are larger than 20 feet and have an average daily traffic volume of less than 100 vehicles are also considered to be Town bridges. Towns are fully responsible for the maintenance and capital costs of these bridges. The cost of bridge work can vary significantly from one bridge to another depending on many conditions. Additionally, because the DEP is in the process of implementing new “culvert” rules that significantly increase the cost of culvert replacement, some stream crossings that are technically listed as bridges and previously could be served with a culvert or several culverts may have to be replaced with a bridge (or a very large arch culvert) at much greater cost. The Town of Gorham has eight (8) vehicular bridges that are a local responsibility and one (1) bridge shared with Standish. Gorham also has one (1) pedestrian bridge that is shared with Windham.

Bridge Name (Note 6)	Location	length	Condition (Note 5)	FSR
Warren Bridge	Flaggy Meadow	19 ft.	P - S	81.1
Elmwood	Washburn Dr.	10 ft.	S - VG	100.0
N. Branch Brook	Mighty St.	14 ft.	P - G	89.0
Files Rd.	Files Rd.	28 ft.	G - VG	79.8
Babb School	Hodgdon Rd.	11 ft.	S - F	96.9
Deering Rd.	Deering Rd.	17 ft.	S - G	98.7
Wescott	Wescott Rd.	11 ft.	P - S	65.6
Longfellow Rd.	Longfellow Rd.	15 ft.	?	?
Shaws Mill Rd.	Standish/Gorham Town Line	9 ft.	G - VG	96.8
Gambo Falls	Gambo Rd.	(Note 8)	--	--

Note 5: P = Poor, F = Fair, S = Satisfactory, G = Good, VG = Very Good. (State Inspec. Report).

Note 6: FSR is Federal Sufficiency Rating.

Note 7: Longfellow Bridge was repaired in 2013. We currently do not have an updated FSR.

Note 8: Gambo Bridge was removed in 2002 and subsequently replaced by a pedestrian bridge with a State Grant and is shared with Windham. A portion of Gambo Road has been discontinued.

4. Fire Department air packs (Breathing Apparatus). The Fire Department has 70 air packs. Currently, 16 are less than 2 years old. Four (4) are 11 years old, 8 are 12 years old, 8 are 13 years old, 6 are 16 years old, 8 are 17 years old, 8 are 18 years old, 12 are 19 years or older. The estimated replacement cost is \$6,000 to \$7,000 per unit. The Town started a 10-year replacement program in the 2014/15 budget. We are now in the third year of this program.

NOTE: The Town has submitted applications for a federal grant to replace the air packs that are 11 or more years old.

5. Upgrade Technology: Estimated cost is \$40,000/year. The Town operates a lot of computer hardware and software, video equipment, communications equipment, etc. This anticipates the ongoing need to change out or upgrade our technology on a continual basis. Some of this equipment can be purchased through the annual operating budgets of individual departments while some equipment may need to be budgeted as a separate item.

6. Replace Protective Clothing in Fire Department: Estimated cost is \$1,600/unit. The Town has protective clothing that is used by firefighters during fires. OSHA and NFPA 1851 require the protective clothing to be replaced every 10 years or sooner if the units are damaged or worn out. The Town funded

some replacements from 2010/11 and 2011/12 fiscal years. This program anticipates funding enough to replace 10 units/year or \$16,000/year for a number of years.

7. Work on Little Falls Recreation Area Master Plan approved by Town Council on August 6, 2013: Estimated cost for field work (not including re-orienting existing ball field) is \$150,000 to \$200,000. At the October 1, 2013 Council meeting the Council approved \$30,000 (from Recreation Impact fees) to begin the implementation of this master plan. Sebago Tech was hired to provide engineering services and the Public Works Department was authorized to work on this project over time and as their work schedule allowed.

The Town Council approved \$249,000 from Recreation Impact Fees and a new field was constructed in 2015. It needed to be seeded in 2016 before full use could begin. On March 1, 2016, the Town Council appropriated \$30,000 for improvements to the second field (or back field). We currently estimate additional costs for a third field and parking improvement to be \$140,000 to \$200,000.

While the Master Plan also calls for reorienting an existing softball field, we believe this is a lower priority than field work at the Chick property and would defer reorienting this field until later.

These projects are eligible to be funded from the Town's Recreation Impact Fees

8. Construct 90-foot Baseball Field at Chick Property: Estimated cost is \$200,000 - \$250,000. This project is on the Chick Property Master Plan approved by the Town Council on September 2, 2008. The recent Little Falls Recreation Area Master Plan Committee appointed by the Town Council in 2012, considered the need for this field as a high priority for the Town. The Town has an updated site permit from the Maine DEP for the Chick Property in order to do this project. This project is eligible for funding from the Town's Recreation Impact Fees.

9. Building Maintenance: Estimated cost is \$50,000 – 100,000. These are estimated annual maintenance and replacement costs for Roofs, HVAC & Boiler Systems, Windows, Painting, Lighting etc. on Town buildings.

10. Replace 10 Laptop Computers in Police Department: \$10,000. Our Police Officers receive computed aided information from the County Dispatch Agency with the laptops. They are an essential piece of equipment. Our existing lap tops are over 5 years old and will need to be replaced.

11. Replace 20 Automatic External Defibrillators (AED): Estimated cost is \$2,000/each or \$40,000 total. AED defibrillators are located in public buildings and in police cruisers and first response vehicles. They are used to provide an initial emergency defibrillation while waiting for a rescue vehicle to arrive. These units have a life expectancy of 10 to 15 years and should be replaced between 2018 and 2023. We would normally start a 5-year replacement program and replace 20% a year at \$8,000/year.

12. Renovate Hose Tower: Estimated Cost is \$35,100. The Hose Tower at Central Fire Station needs to be renovated. This project was not done during the recent Public Safety renovation project. Funding has been approved in the 2016/17 budget.

13. Update Aerial Photos of Gorham in 2017-18: Estimated cost is \$30,000. The Town had aerial photos of Gorham produced in 2006 and most recently in 2012. It is anticipated that the next update in Cumberland County would be in 2017. Because the Town is growing rapidly, our aerial photos should be updated every five years.

14. Develop additional parking in Gorham Village: Estimated cost is unknown. The Town has conducted surveys of parking needs in Gorham Village and preliminary results indicated that additional public parking is needed in the general location of the main intersection of South Street and Main Street (Routes 114 & 25). The study also revealed that there was a lot of private parking in this area. The Town purchased properties at 21 Main Street and 10 Preble Street and considered using them to develop additional parking lots but decided against those plans. Both of those properties were sold in FY 2015-16.

Section 2.3: Second Priority Projects

Project:	Est. Cost
1. Synthetic Turf Athletic Field.	\$800,000
2. Replace air compressor in Fire Department.	\$55,000
3. Repair/replace fuel depot at Public Works.	\$50,000
4. Construct joint Fire Station with the Town of Buxton and close the current West Gorham Fire Station and Chicopee Station in Buxton.	\$2 or 3 million
5. Extension of sander rack at Public Works.	\$50,000
6. Continue to implement Chick Property Master Plan approved by Town Council on September 2, 2008.	\$175,000/field.
7. Dredge Fire Ponds	\$50,000
8. Replace 2 Life Pack 15's Heart Monitor/Defibrillators	\$60,000
9. Replace Two Power Cots in Rescue Vehicle	\$32,000
10. Start 3 Year Program to Replace Radar Units in Police Patrol Vehicle	\$9,000/year
11. Sand Storage Building	\$230,000
12. Install Enhanced Traffic Signals	\$50,000
13. Construct multi-purpose field at Middle School	\$175,000 (estimated cost)
14. Add Lights to Athletic Fields at Middle School	\$150,000 -- 250,000
15. Add Lights to Athletic Fields at Little Falls Recreation Area	\$150,000 – 250,000
16. Replace carpet in Library	\$30,000
17. Extend sewer down South Street & construct Pump Station.	\$6.74 million

Section 2.4: Priority 2 Project Description.

1. Synthetic Turf Athletic Field: Estimated cost is \$750,000 to \$800,000. A 210 X 360 ft. synthetic turf athletic field would have a high upfront cost but would also be available for significantly more use than a natural field because the synthetic field would not be worn out by heavy use. Natural fields need periods of down time when no use is allowed in order for the grass to recover from heavy use. Although the initial cost would be higher than a natural field, an artificial field could be cost effective and possibly replace the need for multiple natural fields. This budget figure assumes minimal grading, no rock removal, installing a good crushed stone base and the installation of under drains.

2. Replace Air Compressor in Fire Department: Estimated cost is \$55,000. The air compressor was purchased in July 2001 and is used to refill air bottles for the self-contained breathing apparatus units and will need to be replaced in the next 5 to 10 years.

3. Repair/Replace Fuel Depot at Public Works: Estimated cost is \$50,000. This project would repair, update or replace our containment area, software and pumps at our fuel depot located behind the Public Works Department. We have a mutual agreement with USM who uses our fuel depot and buys fuel from us at cost plus a small administrative fee. That fee is placed in a reserve account to provide funds for this project. The fuel tanks were inspected in 2015 and found to be in good condition, but the Town will need to improve the containment area for the tanks.

4. Construct a joint fire station with the Town of Buxton that would be located in the West Gorham area to replace the current West Gorham Fire Station and the Chicopee Fire Station in Buxton: Estimated cost is \$2 million to \$3 million. This consolidation would eliminate 2 existing fire stations and also provide better personnel coverage from a joint Call Company and may eliminate a fire engine from the fleet. In 2009 the Towns of Gorham and Buxton supported a federal grant application for this project. That application was not successful. Federal or State grants may provide an alternate funding source.

5. Extension of sander rack at Public Works: Estimated cost is \$50,000. The Public Works Dept. has an existing sander rack with 12 bays which is 1 bay short of our current need. As the Town continues to grow and new trucks and plow routes are added, the rack should be expanded to keep up with the growth. We estimate the need for 1 new bay in addition to the 1 bay needed now for 2 bays in the next 5 years. We project a need for a 3rd bay in the 6 to 10 year time frame.

6. Continue to implement Chick Property Master Plan approved by the Town Council on September 2, 2008: Estimated costs are \$175,000/field and \$50,000/Skating Rink. These projects come out of the Chick Property Master Plan approved by the Town Council on Sept. 2, 2008 and were also a Priority 1 recommendation in the January 2007 Athletic Master Plan developed by PDT Architects. These field projects would build on the Chick Property Phase 1 work that was done in the summer of 2010. Possible funding sources for these projects include recreation impact fee money, volunteer work by the Town's active recreation support groups like the Gorham Football Booster, GYBSA, lacrosse, etc., local property taxes or grants (Note: Grants are a possible but unlikely source of funds). The timing of these projects could be impacted by the construction of a synthetic turf athletic field.

7. Dredge Fire Ponds: Estimated cost is \$50,000. Fire Ponds normally need to be dredged every 10-15 years, because as the ponds fill in, their volume capacity and the ability to draw water is affected. Dredging typically cost between \$6,000-\$12,000 for each pond. The Town currently has 69 fire ponds, which are tested at least once a year. One pond off Black Brook Road will be discontinued because public water is now available, which will reduce the number of ponds to 68. Several ponds currently need work, and the Town has a reserve account with approximately \$23,000 that will be used to initiate work, but the Town will likely need to engage in a more extensive maintenance effort in the next few years.

8. Replace 2 Life Pack 15 Heart Monitor/Defibrillators: Estimated cost is \$60,000. These heart monitor/ defibrillators are carried on the Town's two rescue vehicles and are used frequently on emergency calls. These units should be replaced every 7-10 years. The Town's current monitor/defibrillators were purchased in 2015.

9. Replace 2 Power Cots in Rescue Vehicle: Estimated cost is \$32,000. These power cots were purchased in 2006 and will need to be replaced soon because they are nearing the end of their life expectancy.

10. Start 3-Year Program to Replace Radar Units: Estimated cost is \$9,000/year. The Town has 12 radar units in our Police Cruisers. Some units are 20 years old and reaching the end of their serviceable life. This project would replace 4 units per year at a cost of \$9,000/year.

11. Sand Storage Building: Estimated cost is \$230,000. The State initiated a program in 1986 to inspect local sand/salt piles and rank them according to the risk they posed to the environment and local water supplies. Back at that time, the State had a grant program that helped municipalities that had “high risk” piles to construct storage building. All communities were rated into 1-5 categories based on their risk to the environment with categories 1-3 considered high risk. Gorham was initially rated a category 3 community and had a legal obligation to construct a storage facility by 2001. Later, (I believe it was in 2000) after the water line was extended on Huston Road (and the State ran into money problems), Gorham was re-rated to a category 5 (lowest) category because the new water line greatly reduced the threat to local water supplies. As a category 5 Town, Gorham is no longer legally obligated to construct a storage building, and there is no State funding available to help with costs. We believe this is a continuing need to develop this facility and that eventually the State will mandate that all local sand/salt piles be covered. Keeping the sand/salt pile covered also reduces the time spent on maintenance and additional sand screening.

12. Install enhanced traffic signals. Estimated cost is \$50,000. The Town currently has 5 intersections with traffic signals. They are located at:

- a. Intersection of Rt. 25/114. (Gorham Village).
- b. Intersection of Rt. 25/Water/Cross. Gorham Village).
- c. Intersection of Rt. 25/Mechanic/New Portland (Gorham Village).
- d. Intersection of Rt. 22/114. (County Road & South Street).
- e. Intersection of Rt. 237/25 (Mosher Corner).

Traffic signals that operate efficiently provide better vehicular and pedestrian safety, allow more vehicles through the intersection, which saves money and time for commuters, and produces less air pollution. Traffic signals are essentially driven by sophisticated computers and the technology is continuing to advance making intersections more efficient. The project anticipates the need to upgrade our traffic lights as the technology improves to provide better efficiency and safety.

13. Construct Multi-purpose athletic field at Middle School. Estimated cost is \$175,000. The development plan for the Middle School contains one additional unbuilt multi-purpose playing field. Several other fields at the Middle School were constructed in 2008 and are administered by the Recreation Department. Those fields are shared and used by the Recreation Department, School and community. Constructing this field would finish off the initial development plan of the Middle School and provide a badly needed field that would be used by the Town, School and community.

This has been moved from a first priority project to a second priority project because of the development of fields at the Little Falls Recreation Area. This field could be constructed with recreation impact fees.

14. Add lights to Athletic Fields at Middle School. Estimated cost is \$150,000 – 200,000. Adding lights to these fields will allow for greater use and likely become more important as the Town grows. Conduit for lighting was installed at the time the fields were constructed in anticipation of this future need. Recreation impact fees can be used for this project

15. Add lights to Athletic Fields at Little Falls Recreation Area. Estimated cost is \$150,000 – 200,000. Adding lights will allow for greater use of these fields and allow more opportunities to rotate

the use of these fields to prevent overuse of the field. Conduit has been installed in anticipation of the future need for lighting. Recreation impact fees can be used for this project.

16. Replace carpet at Baxter Library. Estimated cost is \$30,000. The carpet in the upper level of the Library was installed in 2003 when the Library was expanded and is now over 10 years old. The Library receives about 70,000 visitors a year and the carpet will need to be replaced soon. The carpet in the lower level was replaced in 2013 and was not part of this project.

17. Extend Sewer down South Street & Construct Pump Station: Estimated cost is \$6.74 million.

This project comes out of the South Gorham Sewer Study (dated May 25, 2010) that was done by Woodard and Curran for the Portland Water District and at the request of the Town of Gorham. The intent of the Study was to do a long range plan to determine the most efficient sewer system lay-out and minimize the number of pump stations that would be constructed over time. To be successful, this project would need to be initially funded by a bond and constructed. A project this large is unlikely to be done by a single developer because the costs would be too expensive for any single project to absorb. The options for paying off the debt include having the sewer users pay the costs through their sewer rates or have the Town issue a general obligation bond and have all property tax payers pay the cost through their tax bills. To my knowledge, the Town has never asked the property tax payer to pay for an improvement to the sewer system because it only benefits the sewer system users. Another funding option would be for the project to be constructed through a General Obligation Bond and then implement an impact fee to pay towards the debt.

Note: This item has been removed from the CIP.

Replace the South Windham Fire Station: Estimated cost is \$1.5 million. Since the last CIP plan approved in 2014, the Town of Windham has moved ahead to replace the South Windham Fire Station without asking Gorham for a contribution. Gorham and Windham share the use of this station and there is an aerial Ladder Truck that is jointly owned by both Towns, located at the South Windham Station. That project is expected to be completed in 2016. Several years ago Gorham had a new evaluation done by the Insurance Services Office (ISO). The review resulted in an improved (lower) ISO rating from 4/9 to 3/4. Specifically our rating for the rural parts of Town, which are those areas of Town not served by public water, improved from a 9 to a 4. There is some anecdotal information that an improved (lower) rating reduces the cost of insurance for business and individuals. However, that information is mixed. When the new South Windham Station is put into operation, the Town should consider whether to close the White Rock Fire Station and eliminate Engine 5 from the fleet.

Section 2.5: - Third Priority Projects

These are generally longer term projects that should be kept in mind as the community continues to grow. Initially, these are opportunity projects. By that, I mean the community should consider taking advantage of an opportunity to do one of these projects or purchase the equipment if some other funding opportunity comes along, like a grant program. As time goes by, these projects may become more important and move up into 1st or 2nd priority projects in successive CIP documents.

Project	Est. Cost
1. Additional equipment as the community continues to grow:	
(1) Loader	\$205,000

APPENDIX II CAPITAL IMPROVEMENT PLAN

(2) Tandem axle plow truck	\$175,000
(3) Bucket Truck	\$50,000
(4) Wide Area Mower	\$125,000
(5) Police Speed Trailer	\$20,000
(6) Mobile evidence collector Vehicle for Police Department	\$27,000
2. Install salt brine system at Public Works.	\$100,000
3. Extend electric power at Shaw Park.	\$25,000
4. Replacement of radios in Fire Department in 2023.	\$250,000
5. Construct Phase 2 of sewer line extension and pump station down South Street in accordance with South Gorham Sewer Study of 2010.	\$4,360,000
6. Pave basketball court. /new backboard & posts at Robie Park.	\$100,000
7. Purchase land for new Industrial Park and install infrastructure. (This could be done by Private Sector.)	\$3 - \$5 million
8. Develop Sewer Master Plan for entire community.	\$500,000
9. Purchase land adjacent to existing Town Facilities to provide for long term future development.	Cost is unknown
10. Develop master plan for Weeks Road property.	\$60,000
11. Expand Public Works Department in 2020-2025 .	\$500,000
12. Update Comprehensive Plan in 2021-2025 200,000	\$140,000 –
13. Expand or replace the North Gorham Fire Station in association with Standish.	\$2 to \$3 million
14. Purchase land for additional cemetery space. unknown	Cost is
15. Replace Circulation Desks at Baxter Memorial Library with Modular Units.	\$15,000
16. Replace 6 Thermal Imaging Cameras.	\$72,000
17. Update Aerial Photographs of Town every five years.	\$30,000
18. Replace Truck Lifts at Public Works	\$50,000

CHAPTER 3: REPLACEMENT OF EXISTING CAPITAL EQUIPMENT

There are several approaches to replacing capital equipment. Communities with sufficient funding may replace the equipment based on a set schedule of the estimated useful life of the equipment. In those communities the equipment is automatically replaced regardless of whether the equipment is still in good condition or in poor condition. This approach would save on some maintenance costs and minimize the time equipment isn't available to be used because it is being repaired. The other approach is to replace equipment when it needs to be replaced based on the condition of the vehicle and anticipated maintenance costs. This approach would reduce the high up-front capital costs associated with the purchase of new equipment.

In Gorham we provide an anticipated replacement date that is based on a reasonable estimated life of the equipment. However, capital equipment is not automatically scheduled for replacement based on an

artificial estimated life. All equipment is constantly evaluated and is scheduled for replacement when it makes financial sense to replace it based on the actual condition and maintenance history of the equipment. Because Gorham has a good program for maintaining our capital equipment, many pieces of our capital equipment last beyond their original estimated useful life. We believe this provides the most cost effective approach and provides the best value to the tax payer. As a result, **Attachment A** will always have a front loaded list of equipment that appears in need of replacing based on the anticipated useful life of the equipment, even though some of the equipment is still in good condition and should be kept for additional years of service. There are exceptions to this approach. These are the exceptions.

1. Public Works Dump Trucks: The Public Works Department needs a fleet of dump trucks (including tandem axle dump trucks) to provide reliable service. Generally we plan to replace one vehicle each year. Dump trucks have an estimated useful life of 10 years in our schedule. Replacing one a year means each vehicle would be replaced about every 12 years.
2. Police vehicles: The Town has a fleet of police vehicles and generally plans to replace 2 each year and 3 vehicles every 4th year. Old police vehicles that are no longer deemed reliable for potential “high speed” pursuit or other police uses are often still reliable for other uses and are then rotated to other Departments like the Assessor, Code Enforcement Department and Public Works Department for their daily work. By the time those vehicles are 12 to 15 years old they are usually removed from the fleet and sold.

Please see **Attachment A**, the 5-Year Equipment Replacement Schedule.

ATTACHMENT A
VEHICLE REPLACEMENT SCHEDULE
2017-2021

VEHICLE	2017	2018	2019	2020	2021
Dump Truck & Plow	145,000	145,000	145,000	145,000	
Tandem Dump Truck & Plow	175,000		200,000		200,000
Bulldozer D3	80,000				
Grader		200,000			
Skid Steer Loader	30,000				
¾ Ton pickup	35,000		35,000		35,000
Used pickup		18,000		18,000	
Tractor Mower	30,000				
Z-Track Mower	16,000				
Mack Tractor	70,000				
Trackless Sidewalk Plow	75,000				
Wacker Roller –RD11A	15,000				
Vibratory Compactor	7,000				
Trackless Municipal Tractor	130,000				
Street Sweeper		150,000			
Police Cruiser	77,000	115,500	77,000	77,000	77,000
Rescue 1	205,000				
Rescue 2		205,000			
Tank 1	530,000				
Ladder 1	800,000				
Service Truck - FD	30,000				
Marine 4 (see note)	40,000				
Mechanics' Service Truck			40,000		

NOTE: If the Town chose to replace Marine 4, it would probably purchase a used replacement at a cost less than \$40,000.

Appendix III: Public Participation

The Town Council identified the need to update the Town's comprehensive plan in 2013. Since a number of the key policy issues facing the community were already under discussion by the Council, the Council decided that it would take on the primary responsibility for developing the new comprehensive plan for the community.

During 2013, Town staff and Planning Decisions developed a preliminary draft of an updated plan based on existing plans and studies and ongoing policy discussions. In January and February of 2014, the Town Council held several public hearings on that preliminary draft to get public feedback. The hearings were attended by 30-40 residents. Following the public hearings, the Town Council held an additional workshop to review the draft and to consider the feedback from the public hearings. This workshop included the opportunity for additional public comments. The Council then developed a set of suggested revisions to the draft including a request that the Town do additional work on the aspects of the plan dealing with farming and agriculture. As a result, the Town hired Stacy Benjamin of the Maine Farmland Trust to interview farmers, develop additional information on agriculture in the community, and prepare possible policy recommendations. Much of this information was incorporated into a revised draft along with other edits prepared by staff to address the issues identified by the Town Council.

In 2015, the staff and consultant updated the background information in the draft and reviewed and updated the policy recommendations to reflect evolving policy discussions in the community. In April and May of 2016, the Town Council held two public hearings to get public feedback on the updated draft of the plan. The updated draft was available during this period on the Town's website. Following the hearings, the Council held a workshop and made further edits to the draft. This resulted in the "Council draft" of the updated Comprehensive Plan.

To provide for additional input on the plan, the Council created a nine person comprehensive plan review committee to solicit additional feedback on the "Council draft". The committee was asked to focus on the policy sections of the draft including Chapters 4, 5, 6, and 7. The committee was charged with holding public workshops as well as conducting its own review of the draft and providing the Council with suggested revisions to the Council's draft. The committee held three public workshops in June and July of 2016. In addition, Town staff conducted a series of online surveys to allow for additional public feedback on the key policy proposals of the draft. Based on the committee workshops and the survey results, the committee developed a set of proposed revisions to the Council draft. The committee held a formal public hearing on the edited draft including their suggested revisions on August 23, 2016. The draft of the plan was available for public review during the 30 days prior to the hearing at the Planning Department as well as on the Town's web site. The public hearing was lightly attended. In addition, the committee received some

written comments on the committee's edited draft. As a result of the hearing, the committee revised the recommended Future Land Use Plan map. The committee voted to forward the revised comprehensive plan draft to the Town Council with the committee's recommended changes.