

Future Land Use Plan

Overview of the Built Environment

Population, Demographics, Housing and Housing Affordability

The price of residential property in Maine is at historically high levels, fueled by high demand from both out-of-staters and buyers from other parts of Maine, and low inventory. As noted in the *Housing* topic area, Maine's \$270,000 median sales price is the least expensive of all six New England states as well as the Northeast as a whole. This, coupled with Maine's reputation for beauty and quality of life, helps to explain the 17.4% increase in the value of a single-family home from August 2019 to August 2020. Sellers may get a high price, but also pay a lot for replacement property, if anything suitable can be found.

From a demographic standpoint, for future planning, there are several trends that affect the ability to match housing needs with existing and planned inventory. Some of these trends were intensified by the pandemic, but they were already in progress:

- Decreasing household size; an average of 2.25 occupants in 2020
- The increasing number of single-person households, to 29.2% of the total in 2020, many of them over age 65 (a trend that mirrors Maine as a whole)
- The "graying" of residents, which will not level off for a number of years, which will require the Town to consider additional alternative transportation venues and smaller, one story housing units
- The shortage of affordable housing options, especially for renters
- Percentage of seasonal housing versus full-time housing at 13.8%, which represents a slow but steady increase over the years, with some properties converted solely to serve the short-term rental market
- Population, currently 11,536, is projected to increase 4.2% 2021-2026, 3.6% 2026-2031, and 2.9% 2031-2036, which mirrors York County but far exceeds projected growth for the state as a whole
- Summer visitors add an estimated 50% to the Town population for several months

High prices and lack of inventory pose challenges for towns such as Kennebunk that historically have tried very hard to ensure teachers, police officers, healthcare workers, retail business owners and other local workers have access to housing they can afford. Kennebunk is currently slightly under its 10% goal of affordable housing, at 8.9%. Public input given during the production of this Comprehensive Plan, expressed concern that the cost of housing was increasing to a degree that long-time residents (including seniors) might not be able to afford to stay in Town, and that more affordable, "workforce" and senior housing continues to be needed. Serving this need will be a future focus of the Town. It is important to track, on an ongoing basis, the percentage of older residents, currently at 37% of the population, some of whom moved to Kennebunk to be closer to family, and who often wish to "age in place." Although there are organizations in town poised to help older residents stay in their own homes longer, offering services such as skilled home nursing care, home repairs and weatherization, there may be a need for additional elderly congregate housing.

The housing stock in town varies greatly. On the high end are grand 5,000 square foot historic sea captain's homes along Summer Street and higher-end homes in the beach neighborhoods and river communities, where many houses have been redeveloped and expanded. In the middle are single family homes in subdivisions and in older neighborhoods, followed by more modest homes in older subdivisions, condo complexes, and large older homes converted to multi-family units or split into separate lots. Currently, out of 6,254 housing units, there are 1,046 condo units and an unknown number of apartments in multi-family dwellings, all of which sell or rent for market rates, as well as 240 "subsidized" units and 233 "deeded affordable" units. The 2020 Median Home Price

for Kennebunk at \$461,133 was more than \$130,000 above that for all of York County, which, in turn, was \$75,000 above the State median. Kennebunk's Median Income was \$84,586, while the income needed to afford a median priced home in Town was \$122,740. The percentage of households unable to afford a median priced home is about the same for Maine, York County and Kennebunk, and has not changed much in recent years, but the relatively high price of housing in Kennebunk and a non-affordability percentage of over 57% confirms substantial anecdotal evidence that it is very difficult for those with moderate incomes to buy homes in Kennebunk. An increasing number of homes have been purchased as second homes, driving up the cost.

To incentivize developers to create smaller and more affordable housing units, for both workers and seniors, specifically in growth areas, Kennebunk's Zoning Ordinance has, for many years, contained several key mechanisms:

- The minimum square footage required for a multi-family dwelling unit is just 450 square feet, with public sewer and public water required for such dwellings, ensuring that they are in growth areas.
- Although regulations call for a 50 foot buffer around the perimeter of multi-family lots in growth area districts, this requirement can be, and often is, reduced to 20 feet by the Planning Board to enable development of smaller parcels, subject to buffering requirements.
- The Planning Board has discretion to waive some performance standards that apply to new buildings for rehabilitation projects of existing buildings to create multi-family housing (parking, setbacks, etc.), and to enable more units of elderly congregate housing.
- For affordable housing projects on property with sewer and public water in the Village Residential and York Street Mixed Residential and Commercial Use districts, the Planning Board may decrease the minimum net lot area per dwelling unit up to 25% if between 25% and 49% of lots or units are earmarked for affordable housing, and up to 50% if at least 50% of lots or units are earmarked for affordable housing. (Definition and qualification for "affordable" housing is contained in the Zoning Ordinance).
- Mobile home parks are permitted in those areas of the Village Residential District that have public sewer and water; at least 50% of units must qualify as "affordable" as defined in the Ordinance.
- Homeowners have the opportunity to create an accessory apartment, to be occupied as a second primary dwelling unit on a lot, for family use, which aids downsizing seniors.
- Mixed residential and commercial usage is permitted in many Districts, as are home occupation uses, permitting greater flexibility for residents to live and work in the same location.

The core problem with creating affordable housing is the cost to develop and maintain it. There are many studies devoted to these challenges, but land development and materials cost exceeds the ability of developers to recoup their costs without subsidies of some type both on the development and user side of the equation. A societal problem is that buildings dedicated solely to affordable users become islands of segregation, with the lesson learned that it is preferable to build mixed-income housing, which is the means by which affordable units approved by the Planning Board in recent years have been configured (using density bonuses). The current real estate boom has exacerbated housing inequality, with land and construction costs up sharply. As a result, very few residential development projects with units deeded affordable have been brought before the Planning Board in recent years.

For the Town to grow to the 2026 population estimated by State predictions, another 260+ housing units will be needed. To get to the desired 10% of affordable units, about 40 of those units will need to be subsidized housing or deeded affordable. It is recognized that population predictions are subject to changes in economic conditions, natural disasters, or other regional and national situations outside the control of individual towns.

The other important consideration is where to place new housing units without 1) creating additional undesirable environmental impacts on wetlands, streams, rivers and aquifers; 2) construction in coastal and river areas likely to be impacted by sea level rise and storm surge; 3) creating the need for large Town capital investment (and associated real estate tax increases) to maintain road/sidewalk plowing/maintenance and emergency response levels in areas further away from points of origin; 4) creating untenable traffic congestion near the Turnpike exchange and schools, and summer traffic congestion that negatively impacts the vitally-important tourism industry.

An analysis of lots and dwelling units approved by the Kennebunk Planning Board between 2015 and 2020 reveals that residential growth has approximated the direction laid out in previous Comprehensive Plans, which was neither to limit nor to encourage growth, but to incent developers to build in areas that could support increased density via road systems, presence of public sewer and water, and ability of the town to efficiently provide plowing and emergency response. Public input received during preparation of this Plan indicates residents want to maintain this direction. (*See Existing Land Use topic area for detail of projects approved 2015-2020.*)

In using these figures, the average lot size for Planning Board-reviewed (2015-2020) housing units was about 10,700. Homes constructed outside of Planning Board review were predominantly lot splits and lots of record, often taking place in rural zones that require more acreage per lot. It is estimated those increased the average lot size to approximately 10,800 square feet. Using the State's prediction of a 7.8% population increase from 2021-2031, and accounting for a slight decline in the 2020 "residents per unit" of 2.25, it is estimated that another 260+ housing units will be present in Kennebunk in 2031, supporting a population of 12,764. That will require using another estimated 65 acres for residential uses, with the bulk of this in designated Growth Areas. Commercial and industrial use of property is expected to increase more slowly than residential, with less than 5 acres needed.

In addition to ordinances designed to incentivize affordable development, Town ordinances encourage cluster open space subdivisions as a means to protect environmentally vulnerable areas and minimize the Town's cost for public services to serve new homes. *Article 9: Open Space Standards* allows dwelling units to be clustered on individual lots in the Rural Conservation and Rural Residential Districts, with consideration given by the Planning Board for projects proposed in the Coastal Residential, Suburban Residential, Village Residential, West Kennebunk Village Residential, York Street Mixed Residential and Commercial, West Kennebunk Mixed Use, and Lower Village Business Districts. Cluster development greatly reduces the amount of road surface, sidewalks, stormwater management devices and utility runs, and financially benefits developers as well as and the Town, which bears the cost burden of snow plowing and road maintenance once a road is built to Town standards and adopted by the Town after Town vote.

To qualify for an Open Space subdivision, at least 25% of the gross land area needs to be permanently dedicated as open space. Lot size may be reduced by up to 60% of that required by the district's regulations; lots not served by a public sewer or State approved engineered septic waste disposal system must contain at least 20,000 square feet. Other criteria for buffers, road frontage, and minimum square footage and performance standards on a per-District basis must be met.

Certain Open Space Subdivision density bonuses are available as well, with no more than 60% density bonus total allowed:

- 10% for 500' visual corridor preservation and/or historic resource protection areas and further identified as Town Priority Character Areas per Chapter VI of Kennebunk Open Space Plan (defined as *Downtown Kennebunk, Lower Village Area, West Kennebunk Area, Webber Hill Area, Route 35/Alewife Road Area*)

- 15% for implementing some recommendations identified in Environmental and/or Recreation Priority Areas by Chapter VI of the Kennebunk Open Space Plan (defined as *Branch Brook corridor, Blueberry Plains near Branch Brook, Branch Brook/Little River Estuary, Kennebunk River Corridor, Ward Brook/Alewive Pond Corridor, Punky Swamp, Wonder Brook, Gooch’s Creek/Lake Brook, Mousam River West Corridor, Cold Water Brook, Day Brook, Mousam River East Corridor, Mousam River/Back Creek Estuary, Downtown Kennebunk, Lower Village Area, West Kennebunk Area, Webber Hill/Cold Water Brook Area*)
- 25% for projects located within the Town’s existing Growth Areas as noted in Kennebunk Comprehensive Plan Figure 4.1 as amended (*map amended 2011 – Covers Business Park, Downtown Business, Industrial, Lower Village Business, MRCU, Suburban Commercial, Suburban Residential, Upper Square, Village Residential, West Kennebunk Village Mixed Use, West Kennebunk Village Residential including the newer A & B additions*)
- 20% if all housing units are affordable as defined in the ordinance, and 10% if at least 10% of units are defined as affordable
- 20% for Energy Efficiency Design (requires third party verification)
- 10% for interconnectivity of streets both within site and to abutting streets in adjacent development

See FIG.FL1 “Zoning Map Amended 2011” at end of chapter

The Planning Board requires all developers to present an initial “sketch plan” showing how a proposed subdivision would be laid out. Plans are also reviewed, as appropriate, by the Fire Department and Town Engineer to ensure emergency response can be provided, and that stormwater design and road specifications are met. In some cases the particular size and shape of the land being considered doesn’t lend itself to Open Space Subdivision design.

Historic and Archaeology Assets

A town’s framework consists not only of new housing, but the overall look and feel of the built environment. Kennebunk has a large Historic District Overlay Zone that showcases the homes of sea captains and merchants whose business success came from the wooden shipbuilding era. This includes the Wedding Cake House, a private home that is a popular tourist attraction. Archaeological sites that reveal centuries of indigenous habitation have been documented in town. Protection of homes within the Historic District overlay zone, and requirement that developers evaluate parcels for the presence of archaeological sites, are complicating factors for development, but they add to the Town’s appeal for residents and for visitors and benefits businesses that serve these needs. The Town’s Historic Preservation Commission works with property owners to ensure proposed changes will earn approval of a Certificate of Appropriateness.

Transportation

The construction of the Maine Turnpike changed the face of Maine forever. There are both advantages and disadvantages when coastal towns such as Kennebunk become an easy day trip for millions of visitors. For Kennebunk, having its own interchange, complete with northbound and southbound rest stops, is a benefit as well as an inconvenience. For residents, the Turnpike enables an easy commute to and from Portland and Portsmouth. For visitors, it’s just 2.5 miles from the Turnpike to Downtown, and another five miles to the beach. That puts most – but not all – traffic pressure on the east side of the Turnpike. Commuters from Sanford and Wells, traffic from Middle School of the Kennebunks and Kennebunk Elementary School, and increasing population growth contributes to traffic west of the Turnpike. As tourist-centric businesses such as shops, restaurants and boat cruises thrive, summer traffic jams, particularly on Route 1 and roads leading to the Maine Turnpike exchange and near the beach, become commonplace.

There are several roads in Kennebunk with surface repair partially or fully maintained by the State, but the Town owns its local roads, except for private roads. Many developers build roads to Town standards so they can request eventual Town acceptance, which cumulatively adds to the total number of miles the Town is responsible to plow, sand and maintain. As the Town has grown, so has the number of accidents at certain infamous intersections, even with signalization, and finding open parking spots in Lower Village during the summer can be a challenge. As the Town repaves key roads, it's incorporating Complete Streets concepts, which provide striped bike lanes and pedestrian crossing spaces to enhance safety and to encourage non-motor vehicle travel.

Public Utilities

There are multiple public utilities that serve part, or all, of Kennebunk:

- Kennebunk, Kennebunkport and Wells Water District (a quasi-Municipal non-profit utility), provides water to about 72.5% of Town households, in addition to parts of several surrounding towns, using both wells and Branch Brook's surface water as its water sources;
- Kennebunk Sewer District (a quasi-Municipal non-profit utility), serves about 51% of Kennebunk homes, predominantly on the east side of the Maine Turnpike (the remainder of homes are served by private septic systems), and discharges its treated effluent to the Mousam River;
- Kennebunk Light & Power (a quasi-Municipal non-profit utility) provides power to about 80% of Kennebunk using its solar arrays and power purchased through the New England ISO.
- Central Maine Power, which provides power to the remaining sections of Town, predominantly the beach and Lower Village area;
- Spectrum, Consolidated Communications and Great Works Internet (GWI), which provide a variety of video, internet and phone services to all or part of Kennebunk.

Schools

Based upon RSU-21 enrollment projections, and recent renovations to three schools, there should be adequate space for all students in RSU 21 using existing and renovated facilities well into the future. In 2018, the RSU began a project to review and project future enrollment at its elementary schools, as some areas of the three towns are experiencing declines in enrollment, and others are experiencing increases. As of early 2021, a draft plan is in place that evaluates transportation, families with multiple children, birth rates, and housing trends, with the goal of allowing flexibility and cooperation between families and the school system to keep class sizes at certain numbers and make changes from year to year as needed. As of early 2021, the RSU has a little over 2500 students in Pre-K through Grade 12.

Overview of the Natural Environment

Climate Change

Like all coastal communities, Kennebunk's shoreline is being gradually worn away by sea level rise, a process that has accelerated in recent years, and unless global improvements to emissions take place, the pace of erosion will continue to accelerate. According to NASA, the Gulf of Maine is warming faster than 99% of other water bodies across the planet. "Nuisance flooding" has increased exponentially, and just 1 foot of sea level rise will increase it by 15 fold. With 1.6 feet of sea level rise, 33% of Kennebunk's Coastal Residential District will be inundated, including homes near creeks and wetlands behind the back dunes. This puts many of Kennebunk's most valuable properties at risk, imperiling both homeowners' and the Town's financial health. Continued capital investment in seawall hardening to protect sidewalks, roadways, width of beaches, and private homes in the Coastal Residential District is, in a sense, a temporary stopgap, although a necessary one. Capital investment may be necessary by the end of the next decade to raise and reconstruct two Western Avenue (a State road) bridges, one over the Mousam River and one over Lake Brook as well as part of Durrell's Bridge Road, both of

which are major routes in and out of Town. The Town has data that indicates other roads and streets that will be impacted during storm surge. This information will help to further hone disaster response plans as well as long-term planning efforts that may require relocating and raising roads deemed critical to the functioning of the community, as well as where development and re-development should be further limited.

Water and Marine Resources

Another threat to Kennebunk's beaches – particularly Gooch's Beach – is non-point and point sources of pollution that has resulted in ongoing impairment to the Kennebunk River, which creates unsafe swimming conditions at the beach where the river meets the ocean. The *2021-2031 Kennebunk River Watershed Management Plan* offers detailed data about the sources of upstream pollution, which travels downstream from the towns of Arundel, Kennebunk, Kennebunkport and Lyman. Data identifies bacteria sources to be agricultural practices, development, septic system malfunctions, fertilizers and pesticides, heavy metals, petroleum residues, road salt, wildlife and pet feces, stormwater outflows and soil erosion. The Plan contains a list of possible additional ordinance changes Kennebunk may want to explore, including, but not limited to:

- Shoreland Zoning that goes beyond the State minimum
- Septic pump out ordinance
- Enhanced watershed protection regulations
- Low Impact Development practices for development
- Fertilizer and pesticide application ordinances
- On-site stormwater retention requirements more stringent than State requirements
- Creation of a sea level rise overlay zone with associated performance standards
- Mapping of future marsh migration zones
- Imposition of developer-funded payments the Town can use to enhance protection of vulnerable parcels, including conservation impact fees, a wetlands mitigation fund, an open space fund and watershed tax increment financing

Towns within the watershed are already working together on mitigation plans. A link to the final assessment and action plan: <https://www.wellsreserve.org/project/kennebunk-river-watershed-based-management-plan>

Kennebunk has four major salt marsh complexes:

- Lake Brook where it is parallel to the end of Southgate Road, as it flows under Western Avenue and broadens as it nears the ocean, splitting north into Gooch's Creek and south into a system that extends to Boothby Road;
- The Mousam River as it passes the Oceanview Road neighborhood off Sea Road and widens as it crosses the Western Avenue Bridge and into an extensive system at Parsons Beach;
- The Little River as it snakes down from Route 9 near the Rachel Carson National Wildlife Refuge to the southern end of Crescent Beach;
- Along the Kennebunk River on its stretch from Gilpatrick Shipyard Lane off Summer Street past Durrell's Bridge Road.

These major complexes, which are highly visible, are the "Crown Jewels" of Kennebunk's wetlands. Other smaller networks line parts of all three rivers, but in less noticeable locations. Wetlands within the Branch Brook/Little River watershed are also highly valuable due to their contribution to the Kennebunk-Kennebunkport-Wells public water supply and to the Little River salt marsh that extends into Wells that is monitored by the Branch Brook Consortium, an activity initiated by the KKWWD. According to the U.S. Fish and Wildlife Service, there are just four breeding colonies of Least Terns in Maine, and in 2019, 152 pairs raised 31 chicks on Crescent Beach. Maine

Audubon Society reported that piping plover colonies on Parson's Beach did not successfully fledge any chicks in 2021.

Medium and large forested wetlands are important for wildlife and water quality. Forested wetlands east of the Maine Turnpike comprise the majority of available wildlife habitat. These wetlands are primarily used by non water-dependent species such as white tailed deer and songbirds. For forest interior songbirds, large tracts of unbroken forest are essential. As growth pressures increase, these wetlands will become increasingly important as wildlife refuges. Forested wetlands west of the Turnpike, while still supporting a high diversity of species, are less critical as refuges, but also provide important water resource benefits by detaining and cleansing runoff and storm water, discharging water and nutrients to downstream aquatic ecosystems, and seasonally recharging groundwater through coarse, sandy soils. As undeveloped areas, they also provide open space and recreational benefits for hunting, hiking, and nature study. The larger wetlands are less vulnerable to nearby site development but their value may be severely impacted if they are fragmented into smaller blocks by development.

Kennebunk values its wetlands and has among the more stringent regulations in the State regarding wetland filling or alteration. The Town regulates wetlands of one acre or larger and requires sign-offs from Maine DEP for all wetland permits. Wetlands have been assigned Priority 1, Priority 2 and Priority 3 status that categorizes their relative importance as an ecosystem. It is estimated that 75% of Kennebunk's highest priority wetlands are east of the Maine Turnpike. Standards establish minimum setbacks for buildings and structures, roadways, driveways, parking areas and other impervious surfaces as they relate to the upland edge of the wetland. Setbacks are generally 25 feet for Priority 3, 50 feet for Priority 2 and 100 feet for Priority 1.

In addition, the Town's Shoreland Overlay District encompasses lands lying within 250 feet of several water bodies: A great pond off Old Falls Road (only a small portion of this is in Kennebunk – most is in Sanford) and Alewife Pond; Branch Brook, Mousam River and Kennebunk River; Atlantic Ocean; portions of Priority 1 wetlands not identified on the 2009 Shoreland Zoning map showing locations in the Resource Protection District; perennial portions of Cold Water Brook, Slab Brook, Fernald Brook, Day Brook, Sucker Brook, Ward Brook, Gooch's Creek, Wonder Brook, Lake Brook, and part of Scotsman's Brook. The Overlay District also encompasses lands lying within 125 feet of Priority 2 wetlands, and lands lying within 25 feet of Priority 3 wetlands more than 1 acre in size, and the downtown portion of Scotsman's Brook. Protection of wetlands and watercourses becomes more important as climate change increases extreme rainfall events and the potential for inland flooding – places that "never flooded before" – threatens structures and roadways.

The Town's Floodplain Management Ordinance (available on the town's website at <https://www.kennebunkmaine.us/381/Town-Ordinances-Charter-Policies>) was last updated in 2009, and is consistent with State and Federal standards. The ordinance covers permitting, review and development standards, review of subdivision and development proposals, appeals and variances, enforcement and penalties, and definitions. The Town participates in the National Flood Insurance Program, which benefits homeowners purchasing flood insurance.

According to the Town Assessor, 27.4% of Kennebunk's total acreage is held in categories historically used for a "Public Lands" calculation – land held by the U.S. Government, the Town of Kennebunk, the State of Maine, the KKW Water District, RSU 21 and the Kennebunk Land Trust properties and easements. This percentage represents a 7% increase since the Town's 2004 Open Space Plan was developed and released. The Open Space Plan provides a wealth of knowledge about Kennebunk's natural resources and is overdue for review.

The Town has adequate protection of the Branch Brook aquifer area, which is a drinking water source used by the Kennebunk, Kennebunkport and Wells Water District, but there are additional moderate yield aquifers

identified on the Maine Geological Survey Maps within the Town of Kennebunk that are protected via placement in rural districts that prohibit intensive development:

- One small aquifer to the south of and immediately adjacent to the Mousam River in the eastern part of town;
- Two larger aquifers between the Mousam and Kennebunk Rivers. The larger of these two is bordered by the railroad, Kennebunk Landing and Heath Road (note: the Town's closed landfill is above this one, and the area is served by public water);
- A large system west of the Maine Turnpike that surrounds Alfred Road characterized by permeable and well drained Adams soils;
- A very extensive aquifer underlies almost all the land area east of the Turnpike and south of Route 35, from west of Crescent Beach up to the junction of the Turnpike and Cat Mousam Road, then extending west under all the land between the Mousam River and Branch Brook. It is joined to a system that reaches west and north into Sanford and Waterboro.

Natural Resources

Soils store water, nutrients, and support for plants. In Kennebunk there are over two dozen different soils, as identified by the Natural Resource Conservation Service (NRCS). An overview shows that approximately 50-60% of the soils present are non-discharge soils - that is, soils that cannot support subsurface on-site waste disposal. Most soils east of the Turnpike are given a very low rating in terms of their ability to support septic systems, and sewer is available to most (not all) of these areas. West of the Turnpike, where zoning is predominantly Rural Conservation and Rural Residential, with some West Kennebunk Village Residential, the largest proportion are given a medium rating per NRCS Soil Potential Ratings. Sewers are largely not available west of the Turnpike.

Kennebunk's Town Hall uses GIS-based maps supplied by *Beginning with Habitat (BwH)* – a collaborative program of federal, state, local and non-governmental organizations dedicated to conserving wildlife and plant habitat – to determine what species may be on all parcels within the Town. The 2004 Town of Kennebunk Open Space Plan is an extensive study of the Town's cultural, historic, scenic, recreational, and ecologically important open spaces still used as a Planning Board resource. Embedded in that report is a ranking system for Environmental Priority Areas as High Value Riparian Habitat Corridor (RH), High Value Water Resources (WR), and High Value Plant and/or Animal Corridors (P/AHC), with 1 the highest priority. The summary emphasizes that "they are all priorities."

Coastal dunes provide a buffer against hazards such as wind erosion, wave overtopping, and tidal inundation during storm events. They also provide a source of sand to replenish the beach during periods of erosion, as well as habitat for birds, insects and small mammals such as the fox. To protect the coastline, the Town's Shoreland Overlay District encompasses lands lying within 250 feet of the Atlantic Ocean and along the three rivers that flow into it. Performance standards that comply with the Shoreland Zoning Act use a variety of performance standards to specify setbacks for structures, permitted uses, and lot coverage.

Kennebunk has a wealth of scenic areas ripe for photo opportunities, enjoyment during a walk, or seen during a ride around town. Scenic areas most popular with residents and visitors encompass water, often as seen from the Town's bridges, beaches, and walking paths.

Agriculture & Forestry

The biggest threat to traditional farming and logging operations in Kennebunk is development pressure, as well as the retirement and passing on of older farmers and loggers. The number and intensity of these operations has been static for many years, and it is anticipated this trend will continue. Owners of farmland, open space parcels and working forests are eligible to take advantage of Maine's current-use property tax programs

designed to provide tax benefits to owners by continuing the use of parcels for as long as possible into the future. As of 2020, there are 26 parcels of farmland in Kennebunk enrolled with the State of Maine, for a total of 942.98 acres; 30 parcels of open space, protecting 461.10 acres; and 20 parcels of working forest, for a total of 586.30 acres, out of Kennebunk's total land mass of 22,400 acres.

Outdoor Recreational Assets

Recreation in Kennebunk and surrounding towns is directed toward water sports such as swimming, kayaking, surfing, and paddle boarding; trail and town activities such as walking, hiking, biking, and snow shoeing, plus ice skating, skateboarding, cross country skiing, horseback riding, fishing and hunting. Kennebunk's beaches are some of the most popular and well maintained in the state and draw tens of thousands of visitors. Also available are multiple Town and RSU-21 properties used for organized sports such as soccer, lacrosse, softball and tennis. *Please see the Recreation chapter for more detail.* As noted above, total open space acreage within Kennebunk, much of which is available to residents through Kennebunk Land Trust properties and a multitude of Town-owned and RSU-owned parks and playing fields, comprised 24.7% in 2020.

In 2019 U.S. Fish and Wildlife Service purchased a 1,500 acre parcel at 188 Brown Street in Kennebunk that includes the lower section of Fernald Brook and valuable salt water marshes leading into the Mousam River and will be the new headquarters of the Rachel Carson National Wildlife Refuge. Its 6,542 square foot former residence will be converted into offices and a visitors' center expected to be open to the public in 2022. A covered bridge that crosses Fernald Brook, and hiking trails already in place, will remain. The new facility joins multiple other tracts of land in this section of Kennebunk and in adjacent Wells that are held as part of the Refuge.

Overview of Economic Factors

Economy

A few manufacturing concerns exist in Kennebunk, but employment opportunities are more widely available for professionals such as educators, banking and insurance specialists, and medical practitioners. A host of companies offer jobs that do not require a college degree, such as restaurants, retail and hospitality, plus a thriving real estate industry that also supports property managers, landscapers, home repair specialists, lumberyards, and construction companies. There are many part- and full-time job opportunities for seniors who may be looking for a post-retirement employment situation. Some people who work at the larger employers in Town live in other area towns that have lower housing costs, and some Kennebunk residents, depending upon their professions, travel outside of town to work. Home occupations are well represented in Town, including lobstermen storing their traps and gear at home, artists, photographers, wellness and counseling, woodworkers, small farm stands, home services, dog walkers and horseback riding. Public utilities, including high speed internet service and three phase power, are available to support the needs of local businesses and remote workers.

The largest non-tourism employers in town are Corning Life Sciences, Hannaford, Home Instead Senior Care, Kennebunk Savings Bank, Kennebunk Center for Health, the RSU-21 school system, Tom's of Maine and the Town of Kennebunk. Kennebunk has a number of "business friendly" zones – including two Industrial Park Districts; one Business Park District; the York Street Mixed Residential and Commercial Use District; Lower Village Business District and West Kennebunk Mixed Use District; a Suburban Commercial District and the Downtown and Upper Square Business Districts. The Town has also enacted eight Contract Zones since 2004, several of which accommodate economic development as well as affordable housing. Of all properties in Kennebunk, only 4.8% are used for commercial and .45% for industrial.

The town – like Kennebunkport, Wells, Ogunquit, and York – is heavily dependent on the tourism industry. Although some shops and restaurants shut down over the winter, most stay open at least partially. During the summer, these businesses are open extra hours, and seasonal employment opportunities benefit students, retirees and school employees.

Residents can satisfy most daily needs within the Town borders, using the shopping opportunities that exist. Based on public feedback, residents value “small-town charm” and do not want big box stores, factory outlets, car dealerships or any overly-large businesses that differ from the scale and massing of existing buildings. Those products and services are all available a town or two away, notably in Kittery, Biddeford, Saco and South Portland.

Residents have easy access, at no or low cost, to the Kennebunk Free Library, the Brick Store Museum, The Center (which provides multiple services for those over age 50), River Tree Arts and other cultural assets.

The Municipality

Kennebunk’s Town Hall, Fire/Rescue, Police Department, Fire Department and Public Services have a draft comprehensive Facilities Survey designed to determine the needs of all departments and how to plan for the future. Some current facilities are more than adequate and are well maintained; others would benefit from additional space for staff and storage. A multi-year project is underway to enable an expansion of the Public Services facility, which has outgrown its space, but is in a desirable location that enables it to efficiently serve the most densely-populated parts of Town as well as the further-out western sections of Kennebunk. The Town is cognizant that changes identified through the Survey will need to be phased in over time to avoid large capital outlays that would negatively impact tax rates. A large bond for schools renovation is still being paid off.

The current governmental structure, with a Town Manager, staff, a 7-person Select Board, and a bevy of volunteer committees is working well. The Town maintains a robust website at <https://www.kennebunkmaine.us/> that is updated frequently and provides residents and visitors with access to the latest town news; town ordinances; agendas, minutes, and recordings of Boards and Committee meetings; Town budgets and audited financial reports; and availability of assistance for a diverse set of personal circumstances. The existence of 20+ committees and Boards staffed by citizen volunteers enables involvement in decision-making, and there are further opportunities for public participation during bi-weekly Select Board meetings and a monthly Saturday morning Select Board outreach session.

Kennebunk’s fiscal year runs from July 1 through June 30. Sewage treatment, public water, electricity, and broadband services are not provided by the Town, but by other quasi-municipal public utility companies, and so the cost of these services is not included in Town expense and revenue structure. Town revenues come primarily from property taxes, which are calculated using the assessed value of each parcel and the mil rate. The last property revaluation took place in 2018.

The Town’s Capital Improvement Plan includes a list of all capital improvements proposed within the next five succeeding fiscal years as an inventory of possible capital projects, some of which may ultimately be financed through the issuance of indebtedness. Traditionally, the Town sets aside reserves each year to provide funds that are ultimately used to finance the acquisition of various capital improvements, with other capital improvements financed from appropriations from the Town’s current funds, for the respective fiscal year, or from federal or State grants, to the extent available. The decision to issue debt is subject to review and recommendation of the Select Board to the Town Meeting for voter approval.

Health Care

Kennebunk has a well-developed health care infrastructure, including a number of physicians’ and dentists’ offices as well as an urgent care facility associated with Southern Maine Health Center (SMHC). In Kennebunk and surrounding communities, there are healthcare specialty networks (i.e. dermatology, cancer care, physical therapy, orthopedics, etc.) with ties to the two nearest local hospitals, SMHC in Biddeford and York Hospital in York. Four nursing homes exist, as well as diverse support services for seniors.

Growth Areas

Using ordinances developed after the completion of previous Comprehensive Plans, which identified village areas as growth areas, the Town has for the most part been successful in directing the vast majority of new homes to areas that have the infrastructure to support that growth. The need to continue with this concentration of future construction has not changed, but some minor changes to what was previously identified are necessary. Below is a description of each District within the Growth Areas that denotes why these Districts are best suited for growth, along with associated strategies that pertain to each District.

District	Description	Infrastructure Available	Why Suited For Growth
Downtown Business	Clustered around the junction of Route 1 (Main Street) and the Mousam River, an area that was once the center of the Town’s textile factories and worker housing. Today it is an interesting collection of mixed business and residential uses, with buildings dating back as far as 1799 and others built within the past ten years.	Sewer, public water and three-phase power; established road system and sidewalks. Min. lot size: 2500 sq. ft.	The historic flexibility of how spaces within this District have been re-adapted to changing needs over the decades supports the possibility of increased residential use, leveraging a walkable and convenient location near Town facilities, multiple parks, library, museum, Waterhouse Center, restaurants, services, and shops, all within two miles of the Maine Turnpike.
Suburban Commercial	The Route 1 North corridor currently houses two shopping centers, the post office, multiple medical facilities, an age-restricted community of 70 homes, an assisted-living facility, condominiums, affordable housing, single-family homes, an office complex, banks, and general shopping and business use. After significant age-restricted housing construction took place in this District from 1998-2002, the Town re-zoned it to encourage business use over residential use due to its prime location for such activities. The Planning Board has recently had preliminary discussions about whether to revisit the zoning.	Sewer, public water and three phase power; established road system and sidewalks. Min. lot size: Varies by use.	While it will be important to ensure the Town has future space for business growth on properties that front Route 1, there may be opportunities for residential projects (workforce and affordable) on properties tucked behind Route 1 frontage to provide integrated multi-story mixed commercial and residential use. A shared mix of uses coupled with “town square” type landscaped gathering spots that utilize the network of Complete Streets sidewalks and bike lane that already exists could further reduce reliance on automobiles for residents of this neighborhood.
York Street Mixed	The Route 1 South corridor has seen several multi-family and	Public water and three phase	There are opportunities for both development and re-development in this

Residential and Commercial Use	clustered residential projects in the past few years, which added to the Town’s stock of affordable and workforce housing. Large parts of this corridor are constrained by interlocking networks of wetlands that flow into Fernald Brook, a stream that empties into the tidal section of the Mousam River. Retail and office space is sprinkled along Route 1, and other businesses are located on short private roadways that run perpendicular to Route 1.	power are available; sewer is available to some properties. Lacks sidewalks in some areas. Min. lot size: Varies by use.	District, all of it small scale. This section of Route 1 is predominantly vehicle-dependent, but close to all Town amenities. Shoreland zoning restrictions are less stringent in this District.
Village Residential	This District in general encompasses “bedroom neighborhoods” outside the downtown but close to schools, Town facilities, shopping, parks, and commuting roads. A small section of the District lies within the Historic Overlay Zone.	Public water is available to the entire District; sewer is available to many parcels but not to all (notably Brown Street below the railroad bridge, parts of Ross Road, and south of lots bordering Cat Mousam Road). The Sewer District has capacity to support additional users within its prescribed service area. Min. lot size: 10,000 sq. ft. with sewer, 20,000 sq. ft. without	This District saw much growth in the past five years, and has vacant parcels that can support residential housing, with appropriate protection of wetlands and watercourses.
West Kennebunk Village Residential	This District is close to schools, the Maine Turnpike, the Industrial District, a firehouse and community center, and the adjacent Village Residential District. Downtown and shopping areas are 4 miles away. The neighboring towns of Biddeford and Sanford are a “back road commute” of less than 15 minutes.	Public water service available; no sewers. Located four miles from nearest Public Services facility. Min. lot size: 20,000 sq. ft.	Development will require careful review by the Town’s Fire, Police, EMS and Public Services to ensure large capital expenditures on the part of the Town are not required to maintain existing service levels. Due to the presence of wetlands, tributaries and streams that feed into the Kennebunk River, development in this District must be clustered and small scale.
Lower Village Business	Bordered by the Kennebunk River, the Coastal Residential District, part of the Suburban	Public water and sewer available. Min. lot size:	Little space for new construction, but the past decade has seen much redevelopment designed to appeal to the tourist trade.

	Residential District and the Village Residential District section that is the River Locks neighborhood, the LVB District has a heavier concentration of commercial uses than it does residential.	10,000 sq. ft.	Topography and proximity to the river has created intermittent flooding problems during nor'easters and astronomical high tides, which may require capital improvement investment by the Town to raise sidewalks and roadways, and perhaps assist long-term riverfront businesses (stores, restaurants, marinas) with protection.
West Kennebunk Village Mixed Use	Small and contained long-time commerce and services district used primarily by West Kennebunk village residents.	Public water available. Min. lot size: 20,000 sq. ft.	Little space for development; minimal space available for re-development.
Upper Square	This very condensed District forms a transition along Route 1 between the Downtown Business District and part of the more sprawling Village Residential District. It is nearly almost covered by the Historic Overlay District. Town Hall, the Police Department, Fire Rescue, the Brick Store Museum, the Kennebunk Free Library and three churches are located within this nearly-built-out District.	Public water and sewer. Min. lot size: 2500 sq. ft.	Small opportunity for re-development of some sites.

Transitional Areas

Transitional areas are those that form connections between village districts, with lower level residential density. While these have grown in the past decades, growth has been slow, which is desirable.

District	Description	Infrastructure Available	Why Not Suited for Growth
Suburban Residential	Transition between the Downtown and Village Residential District into the bustling Lower Village. Driving Summer Street from Downtown is a trip back in time, as large sea captain's and merchants' homes in the Historic Overlay Zone give way to more modest homes at the junction with Durrell's Bridge Road in the historic Landing section of town. Sea Road, the second main road in the District, leaves Summer Street at the edge of the District and eventually crosses over Western Avenue into the Coastal Residential District, passing through low density residential neighborhoods that are largely set back from the main road, including a neighborhood that borders	Although public water is available in this District, the only section with sewer service is located close to Summer Street. Min. lot size: 40,000 sq. ft.	Environmentally fragile. In between the two "legs" of this District a large swath of Rural Conservation District protects a network of wetlands and Lake Brook, which widens to cross Western Avenue as it spills into the salt marshes of the Coastal Residential District. One school is located in this District, within a mile of Downtown.

	the tidal section of the Mousam River.		
Coastal Residential	Environmentally-vulnerable neighborhood encompasses the Town's oceanfront and rear salt marshes between the Kennebunk and Mousam Rivers. This neighborhood is heavily developed with larger homes, condominium communities and a private golf course. Multiple homeowners have had houses elevated, and in some cases, demolished and rebuilt at higher elevations, due to flooding concerns.	Public water is available, while sewer is not universally available. Sidewalks in some areas, not in others. Min. lot size: 20,000 sq. ft.	Environmentally fragile. Few remaining buildable parcels. Existing houses will continue to be replaced, with opportunity to reduce impervious surfaces.
Business Park	This District is located on both sides of Route 1 south of the York Street Mixed Commercial and Residential District, minus two carve-outs along Branch Brook for the Branch Brook Aquifer Protection District and a sliver of Resource Conservation District.	Public water and sewer. Min. lot size: 40,000 sq. ft.	Although there are multiple businesses in this zone, wetlands constraints limit the size and number of additional businesses that can locate here.
Industrial	Two relatively small areas comprise the Town's Industrial Districts. One is on either side of the Maine Turnpike adjacent to the Exit 25 interchange (both the northbound and southbound rest stops lie within the District) and the other is between the Downtown Business District and Suburban Residential District, nestled in between parts of the Village Residential District.	Public water and sewer available to both areas. Min. lot size: 40,000 sq. ft.	Both areas house numerous small-scale businesses but have some limited space available for additional business growth.

Rural Areas

The western and south western regions of Kennebunk are the least densely-populated. This rural character carries over town borders with Wells, Sanford, Kennebunkport and Lyman. Wells, like Kennebunk, has most of its growth areas near the ocean, with a rural interior. Sanford's border with Kennebunk is relatively undeveloped, with the "city" itself several miles further inland; residential neighborhoods next to Kennebunk are very similar. Lyman is overwhelmingly rural. Kennebunk's border with Kennebunkport is nearly "mirror image" – rural meets rural, and in the Lower Village, where Dock Square is just across the river, most visitors assume both towns are "the same town."

District	Description	Infrastructure Available	Why Not Suited for Growth
Rural Conservation	The two largest sections of this District are in the fragile coastal areas between the Wells border and the Mousam River, ending roughly at the railroad tracks; and in the northwestern section of town along the Kennebunk River border extending nearly all the way south to Alfred Road, which nearly bisects the western part of Kennebunk in half. As mentioned, another section is within the Suburban Residential District; the last is	There is no public water or sewer service available, and although main roads do pass through these areas (to Biddeford, for instance), there	All parts of this District contain wetlands, streams, ponds, and the town's only Great Pond. Deer overwintering areas are adjacent to Alewife Pond, along with inland waterfowl and wading bird habitat. A larger deer overwintering area is closer to the coast near the Wells town line, and the oceanfront area here contains shorebird habitat.

	close to the Sanford town border and covers the environmentally important Blueberry Plains. The northernmost part of this District is home to the Lower Alewife National Historic Register District and is where most of the Town's remaining farms are located. When new homes appear, it is typically due to family land splits. Except where hayfields and farms exist, the area is heavily wooded with mixed hardwoods and pine.	are no connector roads. Private driveways tend to be unpaved. Min. lot size: 3 acres	Residential development in this District requires three acres and tends to be very scattered.
Rural Residential	This very large District extends from the town's border with Sanford all the way east to end at the Maine Turnpike and extend east beyond the Turnpike to the edge of the Village Residential District quite close to Route 1. The District is well-built-out with older residential subdivisions of generally modest homes that are essentially the closest Kennebunk comes to sprawl. Each residential lot requires 3 acres. A round structure that is part of Sanford Airport's approach pattern is located off Cole Road. Most of the District is heavily wooded, with a mix of hardwood and softwood. A 2018 woods fire burned 314 acres in this District and in the adjacent wooded areas of Sanford and Wells.	There is no public water or sewer serving this District, although in general the soil can support private sewage disposal. Min. lot size: 3 acres	Underlying this District are large aquifers that are in some cases joined to the adjacent Branch Brook Aquifer. Ordinance changes to strength protection of these aquifers should be a short-term Town goal.
Branch Brook A & B	These two conjoined Districts form the Town's southern border with Wells, along the Branch Brook to Route 1.	No public water or sewer available. Min. lot size: 3 acres	This District is designed to protect the river and its underlying aquifers, which are used by the Kennebunk, Kennebunkport and Wells Water District.

See FIG.FL2 "Future Land Use Plan" Map at end of chapter

Critical Natural Resources, Rural Areas and Waterfront Areas

There are many areas within Kennebunk worthy of special protection, using mapping, local knowledge, *Beginning with Habitat* criteria, and Kennebunk's 2004 *Open Space Plan* to identify, define and assign different means of protection:

- The largest "rare plant community" is the Blueberry Plains area in the southwestern section of town near the border with Sanford and Wells, a protected area known for the world's largest population of Northern Blazing Star, which blooms in August and September. The property is managed by the Nature Conservancy for rare species of birds, reptiles and plants including Maine's largest flock of endangered Grasshopper Sparrows, and the Black Racer Snake.
 - *High Value Plant and/or Animal Corridors*
 - *Protected via Nature Conservancy management of 2000 acres*

- Other smaller “communities” lie along streams, the Mousam River’s lower reaches, and in coastal environments such as Gooch’s Creek and wetlands scattered throughout the Parson’s Beach/Western Avenue region.
 - *High Value Riparian Habitat Corridor (RH)*
 - *High Value Water Resources (WR)*
 - *High Value Plant and/or Animal Corridors (P/AHC)*
 - *Protected via Shoreland Zoning ordinances*

- Least Tern and piping plover habitat is clustered along Crescent Surf Beach and the confluence of the Little River and Branch Brook, on the Wells border.
 - *High Value Riparian Habitat Corridor (RH)*
 - *High Value Water Resources (WR)*
 - *High Value Plant and/or Animal Corridors (P/AHC)*
 - *Protected via Shoreland Zoning regulations, placement within the Rural Conservation District, adjacency to Wells Reserve at Laudholm Farm’s 2,250 acres of protected beaches, woodlands and fields.*

- There are two large deer overwintering zones, one clustered around Alewife Pond and the other in deep woods in the lower Brown Street/Harts Road/Western Avenue quadrant north of Parson’s Beach.
 - *High Value Riparian Habitat Corridor (RH)*
 - *High Value Water Resources (WR)*
 - *High Value Plant and/or Animal Corridors (P/AHC)*
 - *Protected via stewardship of Kennebunk Land Trust, and Rachel Carson National Wildlife Refuge.*

- Wild brook trout exists in many of freshwater streams and tributaries including Day Brook, Cold Water Brook, Ward Brook, Branch Brook, the Mousam River and the Kennebunk River.
 - *High Value Riparian Habitat Corridor (RH)*
 - *High Value Water Resources (WR)*
 - *High Value Plant and/or Animal Corridors (P/AHC)*
 - *Protected via Shoreland Zoning ordinances.*

- Inland wading birds are found in multiple isolated locations across town, including sections of the Mousam River, in networks of wetlands (particularly those associated with Ward Brook), and around Alewife Pond.
 - *High Value Riparian Habitat Corridor (RH)*
 - *High Value Water Resources (WR)*
 - *High Value Plant and/or Animal Corridors (P/AHC)*
 - *Protected via Shoreland Zoning ordinances.*

- There are significant regions that contain “rare, threatened or endangered wildlife” in the salt water marshes along Gooch’s Creek, Lake Brook, the Mousam River, and from Parson’s Beach north nearly to the railroad that crosses Brown Street, Ward Brook wetlands networks, and the Blueberry Plains.
 - *High Value Riparian Habitat Corridor (RH)*
 - *High Value Water Resources (WR)*
 - *High Value Plant and/or Animal Corridors (P/AHC)*
 - *Protected via Shoreland Zoning ordinances, placement within the Rural Conservation District.*

- According to State mapping, significant vernal pools, per MEDEP and Army Corps of Engineers regulations requiring a 250 foot buffer, are on York Street (located on a Town-owned parcel that has been vacant for many years and was recently proposed for a small “memory care” facility); in the River Locks neighborhood off Port Road not far from the Kennebunk River; and in a Central Maine Power right-of-way between Alfred Road and Alewife Road. There are likely other smaller vernal pools in other locations throughout Town.
 - *High Value Riparian Habitat Corridor (RH)*
 - *High Value Water Resources (WR)*
 - *High Value Plant and/or Animal Corridors (P/AHC)*
 - *Protected via Shoreland Zoning ordinances.*
- Although there are large relatively unbroken sections of forest and fields in between road corridors in all areas of town, these are more concentrated on the western side of the Turnpike.
 - *High Value Plant and/or Animal Corridors (P/AHC)*
 - *Protected via Rural Conservation, Rural Residential and Suburban Residential Districts, as applicable.*
- Protection of the entire length of the Kennebunk River, Branch Brook, and Mousam River are high priority to residents, as evidenced by public comments taken at the outset of this Plan.
 - *High Value Riparian Habitat Corridor (RH)*
 - *High Value Water Resources (WR)*
 - *High Value Plant and/or Animal Corridors (P/AHC)*
 - *Protected via Shoreland Zoning ordinances.*

(See FIG.FL3 “Development Constraints” Map at end of chapter

Goals, Policies and Strategies

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.
- To encourage municipalities to develop policies that accommodate older adults with aging in place and that encourage creation of age-friendly communities.

Local Goal

- To encourage growth in areas that can support it with existing Town infrastructure and public utilities, to do all that is possible to keep housing options affordable, and to protect our limited natural resources.

Policies

- To coordinate the community’s land use strategies with other local and regional land use planning efforts.
- To support the locations, types, scales, and intensities of land uses the community desires as stated in its vision.
- To support the level of financial commitment necessary to provide needed infrastructure in growth areas.
- To establish efficient permitting procedures, especially in growth areas.
- To protect critical rural and critical waterfront areas from the impacts of development.

Strategies

Timeframes: Short term = 0-3 years; Medium term = 3-5 years; Long term = 5+ years

Action	TimeFrame	Responsible Parties
Historical & Archaeological		
Continue to require developers to take appropriate measures to protect known historic archeological sites and areas sensitive to prehistoric archeology, including but not limited to, modification of the proposed site design, construction timing and/or extent of excavation, via zoning ordinance	Ongoing	Required by Performance Standards
Continue to follow and update ordinances to remain in compliance with Maine’s subdivisions statute (30-A MRSA 4401-4407) recommending review of impact on “historic sites” (Section 4404(8), which includes both National Register listed and eligible buildings and archaeological sites and coordinate with Town Historian and the Historic Preservation Commission to ensure archaeological site protection)	Ongoing	Required by Performance Standards
Continue to support the documentation, restoration, rehabilitation and protection of the Town’s historic architectural and archeological resources and promote the heritage of Kennebunk’s ancestral history to include indigenous and black historic assets, in collaboration with the Brick Store Museum	Ongoing	Historic Preservation Commission
Continue to support archeological research involving the Freed Slave Community site	Ongoing	Historic Preservation Commission, Town Historian
Consider public-private partnerships between the Town and owners of significant historic structures in order to assist the owners with the restoration/rehabilitation and maintenance of these structures	Ongoing	Historic Preservation Commission, Select Board
Review existing historic preservation ordinances and consider strengthening and clarifying the intent of the Kennebunk Historic Overlay District Guidelines and associated requirement for obtaining a Certificate of Appropriateness	Short Term	Historic Preservation Commission
Consider an amendment to Zoning ordinances to incent developers to re-use existing historic homes in re-development proposals located in growth areas, especially when they include affordable and/or workforce units.	Short Term	Planning Board, Historic Preservation Commission
Discuss the feasibility of a comprehensive community survey of historic archaeological resources with the Maine Historic Preservation Commission	Medium Term	Historic Preservation Commission
Collaborate with Brick Store Museum and State Archeologists to assess need for a professional prehistoric archeological survey of the Mousam River’s coastal area, with a goal to identify additional historical archeological sites and consider strategies to protect them	Medium Term	Historic Preservation Commission
Assess the benefits and potential cost and concerns related to expansion of the Historic Overlay District to include the Downtown	Medium Term	Historic Preservation Commission, Economic Development Committee
Re-establish the Cemetery Committee to continue to research and promote the inclusive heritage of Kennebunk history, with an annual budget for the care and work done on behalf of the cemeteries as well as to encourage creative solutions and partnerships to maintain the cemeteries and enhance their public benefits.	Medium Term	Select Board
Review Town historic projects for submission to the Maine Historic Preservation Commission for consideration of Certified Local Government (CLG) Grant	Medium Term	Historic Preservation Commission
Support a youth outreach program in concert with Brick Store Museum for historic preservation and explore the possibility of a partnership with Kennebunk High School to accomplish this task	Medium Term	Historic Preservation Commission
Consider a Town ordinance that requires demolition permits for buildings 50 or more years old to be reviewed by the Historic Preservation Commission prior to issuance by the Code Enforcement Officer; incorporate this requirement into Subdivision Review Standards.	Long Term	Select Board, Community Planning & Development, Planning Board

Consider requiring the Planning Board and Site Plan Review Board to incorporate maps and information provided by the Maine Historic Preservation Commission into their review process	Long Term	Planning Board
Work with the Maine Historic Preservation Commission to assess the need for periodic surveys of historic properties, to include “noncontributing” buildings within the Historic Preservation Overlay District	Long Term	Historic Preservation Commission
Water Resources		
Continue to support both public and private efforts to acquire and maintain conservation land as a means to protect rivers, watersheds and wildlife habitats	Ongoing	Select Board, Conservation Commission
Continue to support the joint effort (Kennebunk, Kennebunkport, Arundel and Lyman, with the assistance of the York County Soil and Water Conservation Commission) to identify and remediate the sources of bacterial pollution of the Kennebunk River and Kennebunk public beaches, and continue to support and fund Maine Healthy Beaches water quality testing program and volunteer programs to test the Mousam and Kennebunk Rivers	Ongoing	Select Board, Conservation Commission
Continue to participate in the Branch Brook Consortium project (Kennebunk, Sanford and Wells) to identify and mitigate upstream pollution sources in Branch Brook, and the Mousam and Kennebunk Rivers Alliance (MKRA) to monitor water conditions in the Mousam River	Ongoing	Select Board, Conservation Commission
Continue to require water quality protection practices and standards for construction and maintenance of public and private roads and public properties and require their implementation by contractors, owners, and community officials and employees	Ongoing	Required in Performance Standards
Consider adopting or amending ordinances as applicable, to incorporate stormwater runoff performance standards consistent with Maine Stormwater Management Law and Maine Stormwater regulations (Title 38 M.R.S.A. §420-D and 06-096 CMR 500 and 502); Maine Department of Environmental Protection's allocations for allowable levels of phosphorus in lake/pond watersheds; and Maine Pollution Discharge Elimination System Stormwater Program	Short Term	Planning Board
Explore the feasibility of an ordinance prohibiting the use of non-organic herbicides and pesticides with Town borders; create a public education campaign to teach about the threat to water quality	Short Term	Select Board
Work with marinas to ensure signs are posted to educate boat owners about proper cleaning of hulls and propellers to avoid the spread of invasive species.	Short Term	Conservation Commission
Undertake public education campaigns by providing Town contact information at the municipal office for water quality best management practices from resources such as the Natural Resource Conservation Service, University of Maine Cooperative Extension, Soil and Water Conservation District, Maine Forest Service, and/or Small Woodlot Association of Maine	Short Term	Community Planning & Development
Continue to dedicate budget to more quickly complete the current GIS stormwater mapping program to identify infrastructure in need of upgrade, replacement and repair; create system of signage at storm drains to educate residents about protection of water quality	Short Term	Select Board & Public Services
Consider the inclusion of low impact development standards in zoning ordinances	Medium Term	Planning Board
Consider developing aquifer protection regulations for some of the Town’s sizable aquifer recharge areas. The Town & KKWWD should reevaluate existing water resources and consider additional protection measures that should be considered as part of development.	Medium Term	Planning Board
Establish a database of septic systems within the three river watersheds; consider the creation of an ordinance that would require evidence of septic system inspection/pump-out at prescribed intervals, which might include a provision for the	Medium Term	Select Board, Community Planning & Development

Town to perform maintenance and lien property for payment		
Natural Resources		
Continue to require developers to identify on-site critical natural resources and provide protection by measures that include site design modification, construction timing, and/or extent of excavation	Ongoing	Required in Performance Standards
Continue to initiate and/or participate in interlocal and/or regional planning, management, and/or regulatory efforts to safeguard shared critical and important natural resources such as the Kennebunk and Mousam Rivers	Ongoing	Planning Board, Select Board, Community Planning Department
Continue to support and broker public/private partnerships to protect critical and important natural resources using conservation easements, purchase of land and other preservation techniques	Ongoing	Planning Board, Select Board
Create and provide information to developers and landowners regarding the subject of vernal pools and their role in the maintenance of healthy ecosystems	Ongoing	Conservation Commission
Create and make available information to those residing near critical or important natural resources about current tax programs and applicable local, state or federal regulations	Ongoing	Conservation Commission
To better protect wildlife corridors and wetlands functions, upgrade Performance Standards to require deeper wetlands setbacks and buffers, as well as mitigation of "nibbling away" activities that cumulatively impact the overall function of watersheds and wildlife corridors	Short Term	Conservation Commission, Planning Board
Modify Subdivision Regulations and zoning ordinances to require use of Beginning with Habitat Maps as an initial step in reviewing subdivision applications	Short Term	Planning Board
Review land use ordinances to ensure they are consistent with applicable state law for critical natural resources	Short Term	Planning Board
Appoint an ad hoc committee to update the Town's 2004 Open Space Plan to recognize progress made in preserving and protecting lands, identify progress still to be made, and make recommendations on appropriate ordinance changes	Medium Term	Select Board
Agricultural and Forestry		
Continue to limit non-residential development in critical rural areas to natural resource-based businesses and services, nature tourism/outdoor recreation businesses, farmers' markets, and home occupations	Ongoing	Planning Board, Site Plan Review Board
Continue to permit land use activities that support productive agriculture and forestry operations, such as roadside stands, greenhouses, firewood operations, sawmills, log buying yards, and pick-your-own operations	Ongoing	Permitted by Ordinance
Continue to include agriculture, commercial forestry operations, and land conservation that supports them in local or regional economic development plans	Ongoing	Economic Development Committee
Encourage owners of productive farm and forest land to enroll in the current use taxation programs via more detailed information communicated to Town residents	Short Term	Assessing Department
Consult with Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices	Medium Term	Planning Board
Consider amending land use ordinances to require commercial or subdivision developments in critical rural areas, if applicable, maintain areas with prime farmland soils as open space to the greatest extent practicable	Medium Term	Planning Board
Consult with the Maine Forest Service district forester when developing any land use regulations pertaining to forest management practices as required by 12 M.R.S.A. §8869	Medium Term	Planning Board
Marine Resources		
Identify needs for additional recreational and commercial access (including parking, boat launches, docking space, fish piers, and swimming access)	Ongoing	Select Board, Kennebunk River Committee
Encourage owners of marine businesses and industries to participate in clean marina/boatyard programs	Ongoing	Kennebunk River Committee
Support implementation of local and regional harbor and bay management plans	Ongoing	Kennebunk River

		Committee
Work with local property owners, land trusts, and others to protect major points of physical and visual access to coastal waters, especially along public ways and in public parks.	Ongoing	Select Board, Planning Board
Explore opportunities to expand public access to rivers and estuaries for small boat put-ins and walking paths	Ongoing	Select Board
Work collaboratively with the Monastery to preserve or expand public access to this riverfront property	Ongoing	Select Board
Work closely with the Kennebunk River Committee to assess fishery changes that may impact commercial use of the river	Ongoing	Select Board
Continue to fund, with Kennebunkport, the position of Harbormaster	Ongoing	Select Board, Budget Board
Provide information about the Working Waterfront Access Pilot Program and current use taxation program to owners of waterfront land used to provide access to or support the conduct of commercial fishing activities	Short Term	Assessing Department, Kennebunk River Committee
Economy		
Continue to develop the Town as a regional financial center	Ongoing	Economic Development Committee
Continue to assign responsibility and provide financial support for economic development activities to the Town Economic Development Committee, and discuss need for Town Economic Development Director	Ongoing	Select Board, Town Manager
Continue to consider appropriate means of financing economic development, whether by tax dollars, creating new tax increment financing districts, a Community Development Block Grant or other grants, bonding, or impact fees	Ongoing	Select Board, Finance Director
Use ESRI data and mapping systems from SMPDC to identify where Kennebunk dollars are being spent in and out of town to find gaps where goods and services are not locally available and where localization would be beneficial	Medium Term	Economic Development Committee
Diversify the tourism industry by incorporating trails, parks and the beach into an eco-tourism program, in concert with Kennebunkport and Arundel	Medium Term	Economic Development Committee
Take advantage of Kennebunk's location and central access to the Turnpike by promoting its presence at the Turnpike rest area with business-oriented promotional materials	Medium Term	Economic Development Committee
Combine the current project to create a branding and marketing program for Kennebunk with the need to improve first impressions at our "gateway" locations, with review of existing wayfinding signage	Medium Term	Economic Development Committee
Support the creative economy (professionals in the technology, arts, engineering and other creative economy sectors) by inventorying and understanding the level and types of creative talent in the community and developing a focused attraction strategy for specific technical and professional sectors, and establishing a program that links youth, schools and new companies to the creative economy, in concert with Kennebunkport and Arundel	Long Term	Economic Development Committee
Evaluate zoning classifications next to state and interstate transportation corridors to preserve adjacent land for potential non-residential reuse, e.g., train, I-95	Long Term	Planning Board
Begin to develop a regional economic plan to summarize, evaluate savings from joint projects and sharing, and further discussions on additional initiatives, especially with Arundel and Kennebunkport, due to existing RSU relationship	Long Term	Select Board, Finance Director, Economic Development Committee
Housing		
Continue encouragement of accessory housing units to allow multi-generational residential options	Ongoing	Permitted by ordinance
Seek to achieve a level of at least 10% of new residential development built or placed during the next decade be affordable	Ongoing	Planning Board

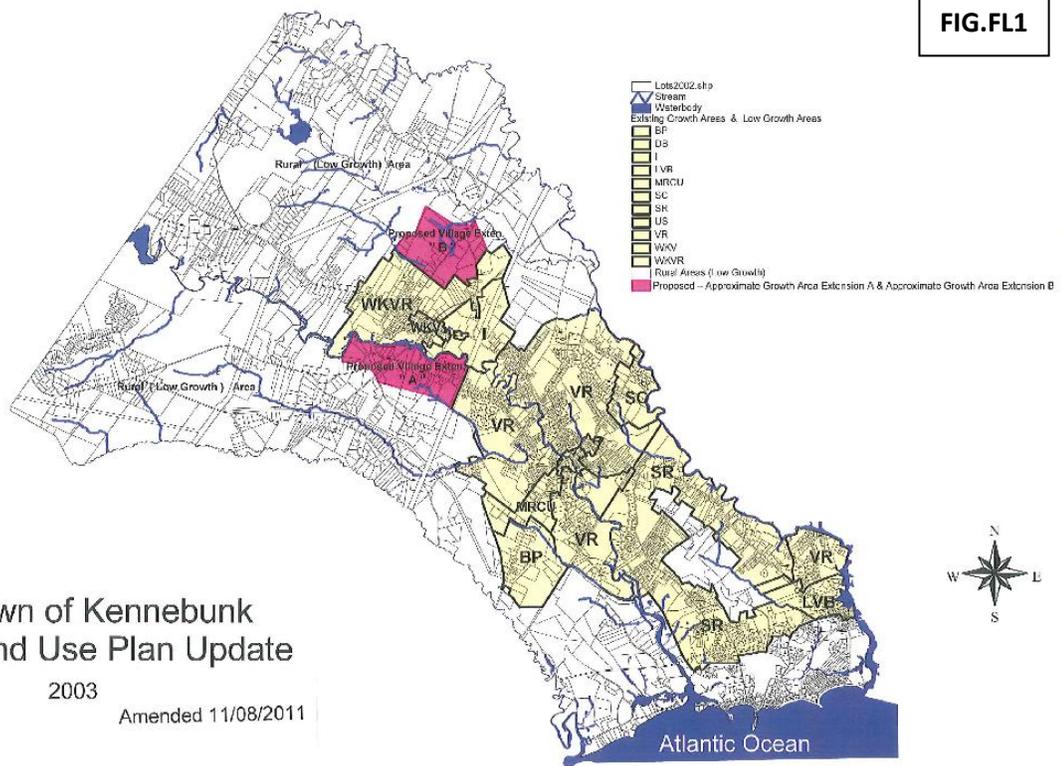
Continue to provide growth area location(s) where mobile home parks are allowed pursuant to 30-A M.R.S.A. §4358(3)(M) and where manufactured housing is allowed pursuant to 30-A M.R.S.A. §4358(2)	Ongoing	Provided by ordinance
Continue to support the work of Habitat for Humanity in allowing families to achieve housing through sweat equity and community support	Ongoing	Select Board
Establish an ad hoc Housing Committee to research needs through resident focus groups and meetings with developers to facilitate town-wide discussion on what blend of housing is desirable, and create a template for solutions, with a focus on affordable/workforce/senior housing and consideration of a regional approach. The cost of creating such housing, without government subsidies for both renters and developers, exceeds the revenue derived from users. Possible new configurations could include villages of “tiny homes,” townhouse clusters, adaption and re-use of Town-owned assets, housing units constructed on top of one story retail buildings already in place, and conversion of under-utilized office space on second and third floors into residential units.	Short Term	Select Board
Review and evaluate performance standards for dwelling size, lot size, current density bonus opportunities, and other incentives provided by zoning ordinances to evaluate whether they are providing the desired quantity of workforce, affordable and senior housing in growth areas	Short Term	Planning Board
Continue discussion about possible rezoning of parts of the Suburban Commercial District to include mixed use including a certain percentage of residential and commercial in one project.	Short Term	Planning Board
Discuss and consider need to identify and inspect Airbnb-type short-term rental units to ensure they meet applicable safety codes	Short Term	Select Board, Community Planning & Development
Study the Sustain Southern Maine Center of Opportunity Village model to look for opportunities to adapt this mix of walkable multi-generational units to existing neighborhoods	Medium Term	Planning Board
Consider a fiscal impact analysis to calculate the point at which growth becomes cost negative for the Town of Kennebunk, and ways to offset the increased cost to taxpayers. Studies indicate that extensive residential development in rural areas of towns may cost towns far more than the revenue derived from real estate taxes	Medium Term	Finance Director, Community Planning & Development, Public Services, Planning Board
Recreation		
Identify needed maintenance and repair of parks, trails, paths, shoreland areas required due to normal use or impacts of climate change, and create capital improvement fund for such	Ongoing	Select Board, Finance Board, Parks & Recreation
Increased public access to the Kennebunk and Mousam Rivers and maintaining the balance of commercial and recreational use of the harbor are important to residents, and should be factored into any discussions on riverfront development or re-development	Ongoing	Kennebunk River Committee, Planning Board
Identify and work with private owners as appropriate to acquire additional areas of public access for small boats and associated parking	Ongoing	Select Board, Kennebunk River Committee
Continue to work with the Bicycle Coalition of Maine to establish/maintain bike routes and lanes throughout Town	Ongoing	Community Planning & Development
Continue to work with developers to ensure open space subdivisions include whenever possible access to natural resources such as water courses, fields and trails, and discuss use of impact fees to determine if a “fair share” approach could be instituted for developers to enable capital improvements for parks and trails	Ongoing	Planning Board
Work with public and private partners to extend and maintain a network of trails for non-motorized uses. Connect with regional trail systems where possible	Ongoing	Eastern Trail & Kennebunk Land Trust, Conservation Commission

Continue to work with an existing local land trust or other conservation organizations to pursue opportunities to protect important open space or recreational land	Ongoing	Select Board, Kennebunk Land Trust
Discuss providing educational materials regarding the benefits and protections for landowners allowing public recreational access on their property by means of Select Board discussion/public workshop. At a minimum this will include information on Maine's landowner liability law regarding recreational or harvesting use, Title 14, M.R.S.A. §159-A	Medium Term	Select Board, potential stakeholders such as Kennebunk Land Trust and owners of larger properties
Consider appointing a subcommittee of the Conservation Committee or Parks & Recreation Committee to determine if Town could establish Level of Service (LOS) guidelines for parks and recreation system that can be used to periodically assess access, operating costs, quality of experience and establish priorities for any required improvements	Medium Term	Select Board
Transportation		
Continue to implement the Central York County Connection Study's recommendation to eliminate Y-intersections in order to improve traffic flow and safety.	Ongoing	Town Engineer
Continue to explore ways for the Town to further support the informal volunteer network of drivers who provide transportation for older residents	Ongoing	Community Planning & Development
Re-evaluate capital investment plan annually to update a prioritized improvement, maintenance, and repair plan for the Town's transportation network	Ongoing	Select Board, Budget Board
Inventory existing private roads to evaluate capability for Town to provide emergency response services, and work with residents to identify problems and possible solutions	Ongoing	Town Engineer, Public Works
Review Subdivision Standards to ensure clarification of position that maintenance of village street character is more desirable than street widening and realignment	Short Term	Planning Board
Review and update the Portland Road Traffic Management Study and review Route 1 South in concert with discussions on possible changes to the Suburban Commercial and Business Park districts zoning ordinance	Short Term	Planning Board
Appoint a Transportation Committee to advise the Select Board on further implementation of the Complete Streets program, creation of a bicycle and pedestrian master plan, create a policy to connect pedestrian bikeway systems including private and public trails, and education for motorists, bicyclists and pedestrians on respective "rules of the road." This Committee would also advise on possible in-town seasonal shuttle services to allow visitors, seniors and workers to park at selected lots in the Downtown or Sea Road School and be brought to the beach and Lower Village; such a shuttle could augment the York County Community Action's Shoreline Explorer service	Short Term	Select Board
Review Subdivision Standards to ensure clarification of position that maintenance of village street character is more desirable than street widening and realignment	Short Term	Planning Board
Evaluate existing wayfinding signs to ensure visitors can easily find parking options	Medium Term	Economic Development Committee
Explore a regional plan of cooperation to create and fund public transportation between towns for commuters, seniors, and visitors; and work with local transportation organizations such as York County Community Action and Shuttle Bus Zoom to determine to what extent Kennebunk could be added to the regional service system. A public transportation link to Biddeford and Saco for commuters and seniors should be explored.	Medium Term	Select Board, Community Planning & Development
Review ordinances to ensure consistency with the policy objectives of the Sensible Transportation Policy Act (23 M.R.S.A. §73); State access management regulations pursuant to 23 M.R.S.A. §704; and State traffic permitting regulations for large developments pursuant to 23 M.R.S.A. §704-A.	Medium Term	Community Planning & Development, Town Engineer
Public Facilities & Services		

Identify any capital improvements needed to maintain or upgrade public services to accommodate the community's anticipated growth and changing demographics	Ongoing	Select Board, Finance Director
Continue to explore options for regional delivery of local services	Ongoing	All Town Departments
Continue to ensure that public water supplies are protected from the risk of contamination	Ongoing	Select Board
Locate new public facilities comprising at least 75% of new municipal growth-related capital investments in designated growth areas	Short Term	Select Board, Finance Director
Encourage KSD and KLPD districts to coordinate planned service extensions with the Future Land Use Plan, using refined mapping	Short Term	Select Board, Community Planning & Development
Analyze the completed Facilities Survey and engage all town stakeholders to ensure there is agreement on priorities and how those impact changes to Zoning Ordinances to ensure growth is directed appropriately	Short Term	All Town Departments and Boards
Collaborate with Central Maine Power to avoid use of herbicides for land clearing under transmission lines, and consider ordinances governing clearing activities	Medium Term	Select Board
Review surrounding towns' Short Term Rental Ordinances to understand what type of Town review and inspection process should be considered in Kennebunk to protect both the Town and participating renters	Medium Term	Select Board, Community Planning & Development
<i>Fiscal Capability & Capital Investment Plan</i>		
Explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies	Ongoing	Select Board, Finance Director
Develop a plan and associated budget process that analyzes current and future adequacy of all Town buildings and facilities for both short and long term use	Ongoing	All Town Departments
Develop a long-term plan and associated budget process to transition Fire Rescue from per diem volunteers to full time staff	Ongoing	Finance Director, Fire Chief, Select Board, Town Manager
Continue refining the formal technology disaster recovery plan	Ongoing	IT Department, Town Manager
Continue to take steps to plan for potential climate change effects to assure the Town's credit risk as identified by Moody's Investor Services is not adversely impacted	Ongoing	Finance Director, Select Board, Community Planning & Development
Continue to match Town debt with the lives, or term, of assets being financed	Ongoing	Finance Director, Select Board, Town Manager
Identify capital improvements needed to maintain or upgrade public services to accommodate the community's anticipated growth and changing demographics, with intent to concentrate 75% of spending in growth areas	Ongoing	Finance Director, Town Manager, Select Board, Community Planning & Development
Develop a plan that defines future staffing needs and key personnel succession	Short Term	Select Board, Town Manager, HR Director
<i>Climate Change & Sea Level Rise</i>		
Incorporate sea level rise into decision-making and design of transportation improvements such as road and bridge elevations, surfaces, and storm water management	Ongoing	Community Planning & Development, Town Engineer
Continue to participate in the National Flood Insurance Program (NFIP) and Community Rating System (CRS)	Ongoing	Community Planning & Development
Collaborate in local and regional efforts to address climate change and sea level rise	Ongoing	Community Planning & Development
Continue to increase the use of renewable energy resources, conservation of energy, make carbon-free decisions wherever possible, and to seek out cost-effective materials created from recycled material and support companies using this material whenever feasible	Ongoing	Energy Efficiency Committee, Select Board

Identify the types and extent of capital investment needed to safeguard at-risk infrastructure	Ongoing	Select Board, Finance Board, Community Planning & Development
Continue to educate residents on the steps the Town is taking to address and plan for sea level rise and climate change	Ongoing	Community Planning & Development
Update HAT (Highest Annual Tide) levels on the Shoreland zoning map as needed	Review Annually	Community Planning & Development
Set an annual joint meeting of the Select Board, Community Planning & Development, Planning Board and Conservation Commission to review storm-related and everyday changes that have occurred during the previous 12 months in coastal and riverine areas, to identify the types and extent of capital investment needed to safeguard at-risk infrastructure, and if specific land use changes should be enacted to protect resources.	Prior to beginning the following year's budget process	Select Board
Improve analysis and mapping capabilities in order to identify and inventory public assets at risk	Medium Term	Community Planning & Development
Review floodplain management and land use ordinances to strengthen standards in vulnerable areas, and consider enhanced setback requirements to discourage growth in threatened areas	Medium Term	Planning Board
Consider a new Coastal Resilience Overlay Zone to identify vulnerable homes which will require enhanced protection when changes are made, including increased freeboard, elevation, limits on volume expansion	Medium Term	Planning Board
Adopt a policy to restore more natural flows where tidal flows have been restricted by existing road crossings or other development	Medium Term	Community Planning & Development, Town Engineer
Study MOGIS (Maine Office of Geographic Information Systems) topographic maps to determine where lots, houses, roadways and potential development limit marsh migration, both along the Mousam and Kennebunk Rivers, to determine what action, including, but not limited to, the creation of a Marsh Migration overlay zone, are necessary to allow migration.	Medium Term	Planning Board, Conservation Commission
Identify and upgrade as necessary storm water management infrastructure to cope with increased frequency and intensity of precipitation events	Medium Term	Community Planning & Development, Public Services
Discuss and plan for the eventuality of managed retreat, and conservation of floodable open space	Long Term	Community Planning & Development, Select Board, Planning Board

FIG.FL1



**Town of Kennebunk
Land Use Plan Update
2003
Amended 11/08/2011**

PDF created with FinePrint pdfFactory trial version <http://www.pdffactory.com>

FIG.FL2

LEGEND

- Growth Area
- Transition Area
- Rural/Conservation Area

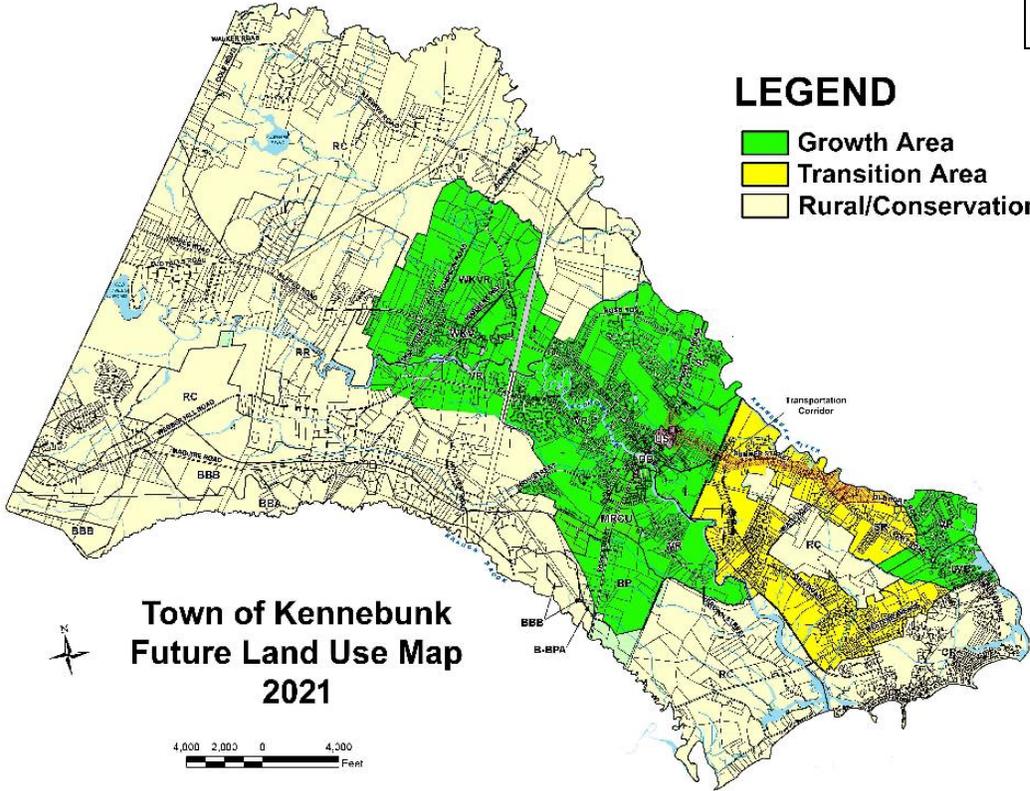
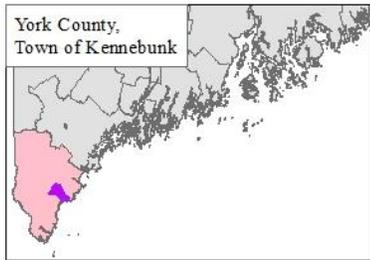




FIG.FL3



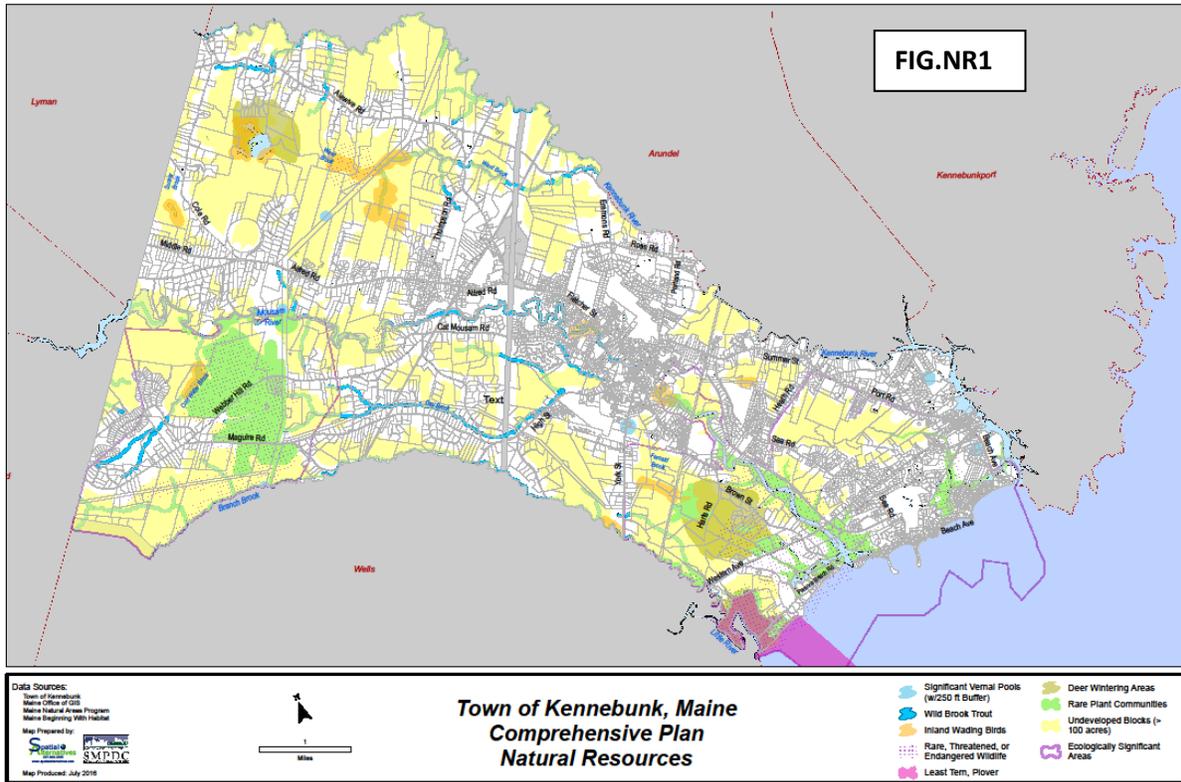
Kennebunk Development Constraints

Source Data: USDA, MEGIS, Maine DACF
 Projection: UTM, NAD83, Zone 19, Meters
 Produced by: Municipal Planning
 Assistance Program, DACF
 October 2020



0 1 2 Miles

Legend	
	Municipal border
	Conserved Lands
	100 year flood zone
	Hydric soils
	Partially hydric soils
	Shield Labels
	Interstate
	U.S. Routes
	State Routes
	GISVIEWMEDOT.CompRieSys
	Railroad
	NHDArea
	Waterbody
	Rivers
	Rivers/Streams
	Wetlands
	Contours100
	Contours



Larger scale figures can be found in Appendix C.