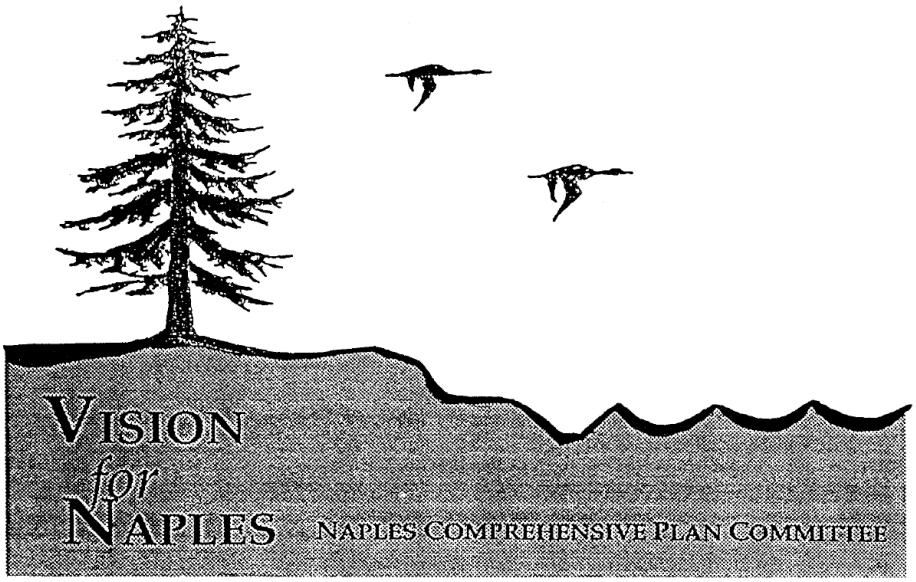
# TOWN OF NAPLES COMPREHENSIVE PLAN

*Approved by Naples voters at referendum held on May 17, 2005*
*Amended by Naples voters at referendum held on May 23, 2006*



**NAPLES COMPREHENSIVE PLAN**

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The Greater Portland Council of Governments (GPCOG) was our consultant on the project. The committee made a wise choice in selecting Senior Planner Rick Seeley of GPCOG as our consultant. He has used his vast knowledge of State laws and regulations to guide us through the rewrite process. Rick's experience and familiarity with Naples (he was the lead advisor for the 1991 Comprehensive Plan) made it possible for the Committee to keep to its schedule and generate this plan in a timely fashion. We appreciate his diligence and thank him for his patience and kindness. Natalya Harkins, Caroline Allam and Maddy Adams assisted Rick. In our initial start-up phase, before we had contracted with GPCOG, we were also assisted by Neal Allen of GPCOG and by Kathleen Brown of the Lake Region Development Council.

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Larry Anton
Chairman, Naples Comprehensive Plan Committee

**COMPREHENSIVE PLAN**
**NAPLES 2005**

## INTRODUCTION

### What is a Comprehensive Plan?

A comprehensive plan is a statement of what the Town's citizens would like the town of Naples to look like in the future, specifically 2015. The plan also embodies suggested strategies and policies on how to achieve the goals set forth in this document.

The "Planning and Land Use Regulation Act of 1988," as amended, requires Maine municipalities to develop a comprehensive plan every ten years, as a prerequisite for controlling land use. In developing and adopting a plan, it must meet the standards of the Act.

### How can a Comprehensive Plan serve the Town of Naples?

When the current Comprehensive Plan was adopted in 1991, there was much concern expressed about the large increases and fluctuations in taxes from year to year, rapid loss of rural character, open space, scenic resources, the loss of agricultural and forest to subdivisions, and commercial strip development, deterioration of water quality, wildlife habitat, loss of historic character of the Village, shortage of good paying jobs year round and reasonably priced housing.

One outcome of the Plan occurred in 1998 when the Land Use Ordinance was adopted establishing the Village District implementing ways to protect it. Nevertheless, many issues still remain.

By following the policies and strategies outlined in the Comprehensive Plan, wise choices can be made to avoid or at least minimize the following adverse effects of the continued population growth and development in Naples:

- rapid and widespread loss of rural character, open space, scenic resources.
- rapid conversion of agricultural and forest land to residential subdivisions and commercial strip development
- deterioration of lake water quality, groundwater quality, stream water quality and the recreational, fisheries, economic, and water supply values of these resources.
- deterioration of wildlife habitat, and of its unique value to the recreational economy.
- loss of historic character and small town image, particularly in the Village.
- continuing shortage of good paying, year-round employment opportunities.
- a continuing shortage of reasonably priced housing.

This comprehensive plan shall serve as a guide for Naples to achieve the following:

- regulate development so as to minimize the loss of open space, rural character, scenic resources and agricultural and forest lands, while still allowing a broad range of options for property owners to develop their land.

- direct new development into a pattern which minimizes development sprawl, thereby reducing the additional per capita costs of roadway maintenance, plowing, sanding and salting, emergency services, school bussing, solid waste collection and other costs.

- locally regulate development so as to effectively control its potential threat to the water quality of lakes, ponds, streams and groundwater.

- encourage a limited amount of new commercial or light, clean industrial development to provide more year-round job opportunities for local residents and to help offset the residential tax burden.

- encourage the long-term development and maintenance of an efficient, safe transportation network.

- encourage the preservation and adaptive reuse of the historic structures so as to protect them and the unique small town character and identity that they impart to the Town, especially in the Village District.

- provide adequate public access for residents and visitors to open space, lakes, ponds and streams, within the abilities of the Town to provide them and the ability of natural resources to support them.

- encourage and promote the development of housing by private developers which is affordable to Naples residents.

- reduce fluctuations and increases in taxes by coordinating the long-term and short-term needs for capital improvements so as to anticipate them and plan for the most cost-effective ways to acquire them.

Although the Comprehensive Plan recommends certain actions, capital expenditures and the adoption of ordinances, the plan's adoption alone does not obligate the Town to carry out these actions or expenditures or to adopt ordinances. That authority rests with the Town Meeting and its Selectmen. However, strong policies need to be established and enacted to accomplish the will of the residents of Naples.

## What is Smart Growth?

"Smart Growth" refers generally to efforts to invest and grow in a wiser, more sustainable manner as an alternative to sprawl with its attendant negative impacts on fiscal health, environment and community character. The "Smart Growth Principles" promulgated by the state of Maine include:

- Maintaining Maine's historic settlement pattern of compact villages and urban centers separated by rural countryside and sustaining a unique sense of place in every community by respecting local cultural and natural features.

- Targeting economic and residential growth to compact, mixed use centers in areas with existing or planned infrastructure and services at a scale appropriate for the community and region.

- Preserving and creating mixed use, pedestrian-friendly neighborhoods that incorporate open areas, landscaping and other amenities, which enhance livability.

- Investing public funds and providing incentives and disincentives consistent with the vision expressed in the three principles above.

- Providing choice in the mode of transportation and ensuring that transportation options are integrated and consistent with land use objectives.

- Protecting environmental quality and important natural and historic features of the State and preserving large areas of unfragmented wildlife habitat and undeveloped land.

- Encouraging and strengthening agriculture, forestry, fishing and other natural resource-based enterprises and minimizing conflicts of development with these industries.

- Reinvesting in service centers and in downtowns and village areas, and supporting a diversity of viable business enterprises and housing opportunities in these areas.

- Establishing and maintaining coalitions with stakeholders and engaging the public in the pursuit of smart growth solutions.

For municipalities without significant growth pressures and/or smaller rural communities without substantial infrastructure, smart growth involves consideration of the above principles to the extent that they are applicable and ensuring that the development that does occur is accomplished in a manner that enhances community values, avoids incremental negative impacts and is consistent with a sustainable and fiscally sound growth pattern.

## Benefits After Adoption

This plan offers the opportunity to avoid or minimize adverse effects on the quality of living in Naples.

When adopted by a vote of the Town Meeting, the comprehensive plan will serve as a framework for local officials and boards to use in the development of local regulations and local public facilities and services. The plan will also serve as a guide for voluntary actions by interested citizens, civic organizations, and businesses, that will work toward the community's desired future as expressed within the plan.

Although the comprehensive plan recommends certain actions, capital expenditures, and the adoption of ordinances, the plan's adoption alone does not obligate the Town to carry out these actions or capital expenditures, or to adopt ordinances. The authority to adopt ordinances and to appropriate funds remains with the Town Meeting

## Public Participation in the Planning Process

Beginning in October 2002, the committee began meeting to gather facts and figures needed for the preparation of the updated Comprehensive Plan.

Material was sought concerning community character, population growth, housing, the local and regional economy, existing land use, natural resources, including water resources, cultural resources, historic and archaeological resources, scenic resources, agricultural and forest resources, public facilities and services, transportation, recreation and public access, and the Town's fiscal capacity.

In the spring of 2003 the Naples Comprehensive Plan Committee held a series of five neighborhood forums. At the November election, the Committee distributed surveys to which over 300 residents responded. Since that time there have been two informational meetings and twice-monthly meetings open to the public.

The results of the surveys indicated a strong desire by the citizens of Naples to maintain the rural character of the area, and keep the lakes and ponds unpolluted while maintaining clean aquifers and open spaces. Other concerns were for the improvement and preservation of the Causeway and the Village Green while providing year-round opportunities for small businesses and recreation.

In February 2004, the Committee held a public meeting to present the survey results and the vision statement derived from the survey results and the series of five neighborhood forums.

In December 2004 the Committee presented its findings at a public meeting at the Songo Locks School. They displayed a series of maps developed by LEA showing natural resource constraints and existing land use. Public comment was sought on initial draft goals and objectives. Questions were answered and literature was available on the application of Smart Growth principles.

On March 15, 2005, the proposed Comprehensive Plan was made available for public review at the Naples Town Office and at the Naples Public Library, and a public notice was posted and advertised for April 14, 2005. The public hearing was held on April 14, 2005 at Songo Locks School.

## Goals, Objectives and Policies

**Goals** represent broad general statements of what the community desires. Each goal has listed below it one or more objectives. **Objectives** are measurable steps that a community can practically accomplish on its way toward achieving a particular goal. Below each objective are one or more policies. **Policies** are statements of how the community intends to meet the particular objective. In this way the Committee was able to translate the Vision for Naples 2015 into reality.

As required by the Planning and Land Use Regulation Act of 1988, as amended, the Committee reviewed its draft goals, objectives and policies to ensure that they concurred as closely as possible with the ten state goals. The Committee also reviewed its draft against those of the region and neighboring towns looking for opportunities to cooperate regionally.

## Implementation Strategies

The goals have been drafted to represent what the citizens of Naples want for their town. The objectives say how much they plan to achieve. The policies say how they intend to achieve it. Implementation strategies are still more detailed statements of which Town Officials, Citizen's Committees or other parties will carry out what policies, and when they should be implemented. For policies involving capital expenditures, implementation strategies include estimates of what these capital expenditures will cost.

The capital cost estimates, and the dates by which the Town will need or desire to make them have been combined into a Capital Investment Plan.

The voters of Naples will be able to vote on whether to adopt the Comprehensive Plan at the Town Meeting in June 2005.

# SECTION 1:

# ISSUES AND OPPORTUNITIES FOR THE FUTURE

## 1.1 Community Character

Naples, Maine lies in southwestern Maine on the north shore of Sebago Lake. Of the 20,000 acres that comprise Naples, 3,300 are water. Among the lakes, ponds, and streams are Long Lake, Brandy Pond, Trickey Pond, Cold Rain Pond, parts of Holt and Peabody Ponds, Muddy River and Muddy River Bog, Crooked River, Songo River, and Leavitt Brook. Located in the midst of Maine's vacation area, Naples also has two mountains - Madison Mountain and Chaplin Hill.

The major highways into and from Naples are Routes 302, 114, 11, and 35. These roads connect Naples to the nearby White Mountains and North Conway, New Hampshire. Naples is also less than an hour's drive from Portland and Old Orchard Beach on the Atlantic coast.

### 1774-1833

What is today Naples was first settled as a part of a land grant to the heirs of those who participated in the expedition against Quebec in 1690 and other military services.

Mr. George Pierce is noted as the first settler in what is now known as Edes Falls. Using water as an energy source, he built a gristmill and a sawmill. While Mr. Pierce was expanding his milling operations, serving as agent and clerk for the Plantation, and serving as constable, Naples began to expand in other areas.

In 1784, what is now Route 302 (Roosevelt Trail) was first laid out and development began along it. A tannery was operating near the shore of Brandy Pond and on the hillsides near what would become the center of town the agricultural enterprises began. Among them were sawmills started by the Chaplin family in the northwest part of town (Chaplins Mill Road) and another by Francis Kimball at "Kimballs' Corner." Along with the saw and gristmills were farms and orchards.

In 1790, the first inn was built to accommodate travelers from Portland to Bridgton and points north. By 1825, there were at least three such businesses operating near the lake.

When the Oxford-Cumberland Canal was completed in 1830, Naples became a major stopping point for people and goods heading further inland, with many staying to become residents. Among the goods destined for Maine were textiles, stoves and other manufactured goods. The outward bound were Maine produced cordwood, wood shingles, cider, apples, and potatoes.

Naples at this time was a blend of farmers, loggers, millers, smiths, coopers, and small businessmen operating the inns, tannery, and the like.

### 1834-1900

By an act of the legislature, the Town of Naples was incorporated on March 4, 1834. The first town school appropriation was $250.00.

During this time, the canal was at peak use. Many of the boats were owned and operated by Naples citizens. A boat could carry as many as 10 or 12 cords of wood and as much as 30 tons of freight. It was usual for a round trip from Harrison, the fifty-four miles to the Fore River, to take about one week. A typical voyage might carry a boatload of apples from the Perley Farm in Mast Cove and deliver them to a schooner in Portland harbor. The return trip would bring grain and molasses and general merchandise. With the advancement of the

steam engine, hauling freight along the waterway diminished as cargo was off-loaded to trains at Sebago Lake Station in Standish. For another fifty years, the Harrison to Standish waterway was used while the other locks and canals fell into disuse.

With a growing population of residents, the school appropriation had risen to $1,000. During the peak canal years, Naples boasted a population of 1,218 (1860) and in 1890 the population had dropped to 1,046.

At a town meeting in 1858, the Town agreed on the site for the Methodist Church that was to be built. The Union Church, consisting of both Congregationalists and Baptists, had been built the year before and dedicated earlier in the year. By the end of 1858, the faithful were attending both churches.

The many farmers surrounding the lakes formed the Naples chapter of the Grange in 1875 and in 1881 the Naples Farmers Club was organized. To assist in earning income, these farmers also opened their homes and outbuildings to tourists for summer lodging. This could be said to be the beginning of the summer tourist business.

The Bay of Naples Hotel was built in 1898 and opened in July of the next year. Built in the style of the greater Poland Spring resort hotel, it accommodated many guests vacationing in Naples and many customers of the Sebago Steamboat Line. Among the entertainers the hotel provided for guests were Eddie Cantor and Rudy Vallee.

**1901-1935**

The turn of the century brought many changes to Naples. Trucks were now bringing needed goods to and from the lakes area. This new form of transportation replaced the business of hauling freight on the lakes and through the locks. What had been prime locations for business began to be sold to people from out of town who built themselves waterfront vacation homes. Charles Jordan of Portland was the first of these.

It is also about this time that Naples residents began to offer summer lodging on a daily basis. This is still in practice today, albeit the price is much higher than the dollar a day charged in 1901. And to provide entertainment for them, as well as the residents, the Casino was built in 1902. Summer residents, summer tourists, and year-round residents alike were entertained there with dances, fairs, movies, political rallies, and other social events. Its location on the shore of Long Lake assured its being a central part of the life in town. Accompanying the Casino, businesses such as "Tarry by the Lakeside" offered food, ice cream and penny candy to the passerby. With a steamboat cruise line operating on the lake, and the Bay of Naples Hotel, and many other inns and cabins opened for business, the Town enjoyed prosperity. The small businessmen had plenty of summer customers in their shops, the farmers plenty of buyers for their produce and carpentry, plumbing, and blacksmith services were required by both.

The school appropriation had risen to $1,100, with those funds supplemented with a like amount from the state. Population in 1900 was 813. With the disuse of the canal, many self-employed boat owners and dockworkers no longer had viable businesses and thus went elsewhere to support themselves.

In 1907, a group of socially minded women founded the Naples Library Association and a Miss Marcia Clark was chosen as librarian at a salary of $50.00 a year. The library started with 94 books and 14 magazine subscriptions. Contributions of time, money, and books from

both residents and summer guests have assisted greatly in the growth of the Naples Library. Originally housed in private homes, the library association purchased its own building in 1923.

During this period, summer camps for boys and girls became popular. In 1922, the post-war depression had ended and the stock market began a sharp upward rise. With the profits of this boom, the more affluent families of New York (an estimated 50% of campers) and Boston not only sent their children to such places as Highland Nature Camp (Camp Metaponi) and Kearsarge (Camp Takajo) and the Sky Farm Camp (Camp Skylemar) but also came to vacation near the lakes for themselves.

Thompson' Fishing Camps opened on the north shore of Sebago at the mouth of the Songo River. These camps provided the opportunity to catch Atlantic landlocked salmon. The Chute Homestead and Camps were located on the east shore of Long Lake on approximately 200 acres. Other businesses that opened for the lodging of guests, included Long Lake Cabins, the Chaplin House and Cabins, and Harriet Homestead.

The national standard of living had become high enough to permit vacations. The urbanization of the eastern seaboard, the number of automobiles (8.89 million in 1920), and the natural beauty of the area combined to make Naples popular. The economic growth of the larger cities fostered the economic growth in the Naples area and it also dictated the direction of that growth. The only major manufacturing done in Naples at this time was the Corn Canning Factory located on the shores of Brandy Pond. Minor industries such as ice harvesting were in practice but the economy was primarily based on tourists and vacationers. The change from pioneer farming and logging community to summer resort and vacation community was complete.

**1935-1970**

The Town of Naples continued to evolve as a community and an indication of this was the formation of the Naples Volunteer Fire Association in 1938. Among the founding members were men with surnames such as Plummer, Build, Knight, Ridlon, Burnham, and Chaplin.

To help ease the economic problems of the Great Depression, the Federal government financed the WPA project creating the State Park on the shore of Sebago Lake. Locally this was known simply as "the project". It was not thought well of by all residents, many remembering the thousand plus acres that were used for hunting or berry picking; even the Portland Water District tried to alter the plans for the area. And yet local businessmen profited from its existence. After the gasoline rationing of the war, people could again travel to the shores of Sebago. An estimated total of 38,000 visitors enjoyed the park in the summer of 1947.

The Naples population had reached a low of 640 in 1930. Many had left to join the westward expansion and still others migrated to the cities seeking employment. The previous economic center point of Naples, the canal and agriculture, had withered; tourism had yet to grow enough to support a larger population.

The population from 1930 to 1970 grew very modestly from the previous 640 to 956. No major manufacturing had grown to attract people with the promise of employment. Where, on Lakehouse Road alone in the 30's, there were five farms growing crops and livestock, in 1970, there were but two. The population grew in proportion to the number of tourists that visited the town. Tourism alone could not support a large year-round population.

**1970-1989**

The seventies were hard on the business of tourism. Inflation was a worldwide problem, a petroleum shortage was created, and in the U.S. the unemployment rate was 9.2% (1975). But the 80's created new avenues for expansion. And, as before, the new direction of Naples was greatly influenced by these outside events.

Perhaps the most telling statistic regarding the direction of new growth is this: In 1983 restaurant and lodging receipts were 1.04 million while building materials sales were less than $950,000. In 1987 the total of restaurants and lodging receipts were 2.08 million and the building supplies 4.15 million. This illustrates the recent rise in prominence of the building business over tourism. Further, in 1983 21 building permits were issued and in 1987 104 were issued.

Again the suburban expansion of the larger cities played a major role in the development of Naples. With a more vigorous economy the average selling price of homes and land increased. The growth that had taken place in Scarborough, Westbrook and Gorham now reached Naples. In 1983 the average selling price in Naples was $30,000 and in 1986 that figure had reached $81,235. In Portland the average is approximately forty to fifty thousand dollars higher.

The population of Naples increased by 91% between 1970 and 1980. Between 1980 and 1987 the population of Naples grew about 33% but the labor force grew slightly more than 60%. This indicates that the population growth is not from family growth but in-migration of labor force age people. The greatest portion of the population is between the ages of 20 and 45, 267 males between the ages of 30 and 34 being the single largest grouping. Naples now has a population of 2,444 and a labor force of 1,015.

With the increased labor force, the larger number of homes, and no major manufacturing located within the town, Naples has entered another step in its evolution. Beginning as a frontier logging and farming community, Naples is now passing through the epoch of tourism and vacationing even though the summer population increased about 400%. It is becoming a bedroom community for the Greater Portland employment market.

The escalated price for real estate in the metropolitan area has overcome the problem of distance in regards to the workplace. This development will exacerbate the existing problem of affordable housing as increased demand also increases prices.

**1990 – 2004**

From 1990 to 2000, Naples experienced a slow but steady growth in population, employment and housing but since 2000 we have seen a much more rapid period of growth as evidenced by the number of building permits. There has been a corresponding rapid escalation in home prices since 2000 with the median home sales price going from 110,000 in 2000 to 138,000 in 2003, an increase of 25%.

The year-round population of Naples increased about 19 per cent from 1990 to 2003 reaching 3,392 in 2003. Adding all the seasonal residents; campers; vacationers in rental cottages and other units; children in summer camps; and camp employees, there are about 12,000 people residing in Naples during the peak summer season. The composition of the full time residents of Naples has followed national and regional trends with aging “baby boomers” and fewer younger people.

Naples has seen a much more rapid growth of seasonal housing from 1990 to 2000 (30%) than in year-round housing (18%). The goods and services that are demanded by these seasonal housing units form an important part of our economy. But since most of the seasonal units are in either waterfront or water access locations, we cannot expect this trend to continue for the long term as there is a limited number of such locations that can be developed.

The conversion of Naples into a bedroom community for the Greater Portland area is a trend that has continued into the current period spurred on by the increasing lack of affordable housing in areas closer to Portland. From 1990 to 2000, the number of employed residents working in Naples decreased from 22.7 to 19.3 percent while the mean commutation time has increased from 27.9 to 30 minutes. This is significantly above both the county and statewide figures. An unfortunate side effect is that the more that Naples becomes a seasonal and bedroom community, the harder it becomes to find decent affordable housing.

## Summary & Conclusions

Throughout the history of Naples, several assets or characteristics have remained constant attractions even to this date. The top desired characteristics reported in the 2004 citizen survey are: Rural Character and Open Spaces; Nearness to Lakes & Ponds; Clean Water and Aquifers; the Attractiveness of the Town with its Causeway and Village Green; and Affordable Tax Levels.

## Rural Character

In the pioneering days and through the farming era, the trees were cut as lumber and ship masts until the best were gone and the remainder became the enemy of the farmer who was interested in clear fields. Scattered farms added to the rural character, did not adversely affect the wildlife habitat, and became the first tourist accommodations. Farmers found easy money by opening their houses and outbuildings for summer accommodations. Most farms were marginal livelihoods compared to the competition in western lands and the farms gradually disappeared leaving the fields to be reclaimed by the forests. Timber once again became the major crop of rural Naples until 1980 when land values for home development became very high. The appearance of trucks and automobiles in the early 1900's effectively moved the seaport of Portland closer (from days to hours) from Naples. This has promoted suburban type developments of single-family homes. The rural character is steadily changing as open space and woodlands are subdivided into house lots.

## Lakes & Mountains

The lakes originally served as transportation for timber and supplies as well as a source of fish for food. Forty-four miles of lake and river shores outnumber the major roads of 37 miles. The use of water transport lasted from the pioneering days through the farming era until the railroads proved faster and cheaper in the late 1800's. At this time, the prime use of the lakes shifted to recreation and sports with a yearly influx of visitors four times the local population. Children’s camps flourished after 1900, all located on a lake or stream. Fishing sport camps like Thompson's Point attracted the famous and infamous to enjoy the salmon fishing in Sebago Lake. Today the camps are being converted into year-round homes and the lakes used for fishing and boating to an extent that precludes solitary enjoyment. Where natural bottlenecks occur as in the Bay of Naples or the Songo River, boat traffic is as congested as our highways. Bridge openings at the Naples Causeway create massive traffic jams in the summer. Lake quality is threatened by boat use and shore development. The lakes and shorelines will need careful control to maintain their cleanliness and attractiveness.

The mountains have been a tourist attraction only in the last 100 years. The automobile has brought them closer to civilization and they too are being cleared and built upon so that the visual beauty of the skyline is being scarred by residences.

**Attractiveness of the Town**

The highway (Route 302) and Causeway environs have always been an attraction, especially when the Hotel and Casino were in use. The Hotel is gone but the Casino has been maintained as a viable seasonal business attraction. The Old Town Hall was built on the Village Green in 1834 after the town was incorporated. Today, it is used as offices for the Naples Historic Society that operates a museum on the Village Green in a historic fire station. The historic Grange Hall and the Town Office/Post Office building add to the ambiance of the Village Green. The two churches in the village add to the New England charm and are well maintained today. The attractiveness of the Town's business district is well worth preserving, as indicated by the survey results. Yet, this attractiveness may be in danger as development continues along the Route 302 Corridor.

**Low Tax Level**

Timber and farmlands require the least town services compared to any other use. Past taxes are based on this. Light manufacturing, of which Naples has little or none, contributes equal taxes to the services required. Single-family homes, placed initially into a rural environment, demand 1 1/2 times as many services (especially schools) as they support with taxes. The number of new single-family homes that have been constructed in the recent past together with those subdivisions already approved and those that are pending imply increased demands for services in the future. One mitigating factor is the increase in seasonal homes that contribute to our tax base without a corresponding need for services. Even so, careful budgeting and resource management is needed to slow the ballooning of taxes.

One large factor in the tax situation is the high value of land and houses, especially shore front property. This puts uncomfortable pressure on residents, many of whom have seen their property values and tax bills rise at a much faster rate than their income. This can make it difficult especially for seniors and retirees who wish to stay in town. Although the State has voted grant money to alleviate the worst cases of high taxes/low income, the pressure remains for people to negate any Town spending at all regardless of its need.

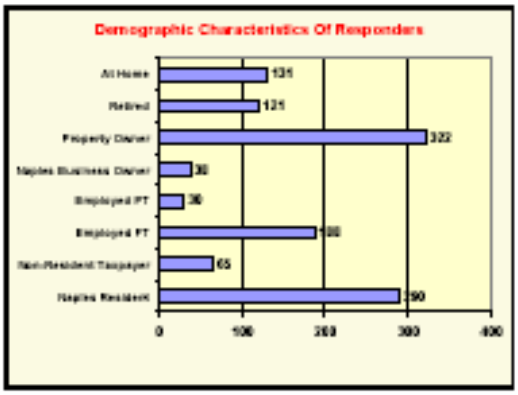
We have today situations, if we do nothing, which threaten our greatest assets. It will be for the future generations to judge whether we can control changing conditions well enough to save our rural character; lakes and ponds; clean air and water; and our Towns attractive charm (the fabric of our character) while maintaining our tax rate at a reasonable level.

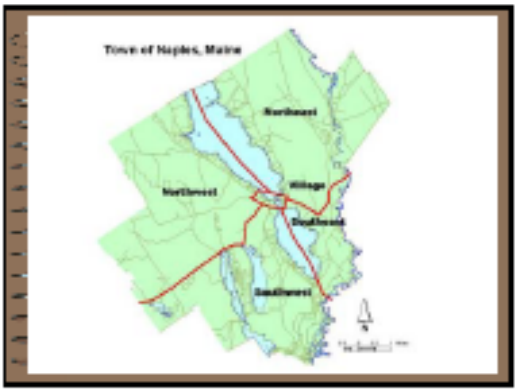
## 1.2 Survey Results

# Naples 2020

# Citizen Survey Results

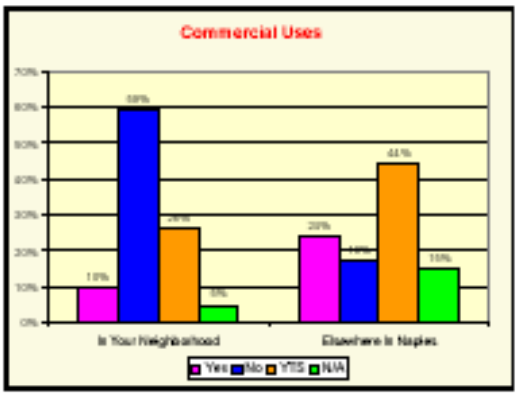
February 9, 2004

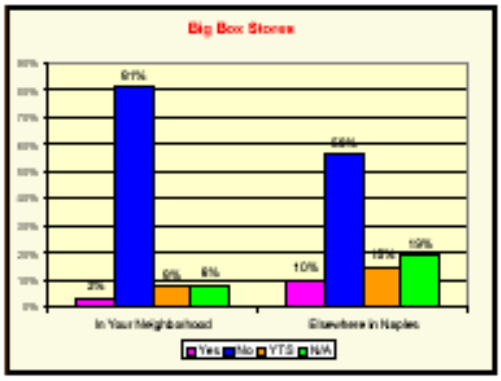


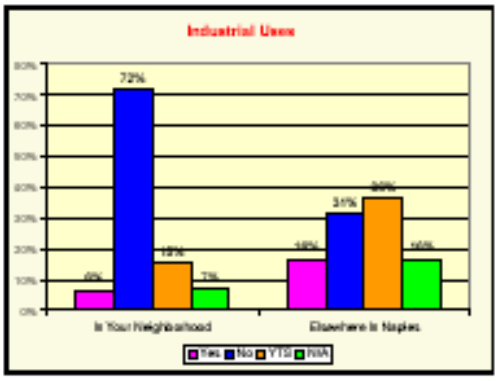



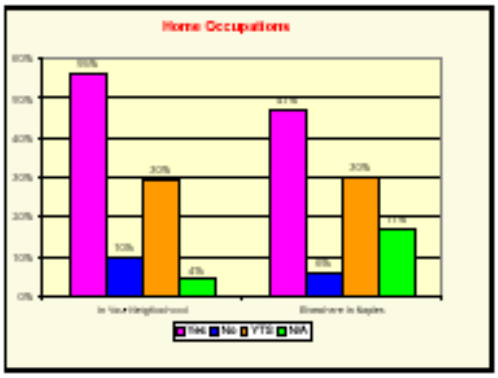
## Legend Key

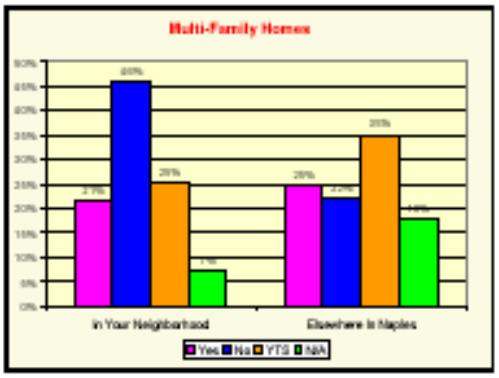
- Yes
- No
- Yes With Tight Standards
- No Opinion

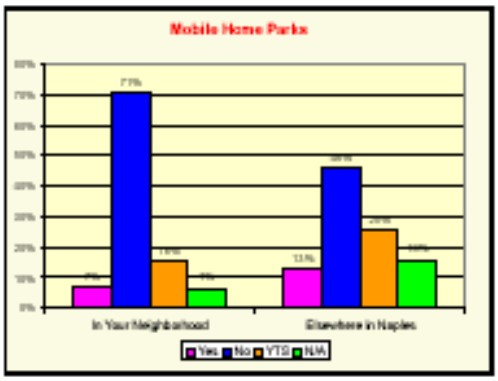


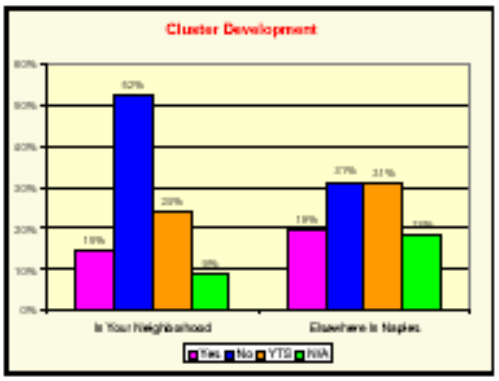

Big Box Stores
In Your Neighborhood
Elsewhere in Naples
Yes No YTS N/A

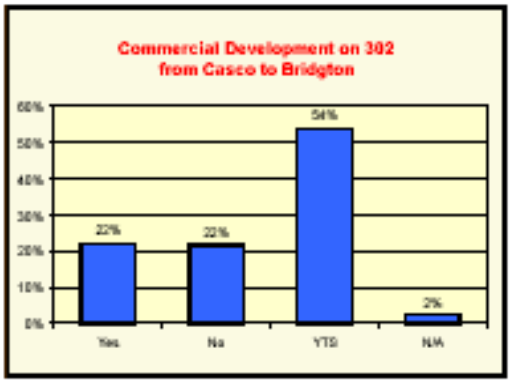

Industrial Uses
In Your Neighborhood
Elsewhere in Naples
Yes No YTS N/A

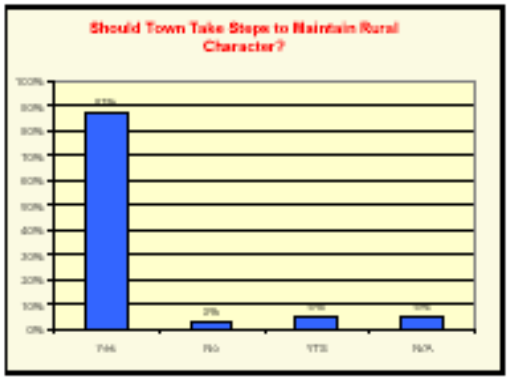

Home Occupations
Yes No YTS N/A

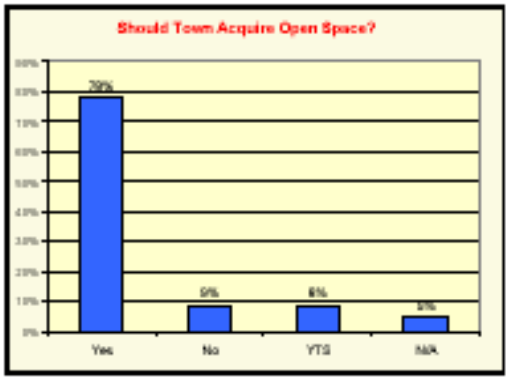

Multi-Family Homes
In Your Neighborhood
Elsewhere in Naples
Yes No YTS N/A

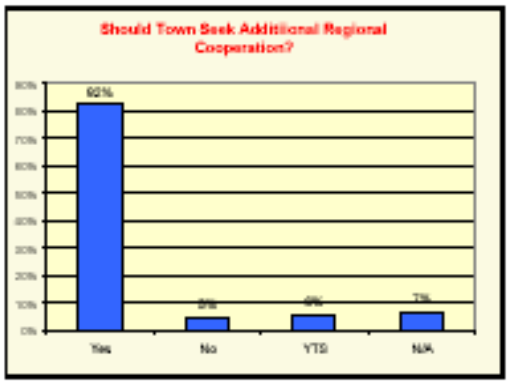

Mobile Home Parks
In Your Neighborhood
Elsewhere in Naples
Yes No YTS N/A


Cluster Development
In Your Neighborhood
Elsewhere in Naples
Yes No YTS N/A






## Things Naples Should PRESERVE and MAINTAIN

| | |
|---|---|
| Rural Character | 21.6% |
| Lakes & Ponds | 10.4% |
| Clean Water/Aquifiers | 7.6% |
| Open Spaces | 6.9% |
| Causeway | 6.6% |
| Village Center/Green | 6.0% |

## Changes Naples WANTS & NEEDS

| | |
|---|---|
| Causeway - Planned Reform | 14.1% |
| Business - Year Round | 13.2% |
| Zoning | 10.7% |
| Planned Growth | 6.4% |
| 302 Traffic Reform | 5.8% |
| Marine Safety Ordinances | 5.5% |

## UNDESIRABLE Changes to Naples

| | |
|---|---|
| Strip Malls/Fast Food Chains | 14.5% |
| Unrestricted Development | 13.7% |
| Big Box Stores | 8.5% |
| No Planned Growth | 6.9% |
| "OOB" Mentality | 5.6% |
| Race Tracks | 4.8% |

## 1.3 Vision Statement

# Naples 2020 - A Vision for the Future

In the Spring of 2003, the Naples Comprehensive Plan Committee held a series of five regional Public Forums in Naples to get feedback on its residents ideas for the future of our town. On Election Day in November, 2003, the committee distributed a survey which was filled out and returned by over 300 people. Using the survey results and the information that was obtained at the Public Forums, we have prepared a Vision Statement for the future of Naples.

Naples is a many faceted town in the Lakes Region of Northern Cumberland County. It has been a traditional summer tourist destination since the 1800's. The population is a diverse blend of working families, seasonal residents and retirees with a large influx of short term summer visitors. The Town provides a varied mix of services, retail stores, restaurants, and recreational opportunities to its residents and visitors while maintaining the natural beauty of its lakes, rivers and woodlands.

Naples is centered around its Village District with its archetypal New England churches, Grange Hall and well preserved traditional residences. The Causeway with its Casino dating from 1902 is a magnet for summer visitors. Commercial development has been concentrated on the Route 302 corridor and on Route 11 towards Casco. Campgrounds, summer camps and seasonal residences are concentrated on the many miles of frontage on our lakes and rivers. Naples, together with its Casco neighbor, is the home of the heavily used Sebago Lake State Park.

We recognize the many elements that are essential to our community. These include:

- Residential elements, both seasonal and year round, with some well defined neighborhoods.
- Commercial elements which provide jobs for residents and services to residents and visitors.
- Environmental elements consisting of our clean lakes, unspoiled rivers and woodlands with an abundance of scenic views.
- Recreational elements with a wide choice of activities such as swimming, boating, golf, fishing, hunting, hiking, and snowmobiling.

- Essential services provided by local government including road. maintenance, waste removal, schools, Marine safety, fire protection and rescue services.

Our vision for Naples sees a town where:

- a thoughtful land use plan will take all these elements into consideration and result in reasonable coexistence between them.
- the rural character of Naples will be preserved with its working forests, unpolluted lakes and rivers, and scenic views.
- our village district will be well preserved and maintained with the outlying Commercial Districts phasing into the village with a harmonious blending of architectural styles and signage.
- a traffic flow pattern will be established which allows people to move about the town easily and efficiently.
- there will be diverse housing opportunities with a reasonable tax burden which will allow a mixed population of individuals, families, retirees, workers, craftsmen, artists, professionals, and seasonal residents.
- we will encourage environmentally friendly clean and quiet commercial enterprises that are compatible with the rural nature of our residential community which will:
  a. provide needed services to residents and visitors.
  b. provide jobs necessary to support individuals and families who are year round residents.
- all forms of recreation and relaxation will coexist with noise and other forms of pollution tightly controlled.
- the contribution of visitors and tourists to the well-being of the community is recognized and additional services will be developed to meet their needs including: strategically located and well maintained public rest rooms; increased shopping opportunities; more recreational, cultural, and sight-seeing options; parking; more lodging options.
- visitors and tourists will continue to be welcomed not just in summer but on an increasingly year round basis.
- seasonal residences are encouraged which will enable us to keep the overall tax rate at an affordable level.

# SECTION 2:

# INVENTORY AND ANALYSIS OF EXISTING CONDITIONS

## 2.1 The People of Naples

The comprehensive plan establishes the framework for decision making in a community. The foundation of this framework is a clear understanding of the people in the community. In this chapter, we will examine the basic characteristics of the people of Naples by documenting past population growth, and expected future population growth.

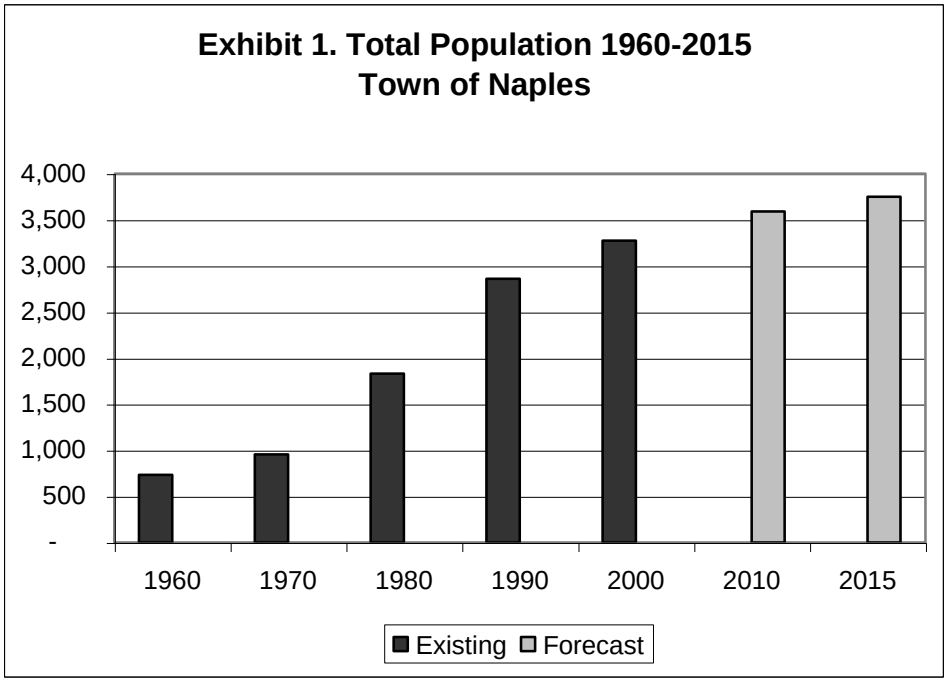
**Historical Population Growth Trends**

Anticipating population growth is an integral part of planning for the future. Projections of future population depend on a solid understanding of historical growth trends of the Town of Naples, the region the state, and the nation.

The most significant national trend to be taken into account is what's known as the "baby boom". The baby boom refers to those people who were born in the post World War II era of economic prosperity. In general, people born between 1946 and 1964 are considered baby boomers. The boom refers to the jump in the number of children that were born during these years compared to years immediately before and after. If numbers of births were plotted for the 1940 to 2000 period, the baby boom period would clearly stand out.

The period between 1965 and 1976 is known as the "baby bust" during which the actual number of children being born in each year dropped below numbers recorded for the baby boom period. This trough in the birth rates has occurred due to the lifestyle decisions of the baby boomers. These people remained single longer than previous generations and delayed childbirth longer than previous generations. Because of this delay in having children, a new "baby boomlet" occurred. Sometimes referred to as the echo effect of the baby boom, the number of births picked up considerably beginning in 1977. While not quite as strong in number as the baby boom, the boomlet reached the elementary schools of communities across the country in the late 1980s and early 1990s. The last of the baby bust made it through the school system in 1994. The baby boomlet began graduating from high school in 1995.

Such waves of population in the U.S. are extremely important, since overall, the US is not growing very rapidly. Total numbers of people do not change drastically. Instead, changes in population age structure are the most dominant trend in US population study.




*Source: U.S. Census and State Planning Office*

## Local and Regional Population Changes

The population of the Town of Naples nearly doubled between 1970 and 1980 and was gradually increasing during the last two decades. Exhibit 1 displays actual population growth as documented by the U.S. Census figures for 1980, 1990, and 2000. From 1980 to 1990, Naples' population increased from 1,833 to 2,860 people, a total increase of 1,027 people, or about 56.0%. By contrast, growth slowed considerably from 1990 to 2000, when Naples population increased by a total of 414 people, or about 14.5% (Exhibit 2).

**Exhibit 2. Naples Population Increases, 1980-2015**

| Year | Population | % Increase | | | | | |
|---|---|---|---|---|---|---|---|
| | | Annual | 5-year | 10-year | 15-year | 20-year | 25-year |
| 1980 | 1,833 | | | | | | |
| 1985 | 2,113 | | 15.3% | | | | |
| 1990 | 2,860 | | 35.4% | 56.0% | | | |
| 1991 | 2,960 | 3.5% | | | | | |
| 1992 | 2,988 | 0.9% | | | | | |
| 1993 | 3,023 | 1.2% | | | | | |
| 1994 | 3,060 | 1.2% | | | | | |
| 1995 | 3,092 | 1.0% | 8.1% | 46.3% | 68.7% | | |
| 1996 | 3,126 | 1.1% | | | | | |
| 1997 | 3,148 | 0.7% | | | | | |
| 1998 | 3,168 | 0.6% | | | | | |
| 1999 | 3,187 | 0.6% | | | | | |
| 2000 | 3,274 | 2.7% | 5.9% | 14.5% | 54.9% | 78.6% | |
| 2001* | 3,322 | 1.5% | | | | | |
| 2002* | 3,358 | 1.1% | | | | | |
| 2003* | 3,392 | 1.0% | | | | | |
| 2004* | 3,426 | 1.0% | | | | | |
| 2005* | 3,455 | 0.8% | 5.5% | 11.7% | 20.8% | 63.5% | 88.5% |
| 2010* | 3,590 | | 3.9% | 9.7% | 16.1% | 25.5% | 69.9% |
| 2015* | 3,750 | | 4.5% | 12.9% | 14.5% | 21.3% | 31.1% |

*Source: U.S. Census and State Planning Office (SPO). *Years showing SPO estimates and forecasts.*

As was the case in the 1980s, most of Naples' population increase between 1990 and 2000 was due to net in-migration of population. The net change in population due to births and deaths accounts for only 32% of the total population change in Naples, during the 1990s.

From 1990 to 2000, Cumberland County's population increased by 22,477 people, from 243,135 people to 265,612 people, a countywide increase of about 9.2%. In 1990 and in 2000, Naples' population, expressed as a percentage of Cumberland County's total population, stayed relatively constant at 1.2% for both these Census years.

The major forces driving net in-migration to Naples include people moving into Naples from within Cumberland County, from within other counties in Maine, and from other states. Those people of working age moving into Naples are likely to be commuting to other communities, especially those communities in the Greater Portland area. People of retirement age are also moving into Naples. Some of both age groups are former Naples seasonal property owners who have converted their seasonal dwellings to year round use, while most of the population in-migration is accompanied by new residential construction.

## Seasonal Population

Although in recent years almost half of the new development in Naples reflects year round residential land use, tourism and seasonal residential land uses are still strong elements of the local and regional economy, and this is reflected in seasonal fluctuations in Naples' total population. Nearly 42% of Naples' total housing units were seasonal according to the 2000

Census, which is 3% above the 1990 figure. If all of the 987 seasonal units were occupied, Naples would increase its population during the summer by approximately 4,000 people. Tracking of conversions of seasonal housing units to year-round housing units is difficult.

**Exhibit 3. Town of Naples Seasonal Population, 2000**

| | Number of Lodging Facilities | Number of People |
|---|---|---|
| Seasonal Housing Units (2000) | 987 | 3948 |
| Lodging Rooms | 46 | 92 |
| Cottages | 25 | 100 |
| Commercial Campgrounds | 6 | 2388 |
| Summer Camps | 3 | 1200 |
| Sebago State Park | 1 | 1000 |
| Total Seasonal Population | | **8728** |

*Source: Maine Department of Human Services*

Current information on overnight accommodations in Naples is shown in (Exhibit 3). There are 46 licensed lodging rooms, 25 cottages, and 597 licensed commercial campground sites, and 3 summer camps as of 2000. The total number of peoples that the summer camps can accommodate is 1,200, which includes 600 in Camp Takajo, 350 in Camp Mataponi, and 250 in Camp Skylemar. In addition, the adjacent to the town Sebago Lake State Park has a total of 250 campsites that can accommodate maximum 1000 people. A reasonable estimate of the peak summer time population can be made by assuming that average seasonal household size is 4 persons per seasonal unit, that all available lodging rooms have been occupied at 2 persons per room, and that all commercial and summer camps are filled to capacity and adding that total to the year round population. Using these assumptions and data, the estimated peak summer population of Naples is approximately 12,000 people.

## Age Distribution

The Maine State Planning Office has developed population forecasts for every municipality in Maine. These forecasts estimate future populations for each town for each year from 2001 through 2015. They also estimate future population for each year by age group and by sex.

Exhibits 4 and 5 display more detailed population projections for the Town of Naples and Cumberland County. Population has been broken up into seven age groupings so that we can examine the age structure of the expected population. This dissection of the age structure illustrates some of the national trends discussed above. Specifically, in 2000, Naples clearly sees the impact of the "baby boomers" in the 45 to 64 age groups. In 1990, this age group made up 19% of the total population; by 2000 this age group made up 25% of the total population. It is projected that by 2015 this group will account for 31% of total population. The second largest 30-to-44 year old age group represents 25% of total population in 2000. According to SPO projections, this group will decrease as a percentage of total population from 25% in 2000 to 22% in 2015. In 2000, the 18-29 year age group accounted for 11% of the total population; by 2015, this group will account for only 9% of the population.

## Exhibit 4. Age Distribution (Naples)

| | 1990 | % of Total | 2000 | % of Total | 2015 | % of Total |
|---|---|---|---|---|---|---|
| **0-4** | 217 | 8% | 162 | 5% | 148 | 4% |
| **5-17** | 554 | 19% | 645 | 20% | 618 | 16% |
| **18-29** | 445 | 16% | 346 | 11% | 331 | 9% |
| **30-44** | 735 | 26% | 812 | 25% | 818 | 22% |
| **45-64** | 537 | 19% | 829 | 25% | 1,147 | 31% |
| **65-79** | 324 | 11% | 387 | 12% | 528 | 14% |
| **80+** | 48 | 2% | 93 | 3% | 160 | 4% |
| **Total** | 2,860 | 100% | 3,274 | 100% | 3,750 | 100% |

**Age Distribution (Cumberland County)**

| | 1990 | % of Total | 2000 | % of Total | 2015 | % of Total |
|---|---|---|---|---|---|---|
| **0-4** | 17,211 | 7% | 15,374 | 6% | 17,146 | 6% |
| **5-17** | 40,027 | 16% | 46,416 | 17% | 45,377 | 15% |
| **18-29** | 47,923 | 20% | 39,111 | 15% | 40,065 | 14% |
| **30-44** | 62,440 | 26% | 66,178 | 25% | 64,347 | 22% |
| **45-64** | 44,262 | 18% | 63,314 | 24% | 84,547 | 29% |
| **65-79** | 24,078 | 10% | 25,283 | 9% | 31,012 | 11% |
| **80+** | 8,043 | 3% | 10,462 | 4% | 12,724 | 4% |
| **Total** | 243,984 | 100% | 266,138 | 100% | 295,218 | 100% |

*Source: U.S. Census 1990, 2000, and SPO*

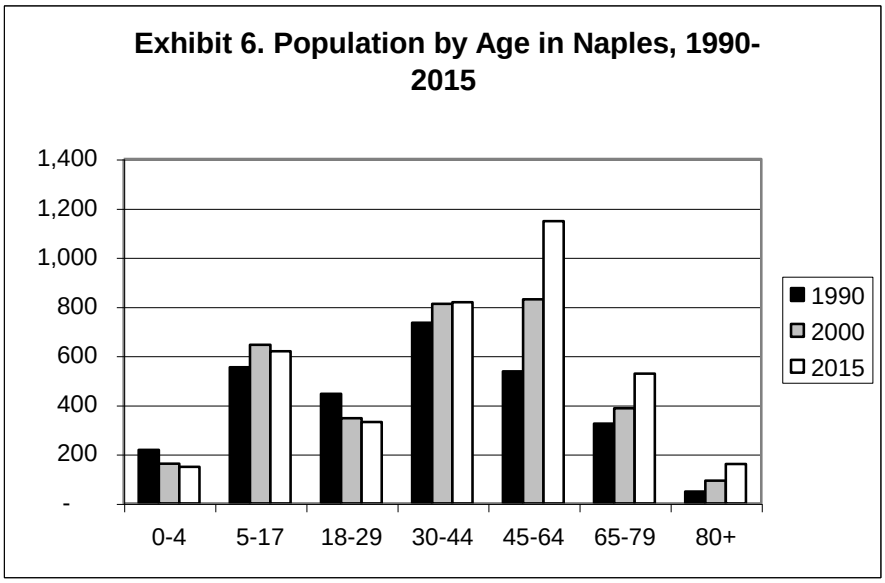
At the same time, the actual number of retirees is growing (those who are 65 and older) and will account for 18% of total population in 2015 creating a different set of demand for services. The first of the baby boomers will begin to hit retirement by 2011; therefore, we can expect an increasing percentage of the population to fall into the over 65 age brackets. This will augment and be part of the existing nationwide trend of a growing elderly population caused by longer life spans.

## Exhibit 5. Numerical Population Changes by Age Group for Naples and Region

| | Change 1990-2000 | | Change 2000-2015 | |
|---|---|---|---|---|
| | Naples | Cumberland County | Naples | Cumberland County |
| 0-4 | -55 | -1837 | -14 | 1772 |
| 5-17 | 91 | 6389 | -27 | -1039 |
| 18-29 | -99 | -8812 | -15 | 954 |
| 30-44 | 77 | 3738 | 6 | -1831 |
| 45-64 | 292 | 19052 | 318 | 21233 |
| 65-79 | 63 | 1205 | 141 | 5729 |
| 80+ | 45 | 2419 | 67 | 2262 |
| Total | 414 | 22154 | 476 | 29080 |

*Source: U.S. Census 1990, 2000, and State Planning Office (SPO)*

The adult years, between 30 and 64, show some large increases due to two factors already discussed: the baby boom and in-migration. The baby boomers are and will continue to be the dominant influence in these age groups s until 2011. In-migration is a significant factor in the young adult years due to the characteristics of those who tend to move. Young adults are the most likely age group to move from town to town.




*Source: U.S. Census 1990, 2000, and SPO*

Exhibit 5 shows the projected numerical population changes by age group for Naples and for Cumberland County. Overall, these changes reflect a continued gradual moderation of the increments of population growth when compared to the last three decades. They also reflect the relatively high increments of growth in the older age groups.

Interestingly, Exhibit 6 shows that in the younger age groups the numerical changes sometimes account for population decreases within particular age groups. These population age group decreases may have important implications for future school and recreation program enrollment levels and facilities needs. For instance, the 0-4 year old age group shows an actual decline in numbers from 1990 to 2000 (of 55) and an additional decline projected from 2000 to 2015 (of 14). The age group most representative of school enrollment numbers, the 5-17 year old age group, shows an increase from 1990 to 2000 (of 91), but a projected decline from 2000 to 2015 (of 27). From these numbers it appears that even though the population as a whole is growing, it is growing mainly in the older age groups, and additional capacity at schools to accommodate school age children from Naples may not be needed.

The next age group, the 18 to 29 year olds, has also declined in number from 1990 to 2000 (by 99), and is projected to decline further, but by a smaller amount (15) from 2000 to 2015. This group's decline may reflect in part the need to move away from Naples to find higher educational opportunities and a shortage and limited range of employment opportunities available to residents of Naples.

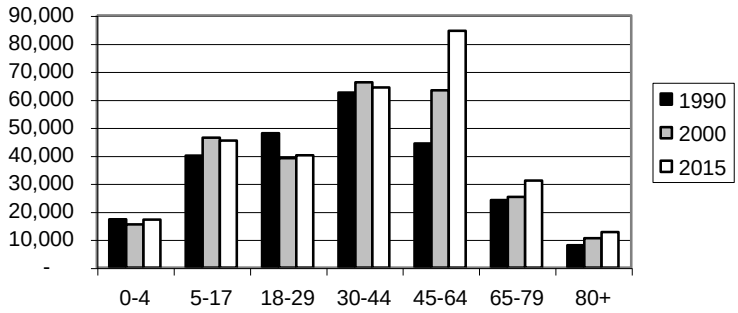
As we move past 29 years of age to the 30 to 44 year old age group, and beyond, both the actual population changes from 1990 to 2000 and the projected changes from 2000 to 2015 (6) are consistently increasing. These are moderate in the 30 to 44 year old age group (77 and 6 respectively), but extreme in the 45 to 64 year old age group, the baby boomers (292 and 318

respectively). The 65 to 79 and 80+ age groups have also increased in numbers substantially, as shown in Exhibit 5 and Exhibit 6.

If we assume that working adults fall into the 18 to 64 age groups, and that retirees are in the 65 to 80+ age groups, we can see that there was a net increase of 270 working age adults from 1990 to 2000, and there is a projected net increase of 309 from 2000 to 2015. We can also see that there was a net increase of 108 people in the retiree age group, and there is a projected net increase of 208 from 2000 to 2015.

Of the total projected population increase from 2000 to 2015 of 476 people for Naples, the 0 to 4 year old age group is projected to experience a net decrease 14 people, the 5 to 17 year olds are projected to experience a net decrease of 27 people, and the 18 to 29 year olds are projected to experience a net decrease of 15 people, a total net decrease in these three age groups of 56 people. At the same time, the projected net increase for all the subsequent age groups from 2000 to 2015 in Naples are as follows: 30 to 44 years old (6 people), 45-64 years

**Exhibit 7. Population by Age in Cumberland County, 1990-2015**




*Source: U.S. Census 1990, 2000, and SPO*

old (318 people), 65-79 years old (141people), and 80+ (67 people), a total net increase in all four of these groups amounting to 532 people.

Cumberland County shows a similar projected pattern reflecting a future population with larger numbers and percentages in the older age groups (Exhibit 7). In 2015 Naples is projected to be distinctly different from the county, however, in a few respects: (1) In the County there is a projected increase, not a decrease as in Naples, in the population of the 0 to 4 year old age group, (2) there is a projected increase in the County in the 18 to 29 year old age group, and (3) there is a projected decrease in the County in the 30 to 44 year old age group.

## Household Change

The 1980's saw a dramatic change in the composition of households (Exhibit 8). Overall, household size decreased in the state from 2.85 people per household to 2.64 people per household. In Naples, the average household had 2.71 people in 1980. By 1990, the average household size had decreased to 2.65 people, which is approximately the same as the state

figure. This trend continued during the 90's as average household size declined to 2.52 in 2000, a decrease of 4.9%. This decrease was caused by a variety of factors, including lower birth rates, increased longevity among the elderly, higher divorce rates, and more elderly and young people living independently in their own households.

### Exhibit 8. Household Growth, 1980-2000

| | Year-Round Households | | | Avg. Household Size | | |
|---|---|---|---|---|---|---|
| | Town of Naples | Cumberland County | State of Maine | Town of Naples | Cumberland County | State of Maine |
| 1980 | 676 | 78704 | 395184 | 2.71 | 2.74 | 2.85 |
| % Change | 59.5% | 20.1% | 17.7% | -2.2% | -6.2% | -7.3% |
| 1990 | 1078 | 94512 | 465312 | 2.65 | 2.57 | 2.64 |
| % Change | 20.3% | 14.3% | 11.4% | -4.9% | -4.4% | -7.4% |
| 2000 | 1297 | 107989 | 518200 | 2.52 | 2.46 | 2.44 |

*Source: U.S. Census 1980, 1990, 2000, Greater Portland Council of Governments*

This decrease in household size has had a substantial impact on residential development in Maine communities in general. Between 1980 and 1990, the year-round population of Naples increased by 1,027 residents (56%), while the number of households grew by 402 households (59.5%). This may have resulted in a perception that population growth was faster than it really was since the number of people living in each dwelling decreased. During the 90's, the year-round population grew by an additional 414 people or 14.5%, while the number of households increased by 20.3%, reflecting the continuing decrease in the average household size. In Naples, the increase in the number of households was also impacted by conversion of seasonal units into year-round housing.

Based upon the year-round population projections, Greater Portland Council of Governments projects that the number of households in Naples will increase to 1,609 by 2015. These projections assume that average household size will continue to decrease slightly between 2000 and 2015 and will reach 2.33 level, a 7.5% decline in 15 years.

## Household Composition

In 1990, single person households represented 20% of all households in Naples. By 2000, this increased to almost 22%. The number of households having two members increased from 390 to 512 in 2000, resulting in over 60% of all households having one or two members (Exhibit 9). This percentage is below the state and county levels of 64%. The town has a significant number of large households with more than 3 persons in comparison to the state figures. Almost 15% of households had three members in 2000, while 16% had four members. At the same time, the number of larger households as a percentage of the total is decreasing. Large households with four or more members constituted 28% of total households in 1990 and 24% of households in 2000.

### Exhibit 9. Distribution of Households by Size, for Naples and the Region

| | 1990 | | 2000 | | | | | |
|---|---|---|---|---|---|---|---|---|
| Household size | Naples | | Naples | | Maine | | Cumberland County | |
| 1 person | 216 | 20.0% | 281 | 21.7% | 139948 | 27.0% | 30735 | 28.5% |
| 2 person | 390 | 36.2% | 512 | 39.5% | 190788 | 36.8% | 38568 | 35.7% |
| 3 person | 169 | 15.7% | 189 | 14.6% | 82339 | 15.9% | 16551 | 15.3% |
| 4 person | 204 | 18.9% | 212 | 16.3% | 69421 | 13.4% | 14712 | 13.6% |
| 5 person | 68 | 6.3% | 80 | 6.2% | 26416 | 5.1% | 5596 | 5.2% |
| 6 person | 19 | 1.8% | 16 | 1.2% | 6752 | 1.3% | 1338 | 1.2% |
| 7 or more persons | 12 | 1.1% | 7 | 0.5% | 2536 | 0.5% | 489 | 0.5% |
| Total | 1078 | 100.0% | 1297 | 100.0% | 518200 | 100.0% | 107989 | 100.0% |
| 1 & 2 person | 606 | 56.2% | 793 | 61.1% | 330736 | 63.8% | 69303 | 64.2% |

*Source: U.S. Census 1990, 2000*

# Exhibit 10. Significant Demographic Factors for Town of Naples and Region

| | Town of Naples | | Cumberland County | | State of Maine | |
|---|---|---|---|---|---|---|
| | 1990 | 2000 | 1990 | 2000 | 1990 | 2000 |
| **% of population <10** | 15.4% | 12.8% | 13.3% | 12.4% | 14.5% | 12.0% |
| **% of population >10** | 84.6% | 87.2% | 86.7% | 87.6% | 85.5% | 88.0% |
| **Median Age** | 32.5 | 39.5 | 33.7 | 37.6 | 33.9 | 38.6 |
| **Average Household Size** | 2.65 | 2.52 | 2.65 | 2.38 | 2.75 | 2.39 |
| **% of 1 person households** | 20.0% | 21.7% | 25.2% | 28.4% | 23.3% | 27.0% |
| **Education of adults 25 and over** | | | | | | |
| % high school grads | 80.1% | 87.4% | 85.0% | 90.1% | 78.8% | 85.4% |
| % bachelor's degree or higher | 12.2% | 16.0% | 27.6% | 34.2% | 18.8% | 22.9% |
| **Income** | | | | | | |
| median household income* | $27,721 | $38,141 | $32,286 | $44,048 | $27,854 | $37,240 |
| per capita income** | $12,550 | $18,176 | $15,816 | $23,949 | $12,957 | $19,533 |
| median family income*** | $31,191 | $40,825 | $38,822 | $54,485 | $32,422 | $45,179 |
| **% of persons 16 and over in labor force** | 66.8% | 65.0% | 68.8% | 69.0% | 65.6% | 65.3% |
| **Unemployment Rate** | 7.6% | 1.6% | 5.2% | 2.5% | 6.6% | 3.1% |
| **Occupation** | | | | | | |
| Management & professional | | 31.0% | | 38.8% | | 31.5% |
| Service occupation | | 18.0% | | 14.2% | | 15.3% |
| Sales and office | | 21.3% | | 28.2% | | 25.9% |
| Farming, fishing, forestry | | 1.8% | | 0.6% | | 1.7% |
| Construction and maintenance | | 10.3% | | 7.2% | | 10.3% |
| Production, transportation | | 17.6% | | 11.1% | | 15.3% |
| **Industry ****** | | | | | | |
| Agriculture | | 4.2% | | 1.0% | | 2.6% |
| Arts and food | | 8.5% | | 7.7% | | 7.1% |
| Construction | | 7.5% | | 5.5% | | 6.9% |
| Education | | 18.0% | | 22.3% | | 23.2% |
| Finance | | 7.2% | | 9.8% | | 6.2% |
| Information | | 0.8% | | 3.6% | | 2.5% |
| Manufacturing | | 15.4% | | 9.7% | | 14.2% |
| Other services | | 5.0% | | 4.5% | | 4.7% |
| Professional | | 7.4% | | 9.9% | | 6.9% |
| Public administration | | 4.7% | | 3.5% | | 4.5% |
| Retail Trade | | 16.6% | | 14.7% | | 13.5% |
| Transportation and utilities | | 3.6% | | 3.9% | | 4.3% |
| Wholesale Trade | | 1.1% | | 3.9% | | 3.4% |
| **Residence in 1995** | | | | | | |
| same house | 53.5% | 64.4% | 51.9% | 54.2% | 55.6% | 59.6% |
| same county | 31.1% | 22.2% | 26.0% | 25.8% | 24.2% | 22.9% |
| same state | 3.6% | 4.7% | 7.5% | 7.4% | 7.7% | 7.7% |
| different state | 10.8% | 8.5% | 13.5% | 11.2% | 11.6% | 9.0% |
| elsewhere | 1.0% | 0.2% | 1.0% | 1.3% | 0.9% | 0.9% |
| **Place of Work** | | | | | | |
| Area of residence | 22.7% | 19.3% | 90.0% | 88.7% | 96.6% | 96.1% |
| Out of area of residents | 77.3% | 80.7% | 10.0% | 11.3% | 3.4% | 3.9% |
| Mean travel time to work | 27.9 min. | 30 min. | 18.7 min. | 22 min. | 19.0 min. | 22.7 min. |

*Source: U.S. Census Reports*

* This includes the income of the householder and all other individuals 15 years old and over in the household, whether they are related to the householder or not. Because many households consist of only one person, average household income is usually less than average family income.

** In compiling statistics on family income, the incomes of all members 15 years old and over related to the householder are summed and treated as a single amount.

*** Per capita income is the mean income computed for every man, woman, and child in a particular group. It is derived by dividing the total income of a particular group by the total population in that group.

**** 2000 Figures were categorized differently according to the U.S. Census; therefore, the figures are not comparable with 1990 data that is excluded from the exhibit.

## Educational Attainment

In 1990, high school attainment of Naples residents was just above the state level and below the countywide level of 85%. The percentage of adults 25 and over with bachelor's degree or higher was significantly below the state or county figures. Over 12% of the adults 25 and older were college graduates, and 80% had completed high school (See Exhibit 10). This trend continued in 1990s. According to U.S. Census 2000, 16% of the adults 25 and older were college graduates, and over 87% had completed high school. This compares with 90% of high school grads in Cumberland County and 85.4% of high school graduates for the state. The percentage of adults 25 and older with a bachelor's degree or higher in Naples was significantly lower than that in the region. Cumberland County had 34% college graduates and the State of Maine had 23%. Current school enrollment (K through 12th grade) is 287 students. School enrollment totals for 1990 were 374.

## Occupational Characteristics

Specific characteristics of the population in Naples are also important to describe. In 2000, the size of Naples labor force was 1670. The unemployment rate is 1.6%, which is significantly lower than statewide and county level of 3.1% and 2.5% respectively. This may be due, in part, to residents' ability to gain wider employment options via slightly longer travel times. In 2000, mean travel time to work was higher than that of the region: on average people spent 30 minutes on the road each way, when countywide this number was only 22 minutes.

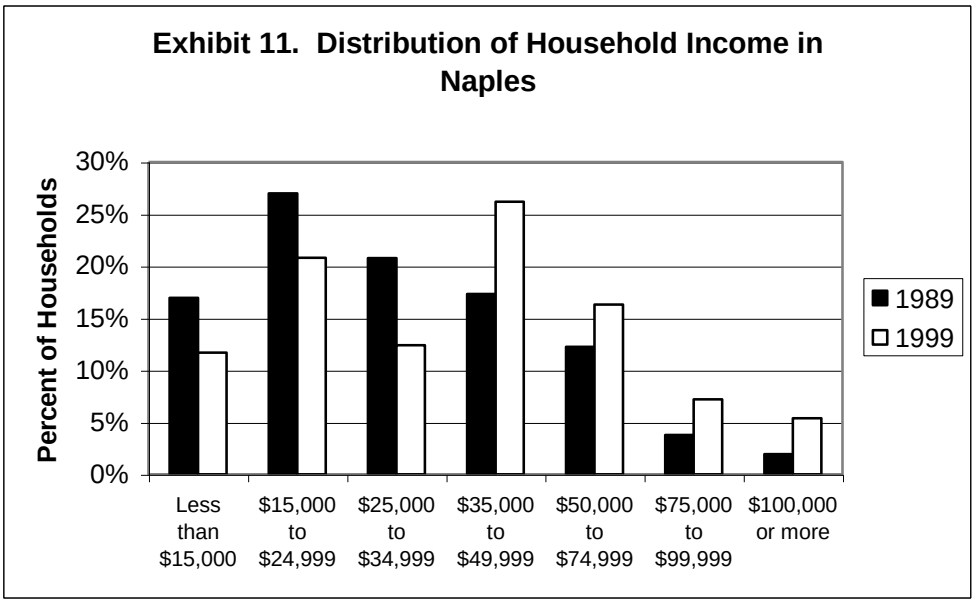
The key industry sectors that support and are supported by Naples's workers are education (18%), retail trade (16.6%), and manufacturing (15.4%). Comparatively, Cumberland County's residents are mostly employed in education, health and social services (22.3%), and retail sales (14.7%), and less in the construction industry (5.5%) or professional sector (9.9%). Statewide, 23.2% of the labor force was involved in education, health and social services, 14.2% in manufacturing, and 13.5% in retail trade. According to statewide economic forecasts, the Maine State Planning Office expects the services and retail trade sectors of the economy to grow, construction jobs to hold relatively steady, and manufacturing jobs to show a steady decline. See Exhibit 10.

In 2000, 31% of all employed workers residing in Naples were in professional or managerial positions. Another 21% of the residents of Naples were employed in sales. Over 16% of the population was employed as laborers who work in production and transportation. Just under 2% of the residents were employed as farmers or fish harvesters. This is very similar to the proportional distribution of the statewide and countywide workforce by occupational sectors. According to U.S. Census 2000 data, there were 150 self-employed workers living in Naples or 9.2%.

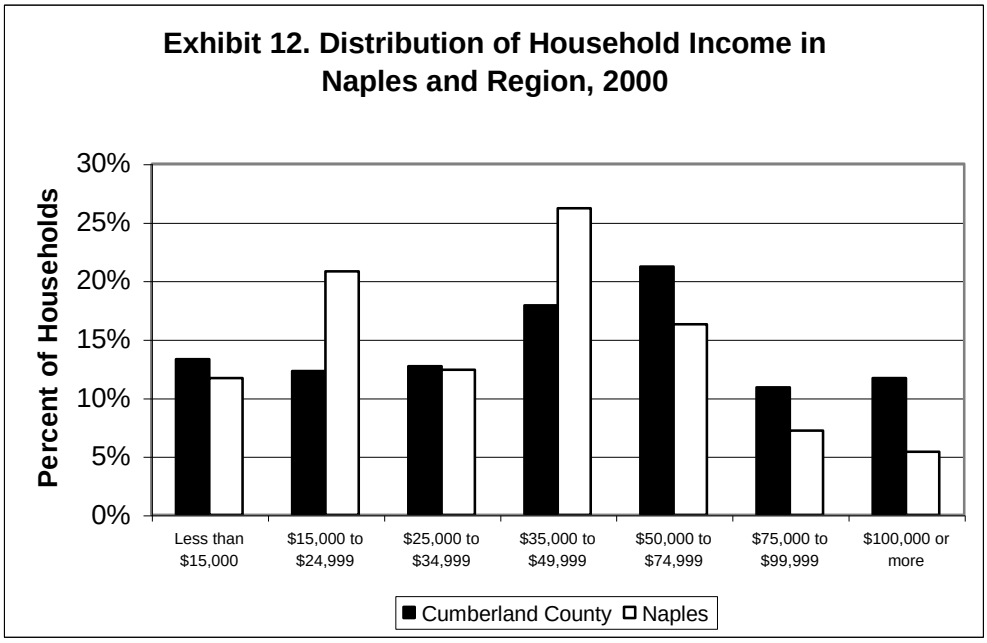
## Household Income

In 1989, median household income in Naples was $27,721, almost the same as in the state and below the countywide level of $32,286. According to U.S. Census 2000, the median household income in Naples increased to $38,141 with only 65% of the population in the labor force, which is 15.5% below the countywide level of $44,048. Exhibit 11 shows the distribution of household income in 1999.

In 1989, 17% of the households made less than $15,000, with the median household income for the town being $27,721. Current data for household income shows that 12% of households made less than $15,000. At the same time, the percentage of households with the income of $35,000-$49,999 has increased from 17% to 26%. The growing population has become more affluent; however, the town's median household income is lower than the County's median household income (Exhibit 12).



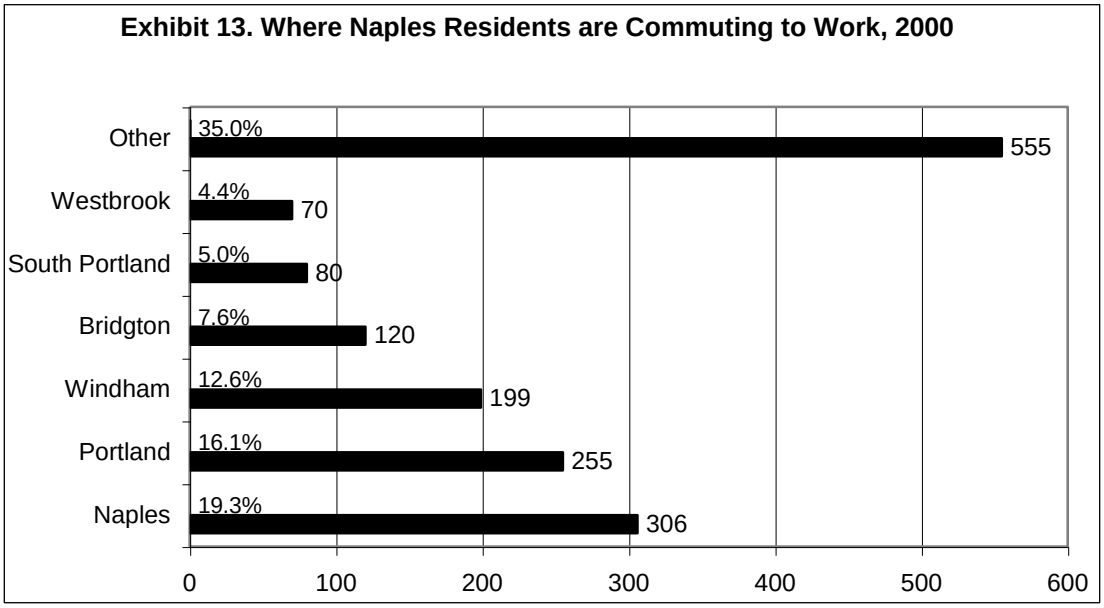

*Source: U.S. Census Data 1990, 2000*




*Source: U.S. Census Data 2000*

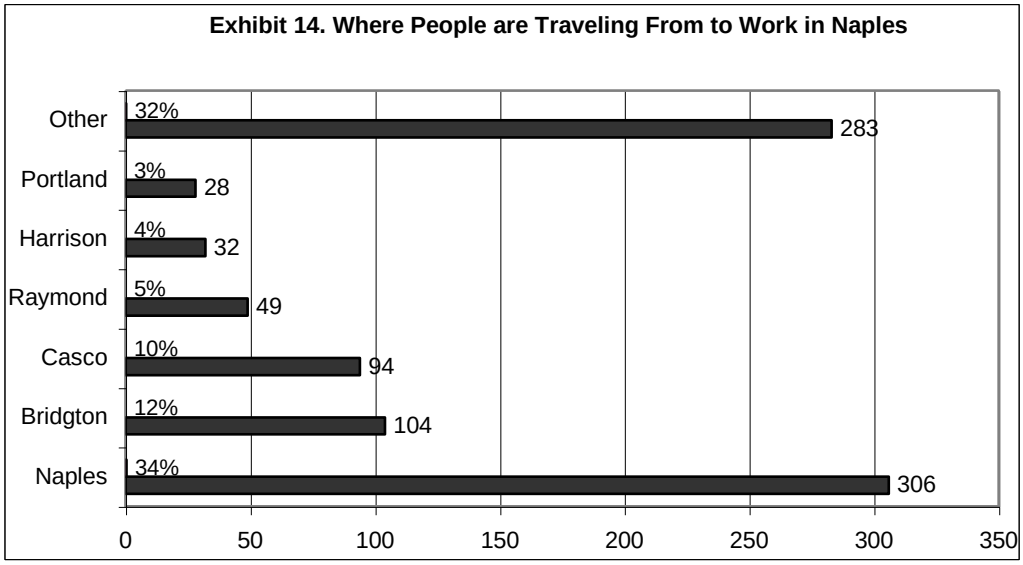
## Commuter Patterns

In 1990, approximately 17.1% of the Town's work force reported commuting to Portland, while another 10.9% reported working in Bridgton. Only 22.7% of employed residents reported working within the community. In 2000, 16.1% of workers commuted to Portland for work and 12.6% traveled to Windham (Exhibit 13). At the same time, a total of 66%of the people employed in Naples traveled from surrounding towns to work in Naples, a 5% increase from 1990 (Exhibit 14).




Source: U.S. Census 2000

As the percentage of employed residents reported working in the community slightly decreased from 22.7% in 1990 to 19.3% in 2000, the mean travel time to work increased from 27.9 minutes in 1990 to 30 minutes in 2000, which is significantly above county and statewide figures of 22 minutes and 22.7 minutes respectively (Exhibit 10).




Source: U.S. Census 2000

## Summary

- Population Growth: The population growth slowed significantly between 1990 and 2000 compared to the previous decade. During this period the town gained a total of 414 people of which 68% was due to net in-migration and only 32% due to the natural increase – the difference between number of births and deaths. State projections for 2015 suggest that that the population is going to increase by 14.5% and will reach 3,750 people, a net increase of 476 people from 2000.

- Seasonal Population: Tourism and seasonal residences are still strong elements of the local and regional economy and account for the seasonal fluctuations in town's total population. In 2000, nearly 42% of total housing units in town were seasonal. If the number of seasonal units, lodging facilities, cottages, campground sites, and summer camps were added to the year-round town population the peak summer population would be approximately 12,000 people.

- Age Distribution: In 2000, Naples clearly sees the impact of the "baby boomers" in the 45 to 64 age groups. Similar to regional trends, town population will become proportionately older with fewer younger people. It is projected that by 2015 people 45 years old and older will account for 49% of total population creating a somewhat different set of demands for services.

- Household Characteristics: Household size in the town has dropped steadily from average size of 2.65 in 1990 to 2.52 in 2000. The decrease was a result of many factors including low birth rates, higher divorce rates, and increase in the number of elderly people living alone. The Greater Portland Council of Governments projects that the average household size will continue to decrease and will reach 2.33 level by 2015.

- Employment Characteristics: In 2000, 31% of all employed workers residing in Naples were in professional managerial positions, 21% were employed in sales, and over 16% worked in production and transportation. Only 2% of the residents were employed as farmers or fish harvesters.

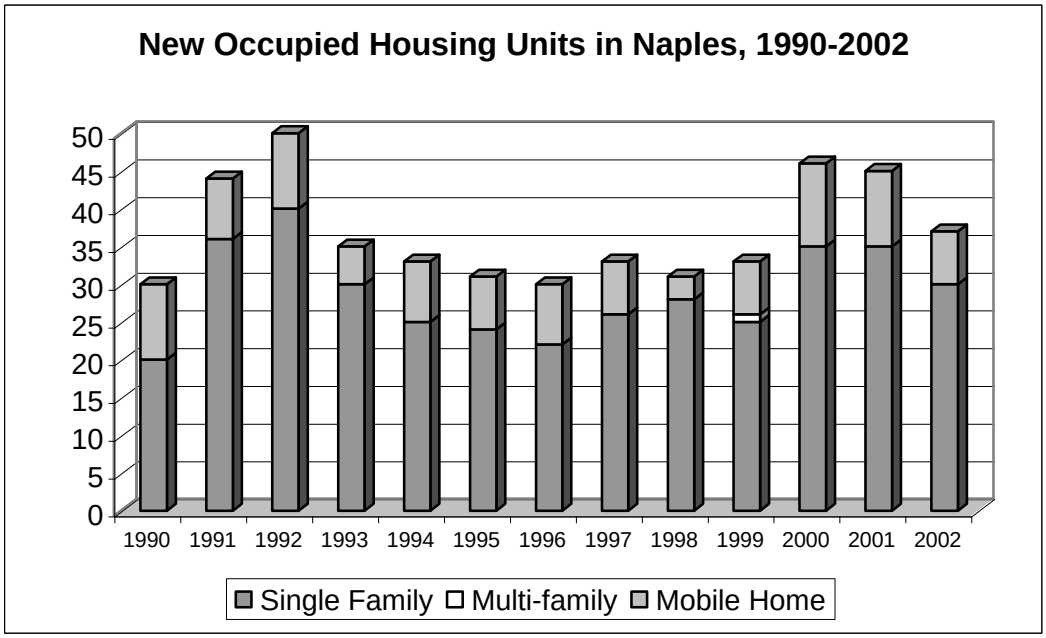
- Commuting Patterns: As the percentage of employed residents reported working in the community slightly decreased in 2000, the mean travel time to work increased from 27.9 minutes in 1990 to 30 minutes in 2000. Most people traveled to Portland (16%) and Windham (12.6%) to work.

- Income Characteristics: In 2000, income levels in the town were 15.5% below the countywide level and poverty levels in Naples were slightly above the county and below the state figures.

## 2.2 Housing

Housing is another critical aspect of planning in a community. In general, housing is one of the primary indicators of population growth in an area. However, because of changes in the characteristics of the existing population, it is possible to have demand for new housing without population growth.

**Exhibit 15**




*Source: Maine State Housing Authority*

The housing unit data in Exhibit 15 was obtained through Maine State Housing Authority estimates. The data shows new occupied housing units added each year from 1990 to 2002 categorized by housing type.[1] The town experienced a significant increase in the number of single-family units. There were a few multi-family units constructed during this time period. According to the U.S. Census, in 1990 the Town's total number of year-round housing units was 1,186. By 2000, the year-round housing stock had increased by 18% and resulted in 1,394 housing units of which 1,297 units were occupied. With this housing unit growth, 396 units of the occupied housing stock in Naples have been built since 1990.

[1] According to the U.S. Census, a housing unit is occupied if a person or group of persons is living in it at the time of the interview or if the occupants are only temporarily absent, as for example, on vacation. The persons living in the unit must consider it their usual place of residence or have no usual place of residence elsewhere. The count of occupied housing units is the same as the count of households.

In 1990, 79% of the total housing units were single-family homes and there were only 6.5% of multi-family homes. In 2000, the percentage of multi-family units decreased to 2.6% of the total housing stock and single-family homes became even more dominant as a proportion of the total number of housing units. The number of mobile homes has decreased from 266 in 1990 to 262 in 2000.

**Exhibit 16. Housing Types by Number and Percentage, 2000**

| Single family | Two unit | 3 or 4 unit | 5 to 9 unit | 10 to 19 unit | 20 or more | Mobile home/trailer | Other | Total |
|---|---|---|---|---|---|---|---|---|
| 2050 | 10 | 29 | 24 | 0 | 0 | 262 | 6 | 2381 |
| 86.1% | 0.4% | 1.2% | 1.0% | 0.0% | 0.0% | 11.0% | 0.3% | 100.0% |

*Source: U.S. Census 1990, 2000*

The relationship between population and housing units is also important. In 1990, the average number of people living in an occupied housing unit was 2.65. By 2000, the average household size in Naples was 2.52.

**Housing Tenure**

Exhibit 17 shows that of the 1078 occupied year-round housing units in Naples 82% were owner-occupied in 1990. Almost 18% or 190 units were renter-occupied. By 2000, the number of occupied housing units had increased to 1297, which represents a net gain of 219 units. A total of 1082 units (83.4%) were owner-occupied and 215 units (16.6%) were renter-occupied. Vacancy rate for housing units in 1990 was 10%. The vacancy rate had actually dropped slightly in the mid to late 90's because of the demand for housing.

According to the U.S. Census information, the total of 987 seasonal housing units in Naples represented a net increase of 227 units from the total of 760 seasonal housing units in 1990.[2] This is a 30% increase in the number of seasonal units over the last decade. In 1990 39% of the housing units were seasonal; by 2000 this increased to 41%. It is not clear whether this significant change in the number of seasonal units recorded by the Census included existing homes converted from year-round housing into seasonal residences.

[2] According to the U.S. Census, seasonal housing units are those intended for occupancy only during certain seasons of the year, for weekends, or other occasional use throughout the year and are found primarily in resort areas. Seasonal units include those used for summer or winter sports or recreation, such as beach cottages and hunting cabins. Seasonal units also may include quarters for such workers as herders and loggers. Housing units held for occupancy by migratory labor employed in farm work during the crop season are tabulated as seasonal. Interval ownership units, sometimes called shared-ownership or time-sharing condominiums, also are included in this category. As of the first quarter 1986 vacant seasonal mobile homes are being counted as a part of the seasonal housing inventory.

## Exhibit 17. Housing Stock 1990-2000, Town of Naples

| | 1990 | 2000 | % Change 1990-2000 |
|---|---|---|---|
| Total Housing Units | 1946 | 2381 | 22% |
| | | | |
| Year-Round Units | 1186 | 1394 | 18% |
| occupied | 1078 | 1297 | 20% |
| -owner | 888 (82.3%) | 1082 (83.4%) | |
| -renter | 190 (17.7%) | 215 (16.6%) | |
| vacant | 108 | 97 | |
| Vacancy Rate | 10% | 7% | |
| Seasonal | 760 | 987 | 30% |

*Source: U.S. Census 1990, 2000*

### Housing Conditions

As shown in Exhibit 19, 22.3% of the year-round renter occupied multi-family units were built in 1939 or earlier and 51.1% were built in the 1960's and 1980's. No multi-unit structures were constructed in the 1990's. With the exception of multi-units, most of the housing stock that is year-round renter occupied was built after 1950.

A majority of the owner occupied housing units in Naples are relatively new, 73% were built after 1969 (Exhibit 18). Forty-nine percent (49%) of the year-round owner occupied mobile homes were added to Naples' housing stock in the 1980's and 1990's. Construction of year-round owner occupied housing units peaked in the 1980's with 232 new homes being built, while only 213 new year-round owner-occupied homes were built in the 1990's.

## Exhibit 18. Age and Type of Housing for Year-Round Owner Occupied Housing in Naples

| | 1939 or prior | 1940-1949 | 1950-1959 | 1960-1969 | 1970-1979 | 1980-1989 | 1990-2000 | Total 2000 |
|---|---|---|---|---|---|---|---|---|
| 1 unit detached or attached / multi-units in structure | 134 | 57 | 20 | 59 | 221 | 237 | 213 | 941 |
| mobile home | 0 | 0 | 0 | 21 | 36 | 41 | 43 | 141 |
| other (boat, RV, van) | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Number of units | 134 | 57 | 20 | 80 | 257 | 278 | 256 | 1082 |
| % of Total | 12.4% | 5.3% | 1.8% | 7.4% | 23.8% | 25.7% | 23.7% | 100% |

Source: U.S. Census 2000

### Housing Projections

During the 90's, the Town saw its housing stock expand by 435 units (Exhibit 17). The Town experienced residential development at a rate of 30 to 50 units per year, significantly expanding the housing stock. The most recent building permit data indicates that the town will likely experience increase in residential housing construction, as land prices are relatively low

in comparison to the urbanized and coastal areas and personal preferences for safer and less populated places. In 2003, there were a total of 82 single-family and mobile home building permits issue. As of the middle of January 2004, there were 7 single-family permits issued, which is the highest figure ever for January permits.

The Greater Portland Council of Governments used the following assumptions to project housing growth in Naples through 2015 (Exhibit 20):

**Exhibit 19. Age and Type of Housing for Year-Round Renter Occupied Housing in Naples**

| | 1939 or prior | 1940-1949 | 1950-1959 | 1960-1969 | 1970-1979 | 1980-1989 | 1990-2000 | Total 2000 |
|---|---|---|---|---|---|---|---|---|
| 1 unit detached or attached / multi-units in structure | 48 | 0 | 38 | 23 | 0 | 59 | 13 | 181 |
| mobile home | 0 | 0 | 0 | 16 | 12 | 0 | 6 | 34 |
| other (boat, RV, van) | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Number of units | 48 | 0 | 38 | 39 | 12 | 59 | 19 | 215 |
| % of Total | 22.3% | 0.0% | 17.7% | 18.1% | 5.6% | 27.4% | 8.8% | 100.0% |

Source: U.S. Census 2000

1. Given the current development pressures on rural communities, land availability, and relatively low housing prices, the annual number of new housing starts will be more like the average for the last decade. Therefore, approximately 60 housing units per year will be added annually for the next ten years, of which 30 will be occupied housing units.

2. The rate of seasonal housing conversion was not accounted for in the projection. Instead, 2000 figures were applied to calculate year-round housing in 2015.

3. The projection of housing growth in Naples over the next decade is based on an average household size of 2.33 persons per household or 7.5% decline in average household size from 2000 to 2015. This number was based on the town historic trends, extrapolation of these trends through 2015, and correlation between town and state figures. For the Sebago Lakes Region Labor Market Area housing projection the decrease in average household size followed the 1990-2000 trend.

4. The 2015 population projections for Naples and the communities of the Sebago Lakes Region Housing Market Area done by the State Planning Office served as the population growth assumed for this plan's housing projections.

5. The proportional make-up of housing units by structure type will not change substantially. Single-family homes will still predominate, but there might be slight percentage increases in two-family and multi-family units (Exhibit 21).

**Exhibit 20. Population and Housing Projection Calculations for Naples and Sebago Lakes Region from 2000 to 2015**

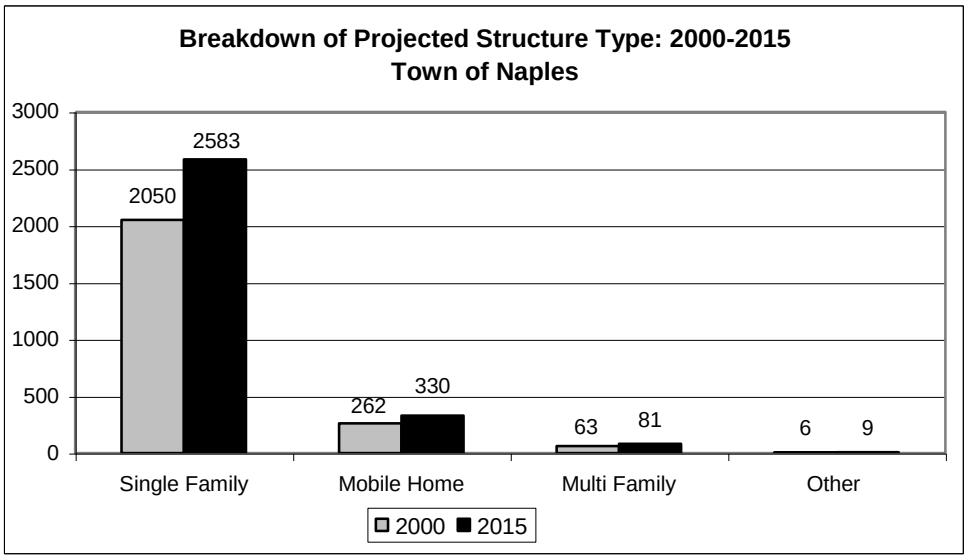
| | Naples | Sebago LMA |
|---|---|---|
| Housing Unit Analysis: | | |
| Projected Population 2015 | 3,750 | 31,256 |
| Projected Group Quarters 2015 (same as 2000) | 0 | 202 |
| **Projected Population in Housing Units, 2015** | **3,750** | **31,054** |
| Household Size, 2000 | 2.52 | 2.46 |
| Household Size, 1990 | 2.65 | 2.57 |
| %Decrease in Household Size, 1990-2000 | -5% | -4% |
| **Projected Household Size, 2015 (7.5% decline for Naples)** | **2.33** | **2.31** |
| | | |
| Projected Total Occupied Housing Units needed, 2015 | 1,609 | 13,429 |
| Owner Occupied (84% for Naples) | 1,352 | 11,012 |
| Renter Occupied (16% for Naples) | 257 | 2,417 |
| Total Occupied Housing Units, 2000 | 1,297 | 10,986 |
| Owner Occupied (83.4% for Naples) | 1,082 | 9,005 |
| Renter Occupied (16.6% for Naples) | 215 | 1,981 |
| **Projected Change in Occupied Housing Units, 2000-2015** | **312** | **2,443** |
| | | |
| Seasonal Units, 2000 | 987 | 6,353 |
| Seasonal Units, 1990 | 760 | 6,094 |
| % Increase, 1990-2000 | 29.9% | 4.3% |
| Projected Total Seasonal Units, 2015 | 1,282 | 6,758 |
| **Projected Change in Seasonal Units, 2000-2015** | **295** | **405** |
| | | |
| Vacant, Not Seasonal Units, 2000 | 97 | 763 |
| Total Not Seasonal Housing Units, 2000 | 1,394 | 11,749 |
| Year Round Vacancy Rate, 2000 | 7.0% | 6.5% |
| | | |
| **Projected Total Occupied Housing Units needed, 2015** | **1,609** | **13,429** |
| **Projected Total Not Seasonal Housing Units, 2015** | **1,721** | **14,301** |
| **Projected Total Vacant, Not Seasonal, 2015** | **112** | **872** |
| **Projected Total Seasonal Units, 2015** | **1,282** | **6,758** |
| **Projected Total Housing Units, 2015** | **3,003** | **21,059** |

Source: GPCOG, U.S. Census 1990 and 2000

6. Owner-occupied units in Naples will remain high, but the percentage of housing units that are rented on the year-round basis will decrease another percentage point below the figure shown in the 2000 Census data, from 16.6% to 16% following the 1990-2000 trend. This still represents a significant increase in the number of rental units. The ratio of vacant, not seasonal housing units will stay about the same. For the region it was assumed that year-

round housing tenure would remain at the 2000 level (82% owner-occupied and 18% renter-occupied housing).

**Exhibit 21**




*Source: GPCOG, U.S. Census 2000*

7. Change in the number of total seasonal housing units for Naples is projected to take place at the same rate as it did in the last decade. The proportion of seasonal homes for the Sebago Lakes Region Labor Market Area has been calculated by extrapolating the proportion in the previous decade to the year 2015.

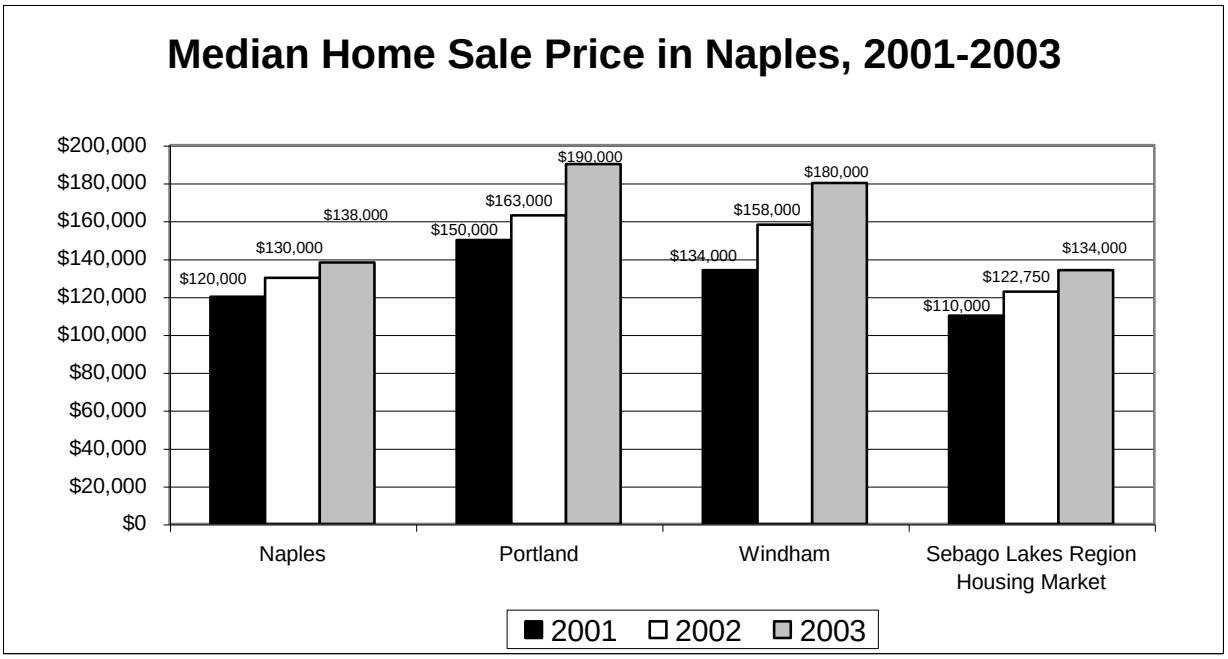
Applying these assumptions, the Greater Portland Council of Governments projects that the total number of housing units in Naples will reach 3,003 by the year 2015. The number of total occupied housing units that will be needed to accommodate 476 new persons will increase by 312, a 24% increase in comparison with 2000, and will reach 1,609 units. Of that number, 1,352 (84%) units will be owner occupied and the remaining 258 (16%) will be rented. Exhibit 22 shows this projected housing increase for the year 2015 for Naples and the Sebago Lakes Region Labor Market Area. Projected percent change in the number of new occupied housing units in Naples is somewhat lower than the regional figures. At the same time, change in seasonal housing for Naples is predicted to be significantly higher than the change projected for the Sebago Lakes Region.

Change in the number of housing units depends substantially on the average household size. Town's housing projection shows that the average number of persons per household in the town is decreasing in comparison to 2000 and 1990 figures. Age distribution figures represent a substantial increase in population of 45 years and older. Population aging, in-migration of retirees, and the nationwide trend of decrease in average household size suggest that over the next ten years there may be an unmet need for elderly housing. The Town's land use regulations allow for a wide spectrum of housing types including mobile home parks almost everywhere in town. Accessory, or in-law, apartments are currently allowed in Naples without requiring a doubling of the minimum lot size. Some of the demand for housing may also be satisfied by future conversion of seasonal housing into year-round homes. Obviously these projections are subject to variation based upon economic conditions, major employment changes, and other unforeseen changes in the region.

**Owner Occupied Housing Affordability**

Increasing housing prices are another critical factor in Southern Maine and Naples is no exception to the market pressures of the 90's. Between 1992 and 2003, median home sale prices in Naples increased by 13%. Naples' increases in housing values were slightly below many other areas in Cumberland County and above the Sebago Lakes Region Housing Market area figures. Exhibit 22 shows actual housing values for Naples, Windham, Portland, and the Sebago Lakes Region Housing Market for the last two years.

**Exhibit 22**

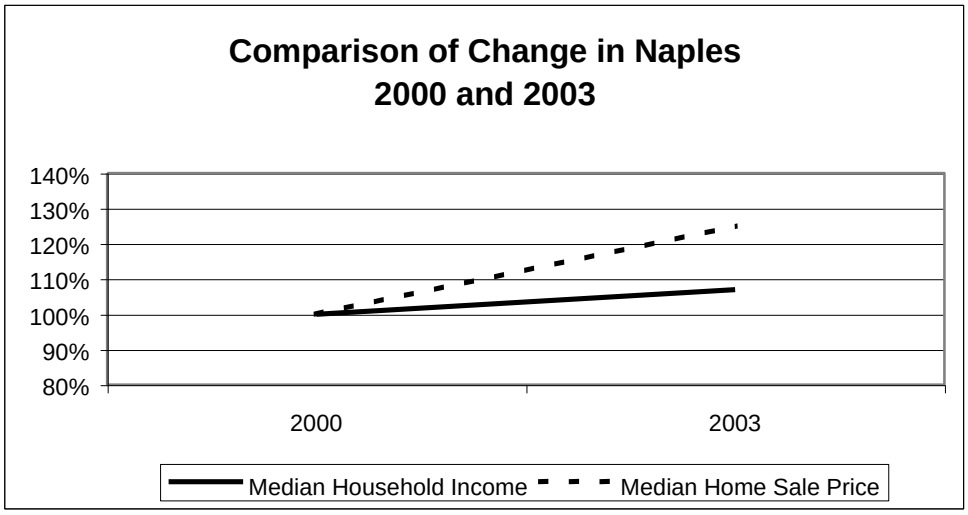



*Source: Maine State Housing Authority*

*****Sebago Lakes Region Housing Market Area includes: Baldwin, Bridgton, Naples, Sebago, Denmark, Fryeburg, Hiram,

Increasing home prices would be less of a concern if there were corresponding increases in wealth or income of local residents. However, this is not necessarily the case in Southern Maine and Naples. Exhibit 23 shows that while median home sale price in Naples increased by 25% between 2000 and 2003, the median household income increased by 7% only.

**Exhibit 23**




When median incomes are compared to median home costs, an affordability index can be constructed. In Naples the affordability index in 2003, as calculated by the Maine State Housing Authority, was 0.89. This means that a household with the median income can afford about 89% of a home with the median sale price in Naples. In the Sebago Lakes Region as a whole the affordability index is 0.85. In other words, the existing median household income in the housing market region can afford 85% of the median home sale price. As can be seen in the table below, Naples is one of the most affordable towns in the housing market area when it comes to homeownership (Exhibit 24).

How do we define the need for affordable housing? One of the ten State Goals established in

**Exhibit 24**
**2003 Affordability Index***

| | Median Home Sale Price (2003) | Median Income (2003) | Median Income Can Afford | Income Needed | Affordability Index (2003) |
|---|---|---|---|---|---|
| Naples | $138,000 | $40,699 | $123,272 | $45,562 | 0.89 |
| Portland | $190,000 | $38,951 | $106,185 | $69,696 | 0.56 |
| Windham | $180,000 | $50,674 | $149,398 | $61,054 | 0.83 |
| Sebago Lakes Region Housing Market | $134,000 | $38,898 | $114,067 | $45,696 | 0.85 |

*Index: Most affordable =>1.25; More Affordable =1.05-1.25; Average =0.95-1.05; Less Affordable =0.75-0.95; and Least Affordable =<0.75

*Source: Maine State Housing Authority, 2002; Claritas; MREIS*

the Growth Management Law reads as follows: "To encourage and promote affordable, decent housing opportunities for all Maine citizens". Also the statute states that '"Affordable housing" means a decent, safe and sanitary dwelling, apartment or other living accommodation for a household whose income does not exceed 80% of the median income for the area as defined by the United States Department of Housing and Urban Development under the United States Housing Act of 1937, Public Law 412, 50 Stat. 888, Section 8, as amended.' There are two kinds of need to examine: rental housing and owner occupied housing for low income households in the community. An accurate method for assessing these needs would require a far more detailed study than it is possible for this Comprehensive Plan to accomplish.

The Growth Management Law Rule's definition of affordable housing identifies three target groups for affordable housing. These are very low income (0-50% of median income), low income (50-80% of median income), and moderate-income households (80-150% of median income). Exhibit 25 shows households in Naples categorized by income groups. The Rule requires that municipal comprehensive plan housing policies strive to achieve that at least 10% of new housing units, or whatever greater percentage is necessary to meet the need, shall be affordable to households earning less than or equal to 80% of median household income for the area. The State Planning Office defines what is an affordable sales price and what is an affordable monthly rent based on the idea that housing costs for any household should be no more than 30% of its gross monthly income for renters and between 28-33% for homeowners. The renters, housing costs are defined as including rent and basic utility and energy costs. For owners, housing costs are defined as mortgage principal and interest payments, mortgage insurance costs, homeowners' insurance costs, real estate taxes, and basic utility and energy costs, with monthly mortgage payments to be based on down payment rates and interest rates generally available to low and moderate income households.

**Exhibit 26**
**2000 and 2003 Affordability Index for Naples***

| | ***Naples*** | | ***Sebago Lakes Region*** | |
|---|---|---|---|---|
| | *2000* | *2003* | *2000* | *2003* |
| Median Home Sale Price | $110,000 | $138,000 | $95,900 | $134,000 |
| 80% of Median Income | $30,513 | $32,559 | $28,514 | $31,118 |
| Low Income Can Afford | $83,873 | $97,878 | $78,227 | $90,560 |
| Income Needed | $40,018 | $45,906 | $34,956 | $46,045 |
| Affordability Index | 0.76 | 0.71 | 0.82 | 0.68 |

*****Index: Most affordable =>1.25; More Affordable =1.05-1.25; Average =0.95-1.05; Less Affordable =0.75-0.95; and Least Affordable =<0.75

*Source: Maine State Housing Authority, 2002; Claritas; MREIS*

If the affordability index is calculated for households earning 80% or less of the median household income in Naples (incomes of $32,559 or less in 2003), the index value will decrease and will fall into the least affordable category. Exhibit 26 above illustrates trend in the affordability index and shows a slight increase in its value between 2000 and 2003, which would indicate that homes in the town were less affordable to low-income households in 2003 than in 2000. According to the 2003 data, a low-income household could afford a housing sale price of $97,878 or less while the market conditions set the median home sale price at the $138,000 level. A similar situation developed for the Sebago Lakes Region Housing Market area where the low-income household income could afford only 68% of the median home price of $134,000.

**Exhibit 27**
**Owner Occupied Housing Affordability Analysis**

| | ***Naples 2000*** | ***Naples 2003*** |
|---|---|---|
| Median Household Income | $38,141 | $40,699 |
| Median Home Sales Price | $110,000 | $138,000 |
| 80% of Median Household Income | $30,513 | $32,559 |
| Affordable Purchase Price to Low-Income Households | $83,873 | $97,878 |
| 50% Median Household Income | $19,071 | $20,350 |
| Affordable Purchase Price to Very Low-Income Households | $51,565 | $59,827 |
| | | |
| ***Affordable Homes in Naples Sold in 2000*** | Number | Percent |
| Sales Price less than $51,565 | 2 | 2% |
| Sales Price $51,565 - $83,873 | 20 | 21% |
| Sales Price above $83,873 | 72 | 77% |
| Total Homes Sold | 94 | 100% |
| | | |
| ***Affordable Homes in Naples Sold in 2003*** | Number | Percent |
| Sales Price less than $59,827 | 3 | 4% |
| Sales Price $59,827 - $97,878 | 11 | 15% |
| Sales Price above $97,878 | 61 | 81% |
| Total Homes Sold | 75 | 100% |

*Source: Maine State Housing Authority for median household incomes and sales prices; U.S. Census for rental prices*

Does the market offer this kind of opportunity? According to the formulas used by MSHA to determine affordable selling prices in 2003, a household earning $32,559 (80% of the median household income of $40,699 for Naples) could afford to buy a house costing up to about $97,878. According to the Maine Multiple Listing Service, Inc., the median selling price of a house in Naples for the same year was $138,000, which was $40,122 more than this hypothetical family could afford. The minimum income required to afford the median selling price of $138,000 was about $45,562. As shown in Exhibit 27 this affordable purchase price of $97,878 was higher than the regional figure of $90,560.

Exhibit 27 shows housing affordability analysis for Naples. The 2003 median incomes for this region and the town were $40,699 and $38,898 respectively. Note that 552 households in Naples, almost 40% of all households, were classified as low-income households based on U.S. Census 2000 with incomes between $12,351 and $32,559 (Exhibit 25). It is not affordable for these households to buy a house at a price of more than $90,560. At the same time, the

median home sale price in Naples in 2003 was $138,000 – the amount that 58% of all households in Naples could not afford (Exhibit 28).

**Exhibit 28. % Households That Cannot Afford Median Home, 2003**

| Location | Can't Afford | Households | | Median Home Sale Price |
|---|---|---|---|---|
| | | Can't | Total | |
| Cumberland County | 72.4% | 81,707 | 112,847 | $195,000 |
| Maine | 61.7% | 332,378 | 538,290 | $174,000 |
| Sebago Lakes Region Housing Market | 58.6% | 6,788 | 11,584 | $134,000 |
| Naples | 58.0% | 794 | 1,368 | $138,000 |

*Source: Maine State Housing Authority*

Clearly, the affordability of homes to all families earning below median income in 1990 was less than hypothetical ideal. To what extent did the market actually fail to meet the needs of the low and moderate-income groups, as these numbers appear to suggest? This question is impossible to answer accurately due to the limited data available. However, a comparison of the distribution of actual sale prices for new and existing year round homes in Naples with the selling prices affordable to low and very low income groups in the town and in the region shows that 24 homes or 33% of all homes sold in Naples in 2002 cost less then $105,622 – the affordable purchase price to low-income household in Naples. In 2003, only 14 housing units or 19% of the total amount of units were sold in Naples at affordable purchase price to low-income households. The housing situation was even worse when considering the very low-income group with incomes of less than 50% of the median household income for the area. The number of houses sold at prices affordable to this income group ranges between 2 and 8 for the last 4 years. In 2003, only 3 housing units were sold at the price level of less than $59,827, which is about 4% of the total amount of houses sold during the year.

Note that these figures are of very limited significance because the selling prices do not necessarily reflect the maximum the buyers could actually afford, meaning that the homes sold may not have been sold to those who truly needed them and could just barely afford them. Also, these figures show only actual sales and give no indication of actual demand, or the remaining supply in relation to it. They only show that year round home sales in 2000 and 2003 did occur at prices affordable to low-income households and to those more affluent.

Clearly there appears to be a substantial need for housing that can be purchased at affordable prices. There also exists a problem of continuing home ownership at affordable costs for many Naples residents, particularly the elderly, with modest, fixed incomes, who must cope with the rising homeownership costs of insurance, maintenance, energy, and taxes.

According to the Maine Multiple Listing Service, Inc. the lowest price for which a year round home sold in Naples in 2003 was $19,000. The household income necessary to afford a home at this selling price is below $10,000, which is in the very low-income group. There were only two single-family homes and one mobile home available at this price. Selling price at which a substantial number of units were available was well above this amount rising to $700,000 for a single family home. And mobile homeownership sometimes does not include ownership of land, which must therefore be rented.

Nevertheless, some portion of the very low and low income families in Naples and in other towns in the region are still homeowners, having inherited their homes or having acquired them long ago when housing was far more affordable than it is today.

**Renter-Occupied Housing Affordability Analysis**

Approximately 2.6% of the year round housing units in Naples, or about 63 units are multi-family units. It is a reasonable assumption that a majority of these dwelling units are not owner-occupied and are therefore rental, though whether at affordable rents for very low families is uncertain. Although additional rental housing may become available in the off-season when seasonal homeowners rent their summer homes, it seems unlikely that such housing, especially waterfront housing, could be available at rents affordable by very low or low income families. It seems more likely that this type of rental serves moderate-income families. Based on the rental housing affordability analysis, in 2003 almost 40% of all rental units in Naples were affordable to low-income group earning between $12,351 and $32,559 a month (Exhibit 29). Approximately 25% of rental units were at the prices affordable to the very low-income group with incomes of less than $20,350.
Exhibit 29 displays monthly gross rent as a percentage of household income as computed by

**Exhibit 29. Renter Occupied Housing Affordability Analysis, 2003**

| **Affordable Rental Calculations** | ***Sebago HMA*** | | ***Naples*** | |
|---|---|---|---|---|
| | *50% of Median Income* | *80% of Median Income* | *50% of Median Income* | *80% of Median Income* |
| Household Income | $19,449 | $31,118 | $20,350 | $32,559 |
| 30% of Monthly Income | $486 | $778 | $509 | $814 |
| Basic Utility Costs per Month | $200 | $200 | $200 | $200 |
| Available for monthly rent payment | $286 | $578 | $309 | $614 |
| | | | | |
| ***Affordable Rental Units in Naples*** | | | Number | Percent |
| Less than $500/month | | | 25 | 13% |
| From $500 to $749 | | | 50 | 25% |
| From $749 to $999 | | | 73 | 37% |
| Over $1000 | | | 17 | 9% |
| No Cash Rent | | | 34 | 17% |

*Source: Maine State Housing Authority for median household incomes and sales prices; 2000 U.S. Census for rental prices*

the 2000 Census. At least 72 renter households or 36.2% spent more than 30% of their incomes on gross rent in 2000. Countywide 36.3% of renter households spent more than 30% of their income on rent, which is similar to the town figure. According to the Census data, in 2000 the median gross rent for the specified renter-occupied unit in the town was $829.[3]

[3] Specified renter-occupied units include all renter-occupied units except 1-unit attached or detached houses on 10 acres or more.

## Housing Subsidies

Housing rents can be subsidized through direct rent subsidies provided through HUD Section 8 vouchers and through government subsidy of the construction of rental units in order to keep those units available at below market rate. According to the Maine State Housing Authority, in 2003 Naples has 20 project-based elderly assisted housing units. Non-project based or Section 8 vouchers are issued to income-qualified families, elderly people and disabled people who apply for them. These vouchers can be redeemed by the landlord for rental subsidies provided by MSHA to make up the difference between the rent paid by the tenant and the market rate rent for the unit. In 2002, there were 5 family vouchers, 1 elderly voucher, and 5 disabled vouchers in use. These rent subsidies total 43% of the number of rental households that paid more than 30% of their income in gross rent in 2000.

## Affordable Housing in the Next Ten Years

Now that we have defined what affordable housing is, we must ask, "How well will the housing market of 2015 meet the needs of the low and moderate income groups for affordable housing?"

The State rules by which comprehensive plans will be evaluated require that the Plan make quantitative estimates of these needs and that the Plan contain implementation strategies that "...seek to achieve that 10%, or whatever greater percentage the inventory and analysis identifies as necessary, of the new housing units constructed in the municipality in the 5 years after plan adoption will be affordable housing..." (Chapter 202, Department of Economic and Community Development Rules, Section 7)

It should be clear from this discussion that specific percentages over and above 10% are difficult to estimate. However, it is also clear that as much as one half to three quarters of the region's population may have varying degrees of limited access to affordable housing as the state defines it. And how this need translates into a percentage of the new units the Town should seek to make affordable, is far from definite.

For Naples to assess what its fair share of the region's problem is, and to define its share of the region's solution would require an extensive study of the region's needs, assessing the degree of need for each of the different income groups, for both rental housing and homeownership.

For now we can say that it appears the most acute aspects of the problem are the need for affordable rental housing for very low and some low income families, the need for improved affordable home ownership opportunities for low and most moderate income families, and the need for elderly housing, affordable to those now occupying it and to those who seek new elderly housing.

GPCOG projects that approximately 622 new housing units will be built in Naples in the next ten years, of which 322 will be year-round occupied housing units. The Town of Naples, to meet the State's minimum requirement of 10% should seek to achieve that at least 32 of the new occupied housing units are affordable. Over and above this, in the absence of specific data on local and regional housing needs, the Town should seek to encourage a balanced range of housing opportunities for all income groups in the new units it approves in the next ten years.

Natural conditions and absence of public sewer and water services will help determine future location and configuration of residential development. In the lack of public sewerage, new

technologies in on-site sewage treatment may allow for higher densities in the ecologically sensitive areas.

**Current Naples Ordinance Provisions Affecting Housing**

Naples has six ordinances that affect where different types of housing are allowed and at what densities, with what other uses, and at what maximum height. These are the Definitions Ordinance, Land Use Ordinance, Minimum Lot Size Ordinance, Site Plan Review Ordinance, Subdivision Ordinance and Shoreland Zoning Ordinance. The table below, Exhibit 30, summarizes key ordinance provisions affecting how and where housing can be developed in Naples.

This table shows that Naples allows nearly all forms of housing in nearly all parts of the Town where residential uses are permitted. This means that existing land use regulations are more permissive of the development of the full range of housing types than in many other communities.

**Exhibit 30**
**Summary of Naples' Ordinance Provisions Affecting Housing Development**

| Ordinance Provision | Village District | Outside Village Dis. | Comments |
|---|---|---|---|
| Min. Lot Size | 40,000 sq. ft. | 40,000 sq. ft. | 60,000 sq. ft. in SZ |
| Min. Lot Area/DU | 40K SF, 30K/Duplex DU | 40K SF, 30K/Duplex DU | Also see Density bonus Outside Shoreland Zone. |
| SF Homes | Yes | Yes | 40K MLS outside SZ |
| Duplexes | Yes | Yes | 60K MLS |
| Multifamily | Yes | Yes | Density bonus outside SZ |
| In-law apartments | Yes, with not more than one bedroom; must be used by a relative or caregiver; can't be rented. | Yes, with not more than one bedroom; must be used by a relative or caregiver; can't be rented. | Allowed in SZ |
| Condos | Yes | Yes | Density bonus outside SZ |
| Cluster Subdivision | Yes | Yes | Density bonus outside SZ |
| Density Bonus Outside SZ | Yes20K sq. ft. MLS + 10K sq. ft. Open Space per Unit | 20K sq. ft. MLS + 10K sq. ft. Open Space per Unit | Density bonus not allowed in the Shoreland Zone. |
| Mobile homes | No | Yes | Allowed in SZ |
| Mobile home parks | No | Yes | No in SZ |
| Group homes | Not Prohibited | Not Prohibited | For up to 8 people |
| Mixed Uses | Yes | Yes | Only in Village Dist. |
| Home Occupations | Yes | Yes | Yes in SZ |
| Max Bldg Height | 55' | 55' | 35' in SZ |

**Statutory Needs/Issues**

Nevertheless, there are still some ordinance provisions required by State statute that the Town will need to update to comply with State Law:

- Mobile Homes must be permitted in at least some parts of Town where SF homes permitted. *(Met: Mobile homes are allowed everywhere except the Village District and possibly the Shoreland Zone.)*
- Mobile home parks are now permitted anywhere outside the Shoreland Zone and Village District. *(Need: Limit area where Mobile Home Parks are permitted to within Growth Areas.)*
- Town ordinances must not prohibit group homes ("Community Living Facilities") where they allow single-family homes. *(Met: Use not prohibited, and the term is defined in Definitions Ordinance.)*

**<u>Summary</u>**

- According to the U.S. Census 2000, there were 2,381 housing units in Naples, of which 1,078 or 54% were year-round owner occupied units and 41% were seasonal units. A majority of the owner occupied housing are relatively new, 73% were built after 1970.

- Future housing projections show that the town will need approximately 312 additional occupied housing units to accommodate 476 new year-round residents by 2015. Single-family homes will still predominate, but there might be slight percentage increase in two-family and multi-family units.

- Population aging and the continuing trend of smaller household sizes will affect future demand for housing and special needs facilities. The average household size dropped from 2.65 persons per household to 2.56 between 1990 and 2000. There may be some increase in the number of "in-law" or retrofitted apartments, which are allowed under current land use regulations, exemption the shoreland zone.

- The need for affordable housing is an important issue for the town; low and very-low income households seeking a residence in Naples may have some difficulties in finding an affordable house or rental unit. It is likely that the trend will continue into the future if the town does not address the issue through local regulations and regional cooperation.

- Based on the State Comprehensive Planning and Land Use Regulation Act, the town of Naples should strive to provide at least 10% of new residential housing units affordable to low and moderate-income households. To achieve the goal the Town will need to evaluate current policies and ways of providing affordable housing for its residents.

## 2.3 The Economy

### Regional Economic Environment

The income discussion above would not be complete unless we began to analyze the sources of jobs in Cumberland County and Naples. The County's economy must be examined since over 80.7% of the working residents of Naples are employed outside the town borders (2000). Over 16% of the residents of Naples commuted to Portland for work, as this area is gaining a more substantial influence on the Naples workforce due to recent economic expansion.

In Cumberland County, the largest source of jobs is in the services category: 39% (as classified by the Standard Industrial Classification Code of U.S. Department of Commerce). (Exhibits 31 and 32.) This industry group includes a wide range of industries from lawyers to business services (typing services, etc.) to gas stations. The next largest employer is the retail trade sector: 22%. This sector is understandably large in Cumberland County since it is the home of the Maine Mall, the outlet centers in Freeport and the Windham Mall. These two industrial groups also accounted for some of the largest increases in employment between 1990 and 2000.

Unlike all other industrial groups, manufacturing employment decreased between 1990 and 2001. Again, this decrease in manufacturing employment is part of a nationwide trend. Historically, manufacturing jobs have provided high wages and relatively progressive worker benefits of all industrial classifications. With the decreasing availability of such jobs and the increasing availability of service and retail jobs, workers may be taking on more than one job to earn the same wages as the old style manufacturing worker. The other trend is that there are more workers per household in the labor force. The increasing participation of women in the workforce has resulted from both personal choice and necessity. Many women are choosing to work because of relatively greater choices in employment; others are working due to the need to have two incomes to meet basic living expenses.

The increased participation by women in the workforce has temporarily offset the decreasing availability of young workers resulting from the baby bust. However, in Southern Maine, it is clear that we may be reaching a saturation point due to the record low unemployment rates. Unemployment rates in Cumberland County have sometimes dropped below the 3% mark during the last decade.

### Local Employment

Current employment data is not readily available on the town level for small communities. Naples does not have any major employers and many people commute outside of town for work. In 1990, the U.S. Census reported that the town had 1,287 working residents, of which 292 or just about 23% worked in Naples. The remaining population commuted to work in other communities, primarily Portland and Bridgton. In 2000, the town had 1,585 working residents, of which 306 (19.3%) worked in Naples. At the same time, the Census reported that 590 people commuted to work in Naples, primarily residents of Bridgton (104) and Casco (94).

The major source of covered employment in Naples is the service sector, which employs 42% of all employees according to the U.S. Census 2000.[4] Retail trade is the next largest industry

[4] Covered employers are subject to the Maine Employment Security Law based on quarterly tax filings required under that law. These data do not include Federal government employees, self-employed individuals (sole proprietorships), unpaid family members, railroad workers, and certain farm and domestic workers. According to the Maine Department of Labor, covered employers account for more than 97% of the total nonfarm wage and salary employment in Maine and all of the goods producing industries in the industrial sectors.

group with 31% of the total employment. Construction is also an important employer in Naples with 13% of the total employment. Employment in this category nearly doubled between 1990 and 2000. The largest increase in the number of jobs during this period came from the retail trade and service sectors. Total employment in Naples accounts for less than 1% of all Cumberland County employment. In the last 10 years (between 1990 and 2001), the Town of Naples increased its total employment by 48% or 324 jobs.

Naples is clearly a seasonal community as indicated by its substantial proportion of seasonal housing units and campgrounds. Consequently, the peak employment quarter is the third quarter, which includes the months of July, August and September and the lowest employment quarter is the first consisting of January, February, and March. Exhibit 31 displays total employment in Naples by quarter for 1990 and 2001.

**Exhibit 31**
**Covered Employment (Non Federal) Town of Naples, 1990, 2001**

| Industry | 1990 | 2001 | % Change |
|---|---|---|---|
| Agriculture | N/A | 14 | - |
| Mining | - | - | - |
| Construction | 64 | 127 | 99% |
| Manufacturing | 30 | 22 | -29% |
| Transportation | 17 | 48 | 182% |
| Wholesale | 4 | 12 | 213% |
| Retail | 201 | 311 | 54% |
| Finance, Insurance, Real Estate (F.I.R.) | 5 | 35 | 653% |
| Service | 348 | 421 | 21% |
| Public Administration | 12 | 16 | 32% |
| **Total Employment (Annual)** | **681** | **1,006** | **48%** |
| Total Employment (1st Quarter) | 603 | 756 | 25% |
| Total Employers (1st Quarter) | 95 | 141 | 48% |
| Total Employment (3rd Quarter) | 792 | 1,202 | 52% |
| Total Employers (3rd Quarter) | 93 | 139 | 49% |

***Source: ES 202 Maine Department of Labor 1990, 2001***

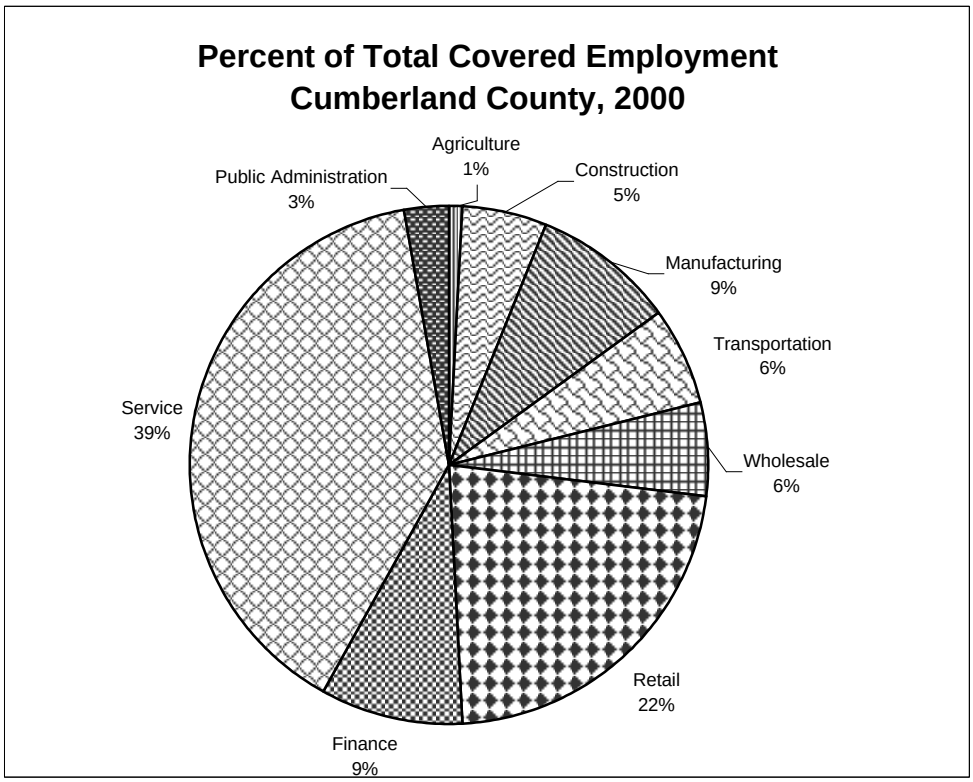
**Exhibit 32**
**Changes in Population and Jobs**

| Area | 1990 | 2001 | Change | % Change |
|---|---|---|---|---|
| **Cumberland County** | | | | |
| Population | 243135 | 265612 | 22477 | 9% |
| Total Jobs | 139764 | 168149 | 28385 | 20% |
| Manufacturing jobs | 16988 | 14804 | -2184 | -13% |
| Retail jobs | 32577 | 37637 | 5060 | 16% |
| Service jobs | 47081 | 65846 | 18765 | 40% |
| Employers | 8560 | 10974 | 2414 | 28% |
| Average Size of Employer | 16 | 15 | -1 | |
| **Town of Naples** | | | | |
| Population | 2860 | 3322 | 462 | 16% |
| Total Jobs | 682 | 1006 | 324 | 48% |
| Manufacturing jobs | 30 | 22 | -8 | -27% |
| Retail jobs | 201 | 311 | 110 | 55% |
| Service jobs | 348 | 421 | 73 | 21% |
| Employers | 94 | 141 | 47 | 50% |
| Average Size of Employer | 7 | 7 | 0 | |

*Source: ES 202 Maine Department of Labor 1990, 2001*

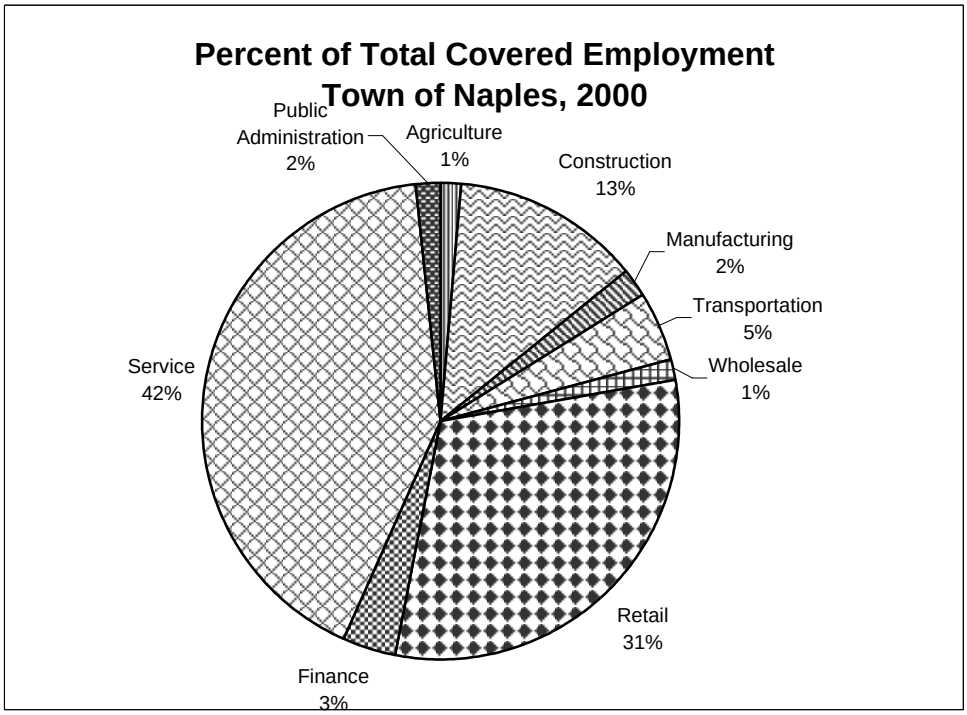
Exhibits 33 and 34 compare employment in Cumberland County and Naples. The data distribution is based on the North American Industry Classification System (NAICS), published by the Office of Management and Budget, Executive Office of the President. NAICS is an industry description system that groups establishments into industries based on the activities in which they are primarily engaged. The NAICS differs from most industry classifications because it is a supply-based, or production-oriented economic concept.

**Exhibit 33**




**Source: ES 202 Maine Department of Labor 1990, 2001**

**Exhibit 34**




***Source: ES 202 Maine Department of Labor 1990, 2001***

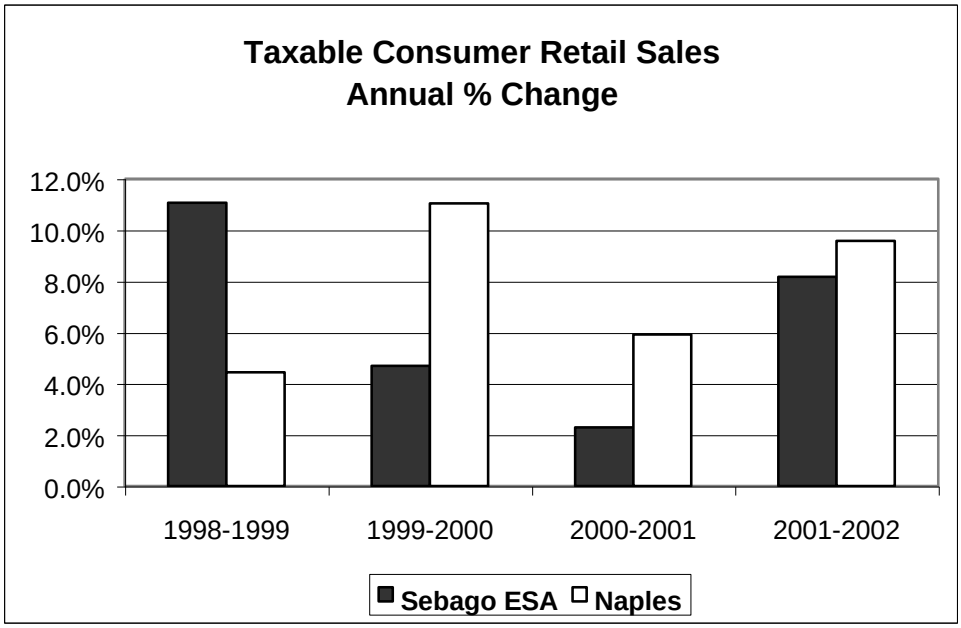
**Exhibit 35**
**Taxable Consumer Retail Sales in Thousands**
**Naples and Sebago ESA*, 1998-2002**

| | 1998 | 1999 | 2000 | 2001 | 2002 |
|---|---|---|---|---|---|
| **Naples** | 18,354 | 19,169 | 21,283 | 22,542 | 24,699 |
| | | | | | |
| **Sebago ESA: Taxable Sales** | 276,287 | 306,846 | 321,239 | 328,599 | 355,467 |
| **Building Supply** | 45,144 | 51,337 | 55,277 | 54,924 | 65,542 |
| **Food Stores** | 53,440 | 55,818 | 53,793 | 47,242 | 47,101 |
| **General Mdse.** | 52,338 | 60,903 | 73,514 | 77,862 | 87,226 |
| **Other Retail** | 30,798 | 34,137 | 30,184 | 30,306 | 31,766 |
| **Auto Transportation** | 44,495 | 49,960 | 50,328 | 57,013 | 59,559 |
| **Rest. & Lodging** | 50,072 | 54,691 | 58,145 | 61,251 | 64,273 |
| **Total Sales** | 293,140 | 327,770 | 343,617 | 353,311 | 382,069 |
| **Consumer Sales** | 276,287 | 306,846 | 321,239 | 328,599 | 355,467 |
| **Restaurants** | 39,381 | 42,662 | 44,739 | 46,952 | 48,993 |
| **Lodging Places** | 10,691 | 12,029 | 13,405 | 14,299 | 15,280 |

*Source: State Planning Office*

**Economic Summary Area consists of the following towns: Bridgton, Casco, Gray, Harrison, Naples, Raymond, Sebago, Standish, and Windham*

**Exhibit 36**




*Source: State Planning Office*

According to the Maine Department of Labor, in the third quarter of 2001, Naples had 139 commercial establishments employing 1202 workers – an average of 9 workers per firm, which is above the average annual number of 7 workers per firm. These businesses provide necessary services and goods for the town's residents, including water-related businesses such as boatyards, and marinas; tourism-oriented services – motels, inns, campgrounds, summer camps, active outdoor recreation and adventure establishments; general services – painting, construction, landscaping; customer oriented services – restaurants, food and retail stores, antique and gift shops; craftsmanship; and professional employment including home occupations. Therefore, while the town does not have any large employers, it has a local economy that is characterized by small businesses and individual self-employed people who provide significant local economic activities and income.

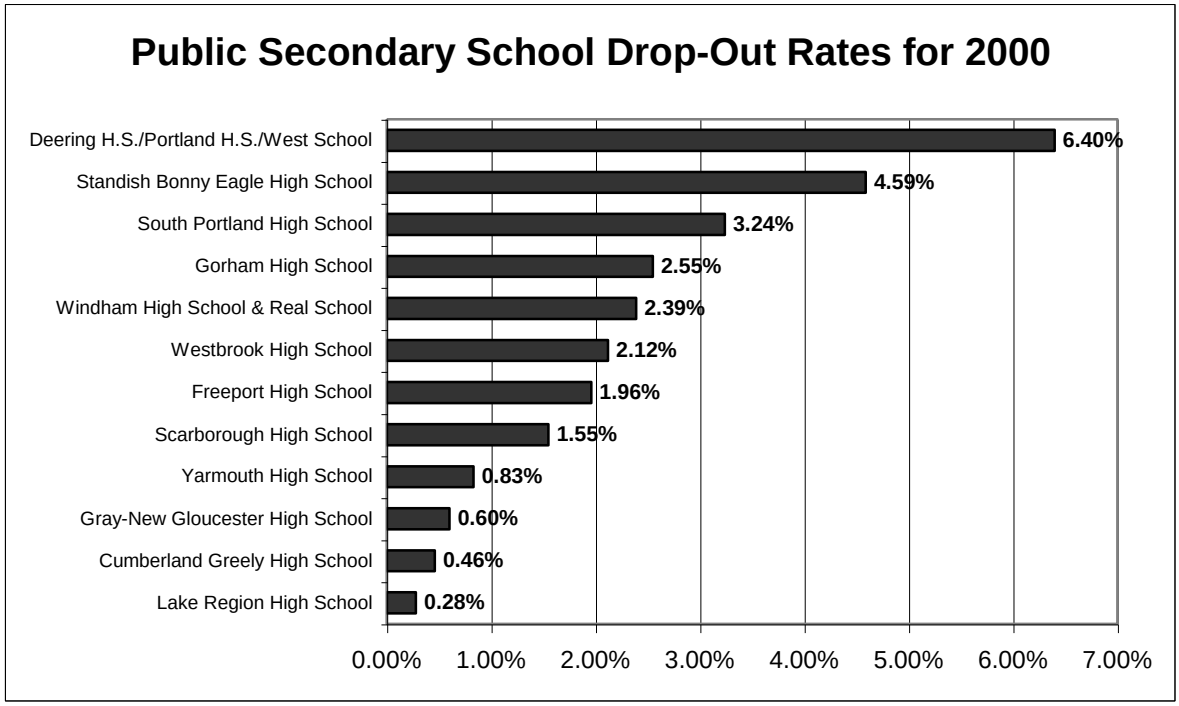
**Retail Trade**

Naples does not have any large retail operations. Its primary sources of retail trade are restaurants and lodging places. In 2002, the businesses in Naples had taxable retail sales of $24.7 million, which is $6.3 million more than 1998 figures (Exhibit 35 and 36).

**Education**

Education is a significant part of a community's planning agenda. The school budget tends to make up the largest portion of a town's budget. Maine communities place a high value on the education of their children and will continue to value education in the future.

**Exhibit 37**




*Source: Maine Department of Education*

Exhibit 38 displays the current school operating budgets for all school districts within Cumberland County including Naples School Administrative District (SAD 61, which also includes Bridgton, Casco, and Sebago). Only 16% of all Naples residents of 25 years and over have a bachelor's degree or higher, which is the lowest percentage in comparison to other municipalities in Cumberland County. The dropout rate for the district, however, is only 0.28% (Exhibit 37).

**Exhibit 38**
**School Budget Comparisons in Cumberland County**

| School District | Educational Enrollment 1990 | Educational Enrollment 2000 | Percent Change | % High School Graduates 2000 | % Bachelor's Degree or Higher 2000 | Per Pupil Cost (2000-01) | Operating Budget (2000-01)* |
|---|---|---|---|---|---|---|---|
| Bridgton MSAD #61 | 817 | 767 | -6.1% | 87.1% | 21.7% | $6,445 | $4,943,353 |
| Cape Elizabeth School Department | 1575 | 1746 | 10.9% | 96.8% | 58.7% | $6,876 | $12,005,321 |
| Casco MSAD #61 | 596 | 601 | 0.8% | 82.8% | 20.1% | $6,445 | $3,873,475 |
| Cumberland MSAD #51 | 1146 | 1566 | 36.6% | 95.5% | 50.3% | $6,035 | $9,451,186 |
| Falmouth School Department | 1110 | 1911 | 72.2% | 95.5% | 53.2% | $6,911 | $13,206,501 |
| Freeport School Department | 1078 | 1250 | 16.0% | 89.9% | 38.3% | $7,100 | $8,874,563 |
| Gorham School Department | 2058 | 2625 | 27.6% | 91.5% | 31.6% | $5,731 | $15,042,563 |
| Gray MSAD #15 | 1040 | 1179 | 13.4% | 91.2% | 28.0% | $5,874 | $6,925,729 |
| Naples MSAD #61 | 574 | 636 | 10.8% | 87.4% | 16.0% | $6,445 | $4,099,052 |
| New Gloucester MSAD #15 | 751 | 894 | 19.0% | 89.5% | 21.9% | $5,874 | $5,251,571 |
| North Yarmouth MSAD #51 | 453 | 682 | 50.6% | 95.5% | 44.8% | $6,035 | $4,116,034 |
| Portland School Department | 7410 | 7787 | 5.1% | 88.3% | 36.4% | $7,437 | $57,909,583 |
| Pownal MSAD #62 | 275 | 243 | -11.6% | 89.5% | 33.9% | $6,731 | $1,635,618 |
| Raymond School Department | 630 | 805 | 27.8% | 89.4% | 33.5% | $6,545 | $5,269,007 |
| Scarborough School Department | 1947 | 2893 | 48.6% | 93.7% | 38.6% | $5,550 | $16,057,539 |
| Sebago MSAD #61 | 182 | 258 | 41.8% | 92.1% | 22.2% | $6,445 | $1,662,823 |
| South Portland School Department | 3241 | 3331 | 2.8% | 89.7% | 28.0% | $7,759 | $25,843,797 |
| Standish MSAD #6 | 1563 | 1578 | 1.0% | 91.3% | 22.3% | $5,884 | $9,284,352 |
| Westbrook School Department | 2682 | 2469 | -7.9% | 87.1% | 18.5% | $6,695 | $16,531,165 |
| Windham School Department | 2204 | 2587 | 17.4% | 90.2% | 21.8% | $5,848 | $15,128,569 |
| Yarmouth School Department | 1375 | 1556 | 13.2% | 94.6% | 57.3% | $7,680 | $11,949,909 |

*Source: Maine Department of Education, U.S. Census 1990 and 2000. April 1 Census of students education at public expense*

* Computed by multiplying the base cost per student times enrollment. Actual school budgets will be different. Using the base cost per student equalizes budgets for the purpose of comparison.

## Summary

- Role in the Regional Economy: The town does not play a large role in the regional economy and mostly serves as a bedroom community to major centers including Portland and Windham. In 2000, over 80% of the working residents of Naples were employed outside the town borders.

- Business Characteristics: Small businesses including retail trade and service sectors and home occupations will probably continue to develop and some existing businesses will expand or close depending on the economic conditions and land use regulations. A key issue facing the Town is how it can accommodate and preserve small businesses that contribute to the town's unique character without creating unnecessary problems for their neighbors.

- Seasonality: The presence of seasonal and tourism related businesses creates a certain set of problems evolving around influx of summer visitors, traffic issues, and reducing the attractiveness of the community. Finding a balance that provides important economic benefits to the town while assuring that they are good neighbors must be a major objective of the Town.

- Location of Commercial Development: Most of the local businesses are visitor-oriented and tend to locate along the town's major roadways – Route 114 and Route 302. It is important that the Town considers the extent of economic development, its location, and nature of commercial activities using future land use regulations. It will also be important to consider whether MDOT access management regulations need to be supplemented in some locations to control the long term traffic and safety impacts from future commercial development.

## 2.4 Existing Land Use

Introduction

This section of the plan inventories existing land use and analyzes land use changes over the past several years to examine the following questions:

- What types of land use exist in Naples and how are they distributed?
- What specific land use changes have occurred during the past five years?
- Where is land already committed to development?
- Where else is development likely to occur?
- What conflicts between land uses presently exist and what conflicts may occur in the future?
- How effective are Naples' current regulations and programs in managing and guiding growth?

The database for answering these questions consisted principally of the land use maps of the Town of Naples showing current land use in 2004, and 1989, the demographic data and population projections from the population, housing, and local economy chapters, and maps from the natural resources chapter of the Inventory and Analysis section of this plan.

**What types of land use exist in Naples and how are they distributed?**

To inventory existing land use, a map showing land use in Naples in August 2004 was prepared by the Lakes Environmental Association (LEA) from existing tax maps and records, and 2001 aerial photos, and LEA's and the Naples Comprehensive Plan Committee's knowledge of the town. The Naples Land Use Map appears on page 74. The map shows the location and extent of land uses in town, and lists their total acreages.

To help identify land use changes since 1989, when land use was last mapped, the following table translates the 1989 Existing Land Use Map Categories into the new 2004 Naples Land Use Map categories:

**Exhibit 39. Conversion Key Land Use Map Categories**

| 1989 Existing Land Use Categories | 2004 Naples Land Use Map Categories |
|---|---|
| RESIDENTIAL | Residential High Density, Residential Medium Density, Residential Low Density |
| COMMERCIAL | Boys and Girls Camps, Campgrounds, Commercial, Golf Course |
| MANUFACTURING | Industrial |
| PUBLIC | Institutional Public, Land Fill |
| UTILITIES, TRANSPORTATION AND COMMUNICATIONS | Roads, Utilities |
| QUASI-PUBLIC, CULTURAL, ENTERTAINMENT, RECREATION | Parks and Cemeteries |
| MINERAL EXTRACTION | Gravel Pit |
| UNDEVELOPED LAND | Agricultural Cultivated, Agricultural Livestock, Agricultural Orchard, Farm Buildings, Forest, Island, Hay Land, Reverting Fields, Timber Harvesting, Wetlands |

To help show land use changes and trends later in this section, the paragraphs below describe existing land use according to the 1989 category titles, but are updated with information from the 2004 Naples Land Use Map:

RESIDENTIAL: Includes structures (except for farm buildings) and land immediately adjacent to structures, which is used exclusively for human habitation. Residential land uses include single-family year-round, single family seasonal, multifamily, condominiums, and mobile homes.

Residential uses are fairly densely distributed along the town's lakeshores, notably Long Lake, Brandy Pond, the east shore of the Muddy River and the west shore of Trickey Pond (and much of the land in between these latter two shores), and on Thompson Point. A much lower density of residential use exists along the east shore of Peabody Pond. Two fairly dense residential areas exist along the Crooked River, from Songo Lock northward to a mobile home park off Edes Falls Road, and near Edes Falls.

Away from water, most of the older roads in town that were not laid out as part of subdivisions, are lined on both sides by homes separated by larger and more variable intervals than the more densely developed shorefront and village areas. Most of these homes, which range from the very old to the very new, have been developed individually or as part of small subdivisions that did not include new roads.

The most recent residential development also includes subdivisions served by new roads developed to serve these subdivisions. Edes Falls Road, Flagg Mill Road, Wiley Road, Songo Lock Road, and Burnell Road all have examples of small subdivisions, with approximately ten or fewer lots each, which are served by dead end roads with cul-de-sacs. There are also much larger recent single-family subdivisions with longer road networks, the largest of which, Madison Heights, includes over 130 lots. There is another recent subdivision near the mouth of the Muddy River south of Trickey Pond, which includes a looped road system serving about 70 lots. Many of the lots in both subdivisions have not yet been built on. A subdivision of approximately 71 single family lots has been approved for land on the west shore of the Muddy River south of Lakehouse Road and the lots are currently being offered for sale.

Recent development from the 1980's also includes condominium projects. So far, these projects have been located mainly along or near the eastern shore of Long Lake and the shores of Brandy Pond. Two of these projects are within walking distance of the Causeway and the Village.

There are very few multi-family units in Naples. Virtually all detached residential development is single-family housing, which is either seasonal or year round. Mobile homes make up a sizeable portion of the year round group. See Section 2.3 Housing for more detail.

In the areas of residential development described above, the highest proportion of seasonal dwellings is located along the lakeshores. By contrast, the housing located along most of the major roads and in new, inland subdivisions is nearly all year round. The older subdivided (but still not fully developed area) between Trickey Pond and Muddy River is fairly evenly mixed between seasonal and year round units. This particular area has experienced a surge in new construction in recent years.

Except along the Crooked River, mobile homes are mostly absent from the developed shorelines in Naples. Except for the mobile home park mentioned above and a small park off Route 302 near the high school, mobile homes are located on individual single-family lots interspersed with individual stick built homes located along the network of older roads.

Except for undeveloped land, including agricultural and forestry land, residential land uses are the most extensive in Naples. Residential uses occupy approximately 2,226 acres, with high and medium density residential occupying about 900 of these acres and low density residential occupying about 1,326 of these acres. About 59% of residential development in Naples is low density. The 2004 Naples Land Use Map shows that some of the low-density development is located along lakeshores and some along inland roads.

COMMERCIAL: Commercial land uses involve business activities, not including agriculture, forestry, mineral extraction, or manufacturing. This category includes all retail, wholesale, financial, insurance, real estate businesses and professional and other services. In Naples, three subcategories were mapped separately from all other commercial uses: summer camps for youth, the golf course and rental cottages and/or campgrounds.

These three latter categories include nearly all of the lakefront commercial uses in Naples. All other commercial uses except water-dependent uses such as marinas are concentrated mainly along the Route 302 corridor, along Routes 35, 114 and 11 and in the Village and Edes Falls. A fourth category of commercial land use which is not readily mappable, but is a common activity nonetheless is home occupations: small businesses run out of the home, typically employing no one but the home owners and occupying less than half of the residence in which they are located. Home occupations are really, more like accessory business uses to the principal residential use of the lot, than commercial uses.

Commercial land use in Naples reflects the dual nature of the local economy, which includes both tourism-dependent businesses and those also serving the year round needs of local residents. More specifically, the more seasonal, tourism-dependent uses include restaurants, hotels, camps, campgrounds, rental cottages, marinas, the golf course and some shops. Though not mapped, another seasonally significant commercial "land use" is the Songo River Queen.

Also somewhat seasonal in nature are the businesses dependent on the growth and development of the area, such as building contractors, building suppliers, and real estate brokerages.

Serving the needs of both year round and some seasonal residents are other retail, service, and financial and professional concerns. Some of these businesses, including convenience stores and auto repair and gasoline stations serve visitors, seasonal and year-round residents. These are most heavily concentrated along Route 302, south of the Village, as well as on the Causeway and at the intersections of Rtes 11 and 35 with Route 302. A newly renovated general store in the Village west of the Causeway previously open only seasonally, is now open year-round.

There are approximately 517 acres of land in commercial uses of all types, with about 124 acres devoted to the golf course, 164 acres to summer youth camps, 119 acres in commercial campgrounds and 110 in commercial uses of other types.

MANUFACTURING: In Naples, there are only two concerns that fall into this category. One is the concrete manufacturing plant, P & K Sand and Gravel, located near the Crooked River off Route 11. The other is a dock-manufacturing site in the northern part of the Village on Route 302, Great Northern Docks. The old Burnham cement manufacturing site on Songo School Road is now vacant and being use for storage of environmental clean up equipment.

PUBLIC: This category includes all property owned by governments, including schools, town offices, parks, and undeveloped town holdings. In Naples the Public category includes Sebago Lake State Park (not mapped), Lake Region High School, Lake Region Middle School, the Songo Locks School, the Town's closed landfill, the septic waste storage area, the closed transfer station, the Fire Station and its regional dispatch center, Town Offices, the village green with the Grange Hall, museum and former Town Hall, cemeteries, the Town Beach, the Muddy River Bog Nature Area, and a small piece of undeveloped town land on the shore of the Crooked River in Edes Falls.

The Town and the State own most of the roads in Naples, however, these have been included in the next category below. (See the 2.8 Public Facilities and Services, 2.9 Transportation and 2.10 Recreation and Public Access for a more detailed look at public properties and roads.)

Institutional Public land uses on the 2004 Naples Land Use Map occupy about 110 acres. This figure does not include Sebago Lake State Park, which was not mapped, but contains about 1,400 acres.

UTILITIES, TRANSPORTATION AND COMMUNICATIONS: This category shows roads, public and private, a telephone company facility and a small section of a CMP high amperage power line R.O.W. crossing from Casco into Otisfield over the eastern edge of the Jugtown Plain. This category of land uses currently occupies about 483 acres, of which 462 acres are roads.

QUASI-PUBLIC, CULTURAL, ENTERTAINMENT, RECREATION: Land uses in this category include the Naples Public Library, the American Legion Hall, local churches and the Historical Society Museum. It is important to note however, that in addition to these particular locations, Sebago Lake State Park, and the Lake Region High School /Middle School Complex from the PUBLIC category, are important recreational and cultural resources. Recreation and cultural resources are inventoried in more detail in the Cultural Resources chapter of this section of the Plan.

MINERAL EXTRACTION: This category includes active commercial sand and gravel mining operations, including abandoned pits that are still visible on 2001 aerial photos. There are about 167 acres of land that are currently or have recently been in use as gravel pits.

UNDEVELOPED LAND: This is the largest category of land in Naples. It is almost entirely in forest with a few open fields and active agricultural uses located near roads. Most of this land is located inland from the lakes and the roads which serve the lakeshore areas. To a large extent this land is currently managed for timber and firewood production. Approximately one third, or nearly 5,930 acres of the remaining open land in town is taxed under the Tree Growth Law. Most of the undeveloped land taxed under the Tree Growth Law is located north of Lake House Road to the west of Long Lake and north of Route 302 to the east of Long Lake. Almost all Tree Growth land is contained in parcels of 25 acres or more.

Agricultural land, including farm buildings, cultivated land, land supporting livestock and orchard land occupies about 44 acres, and there are an additional 378 acres of hayfields, for a total of about 422 acres of land in some form of agricultural use. Agricultural land includes just 36 acres that are taxed under the Farm and Open Space Law.

The large majority of undeveloped land is made up of forest, about 8,927 acres, forest managed for timber harvesting, about 6,082 acres, fields reverting to forest, about 119 acres, wetlands, about 1,162 acres, and islands, about 14 acres.

All forms of undeveloped land in this category total about 16,712 acres[5] It is worth noting that about 407 acres of additional land listed in other categories above might arguably be listed as undeveloped, such as the golf course, summer youth camps and commercial campgrounds are all developed only to a limited extent and are potentially developable for residential or more intensive non-residential uses. Depending on its condition when abandoned, the land in sand and gravel mining may add up to another 167 acres of developable but still undeveloped land.

**What land use changes have occurred during the past five years?**

Growth in Greater Portland and the rest of Cumberland County has not only added to the general growth of the visitor industry and growth in the number of second homes, it has also created a larger market for year round homes within commuting distance of Portland and surrounding towns. This trend has resulted in expansion and diversification of the regional and local economies to serve the wider range of economic needs of an increasingly year round and growing population.
Generally, land use patterns have reflected the changes in the economy as follows:

1. Many formerly seasonal residences and camps have been converted over to year round use.

2. Many acres of forest, initially just along existing roadsides (1972-1984), but increasingly in later years (1984-2004) along new roads created for a few large subdivisions, and several smaller ones, have been converted to residential use.

3. Developed lakefront property has been converted from camps and cottages to condominiums and year round housing.

[5] The 1991 Naples Comprehensive Plan estimates the amount of undeveloped land in Naples in 1989 at 15,300 acres, which is substantially lower than the 16,712 acres estimated here for 2004. The reason for the discrepancy is likely due to the relative inaccuracy of the manual method of estimation used in for the 1991 Plan versus the more accurate calculation performed by LEA's computer-generated (GIS) mapping based on 2001 photogrammetrically adjusted aerial photos and their own and Comprehensive Plan Committee's knowledge of more recent changes in land use up until August 2004.

4. Undeveloped lakefront property has been developed for seasonal and/or year round residential uses.

5. Commercial uses serving the needs of year round residents have grown in number and extent, particularly along the Route 302 corridor south of the Village.

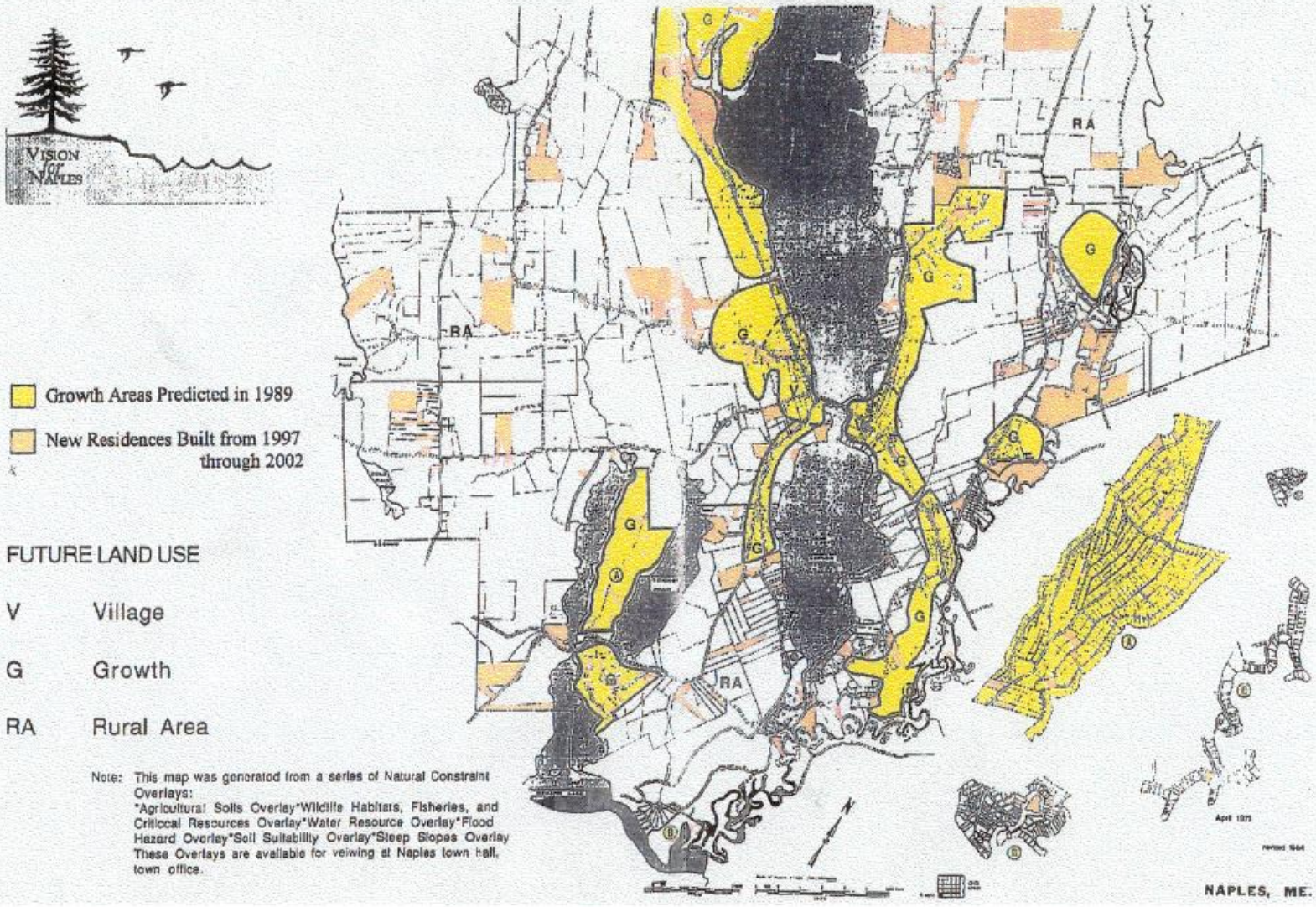
6. Commercial uses serving the seasonal populations of visitors and summer residents have also grown, but the basic distribution pattern present in 1989 remains approximately the same.

7. Many Naples residents continue make their income or supplement it with full- or part-time small businesses that they run out of their homes.

8. In general, most of the new development in recent years has been residential. More specifically, the Town issued 263 new residential building permits from 1997 through 2002. Of these, 27% were located in areas designated as Growth Areas (includes Village areas) as shown on the 1991 Comprehensive Plan's Future Land Use Map, and 73%, were located in Rural Areas on the same map. See Exhibit 40, below.

**Exhibit 40. Distribution of New Residential Permits in Naples, 1997-2002**

| | GROWTH AREAS | | RURAL AREAS | | WHOLE TOWN |
|---|---|---|---|---|---|
| **Year** | **Permits** | **% Permits** | **Permits** | **% Permits** | **Permits** |
| 1997 | 5 | 22% | 18 | 78% | 23 |
| 1998 | 10 | 29% | 24 | 71% | 34 |
| 1999 | 6 | 16% | 32 | 84% | 38 |
| 2000 | 11 | 22% | 39 | 78% | 50 |
| 2001 | 16 | 33% | 32 | 67% | 48 |
| 2002 | 24 | 34% | 46 | 66% | 70 |
| **Totals** | **72** | **27%** | **191** | **73%** | **263** |


VISION OF NAPLES
Growth Areas Predicted in 1989
New Residences Built from 1997 through 2002
FUTURE LAND USE
V Village
G Growth
RA Rural Area
Note: This map was generated from a series of Natural Constraint Overlays:
*Agricultural Soils Overlay*Wildlife Habitats, Fisheries, and Critical Resources Overlay*Water Resource Overlay*Flood Hazard Overlay*Soil Suitability Overlay*Steep Slopes Overlay
These Overlays are available for veiwing at Naples town hall, town office.
RA
RA
RA
NAPLES, ME.

9. A substantial portion of the new development in Exhibit 40 has taken place on lots that were never reviewed by the Planning Board as part of a subdivision.

10. A little less than half of the new development has taken place on waterfront lots or on lots nearby the water with water access via easements.

11. Of this waterfront development, the Code Enforcement Officer estimates that about one quarter is seasonal. While he says that seasonal conversions are taking place, he also says they contribute little to overall population growth, given that some are owned by part time residents already counted among the residents of Naples.

12. The Code Enforcement Officer adds that teardowns and trophy mansions in the waterfront area are becoming a common occurrence that is driving up neighboring property values and will someday make it prohibitive for some neighbors, particularly those on fixed incomes to continue to afford to live where they are, though he is not aware of an example of this having happened yet.

13. There are additional waterfront sites available for development in Naples, and many of the recent sites are subdivisions of larger waterfront parcels, some of which are converted from summer youth camps.

14. Additional commercial development has taken place along the Rte. 302 corridor, especially, but not exclusively along the portion between the intersections with Rte. 35 and Rte. 11, and to a lesser extent within the village and to the north along Route 302.

15. Some significant public land use changes that took place just at the time of adoption of the 1991 comprehensive plan include the construction of the new elementary school and the remodeling of the old elementary school in the village to accommodate the Town Offices, which were moved there from next door.

**Where is land already committed to development?**

Land has been committed to eventual residential development in four existing relatively large subdivisions in Naples. These include Madison Heights, the older subdivision between Trickey Pond and Sebago Cove, Sebago Lake Estates, and the Sebago Cove Estates subdivision, which, while approved for 71 new lots, has seen development of only 5 lots. New development in Madison Heights and Sebago Cove Estates have been proceeding slowly but steadily since those subdivisions were approved more than 10 years ago. By contrast, development has been occurring more rapidly in the subdivision between Trickey Pond and Sebago Cove in the last few years.

In the 1991 Comprehensive Plan, Madison Heights (130 new lots) and the large subdivision between Trickey Pond and Sebago Cove were assigned to Growth Areas on the Future Land Use Map. Sebago Cove Estates, which still has no development, was assigned to the Rural Area.

The Naples Business Park and another commercial development park, both located along Rte. 302 are previously approved for commercial development, but have not yet actually been developed.

**Where else is development likely to occur?**

If past trends are any indication, residential development is likely to take place anywhere in the Town that is not zoned for Resource Protection. On page 68 is the 1991 Plan's Future Land Use Map with the lots for which new residential building permits from 1997 through 2002 were issued. (Note that each parcel has received a permit for only one house, regardless of the size of the lot shown. Larger colored lots do not have more residential development.) This map shows that development is nearly uniformly distributed throughout Naples during this six-year period.

However, as noted above, a high proportion of these permits have been issued for lots with water access or actual shore frontage. As the supply of waterfront lots begins to dwindle, those lots with deeded water access that are not waterfront lots may be more in demand. At the same time about half the development has taken place on inland lots with frontage on existing roads. As waterfront lots, water access lots and even lots on existing roads grow scarcer, development is likely to move inward along new roads and lengthy driveways to backlands. A pattern that accelerates the development of backlands may also accelerate the loss of rural character, the break up of larger timber holdings, and the fragmentation of the last large remaining blocks of undeveloped wildlife habitat, among other impacts.

Most lakefront property has already been developed, or, in the case of the Naples shore of Peabody Pond, is protected from additional development through conservation easements. If additional large-scale development of lakefront properties is to occur it will likely happen in the following areas:

1. Along the Muddy River's west shore where 71 houselots have been approved and area available.

2. On large tracts of land currently used for summer camps, where existing low intensity of use, marginal profits and high land values could spur redevelopment for vacation or year-round homes.

3. Within existing large subdivisions still not fully built out, such as the subdivided land between Trickey Pond and the Muddy River and the partially completed subdivision south of Trickey Pond on the east shore of the Muddy River or Madison Heights.

New commercial development is likely to occur in the Rte 302 corridor and other state highway corridors, but it should be noted that it is legally permitted everywhere except in the shoreland zone outside the Village. Mostly it will follow the regional pattern of moving ever outward along the principal radial arterial highway leading into and out of Casco, Raymond, North Windham, Windham, Westbrook and Portland. With no limitations on highway arterial styles of development in the Village, it is likely that this new style could take place in the heart of the village with substantial impacts on community character and a reduction in the current uniqueness of the village atmosphere and historic character that are important to residents and visitors and the tourism economy.

**What conflicts between land uses presently exist and what conflicts may occur in the future?**

So far, the conflicts between land uses have been relatively rare. Also, where conflicts have threatened to take place, neighbors to the proposed commercial development have resisted, but not always won. For example, the proposed gravel quarry on Madison Mountain was ultimately

prevented through the withdrawal of the application after approval, appeal, and litigation by neighbors. On the other hand, the proposed go cart track in the midst of a predominantly residential area, on the site of an existing gravel pit, another use generally not appreciated by residential neighbors, has been approved in spite of the neighbors' strenuous efforts to prevent it and only extensive litigation by the neighbors prevented the project from being completed. These two experiences and perhaps others have shown that the freedom that comes with no zoning also entails some risk that a property owner may not like what is proposed next door and may be powerless to do much about it taking place without taking expensive measures to prevent it from taking place. And in some instances, such expensive measure may only cost and not achieve their goal.

Residential vs. Commercial/Industrial

For the most part there are presently few conflicts between residential and commercial or industrial uses in Naples. However, adjacent uses in some locations are problematic. Along the Crooked River there is a mobile home park that directly abuts an automobile junkyard. Further down the river there is dense residential development that surrounds a commercial facility. In both cases there is potential for adverse impacts on neighboring residential uses.

Commercial Strip Development vs. Resort Uses, Village and Rural Character

The results of the public meetings and the public opinion survey conducted for this plan indicate that the both summer and year round residents of Naples find the town's rural character and the village, including the Causeway its views of the lakes, to be important reasons for living in and owning property in Naples.

Current land use trends, outlined above, include the gradual encroachment of commercial strip development up Route 302 from the south as far as, and potentially beyond, the Causeway. As this happens the physical identity of the village as a separate rural village could change. Strip development could move right into the village by converting some existing residential and commercial properties to new commercial uses, in some cases with modern appearances not consistent with the existing historic character of the Village.

Other roads converging on the Village, such as Routes 35 and 114, may be subject to similar pressures for commercial development near the outskirts of the existing Village, since the village, as an existing commercial center, may hold some attraction for additional local businesses seeking to serve the growing population of Naples and surrounding towns.

The separate physical and historic identity of the village may also be changed by new residential development, or even redevelopment of existing residential property, on the outskirts of the village, and/or within view of the Causeway. The redevelopment of some sites as condominiums illustrates this potential. Even though the market for condominiums is presently soft, it could improve again over the long term and encourage additional condominium projects.

**Rural Residential Development vs. Rural Character and Scenic Resources**

As developable lakefront property diminishes and as the demand for year round housing increases, as outlined above, residential development will be pushed further inland from the lakeshores and in many cases up onto the ridges and hillsides. Madison Heights is an example that has already happened. Ridges and hillsides may in fact be selected for development because they offer views of the lakes and adjacent hills. At the same time, views from lakes and valleys onto currently forested hills and ridges may change to views of partly developed hills and ridges.

Lots in the subdivisions approved in Naples within the last five years often exceed 2 acres. Whatever the lot size of any particular development, it corresponds to the rate at which each additional unit consumes undeveloped rural land.

**How effective are Naples' current regulations and programs in managing and guiding growth?**

The answer to this question depends in large part on the nature and degree of management desired by the community. In the 1991 Comprehensive Plan the Town adopted a Future Land Use Map that designated village, growth and rural areas. The Plan established a goal of directing most of the projected growth from 1991 to 2001 into the designated growth areas and village areas, while allowing the rural areas to accept only the remainder of that projected growth. The method for achieving this guidance of most projected growth to designated growth areas relied principally on enlarging the minimum lot size from 60,000 square feet to about 3 acres, while continuing to allow a 60,000 square foot lot size in the village and growth areas.

Naples did not fully implement this approach following adoption of the Plan, but during the same period the experience of other towns in southern Maine showed that larger lot sizes do not hinder lot sales and development in rural areas, and that they may actually result in an accelerated loss of rural character in rural areas because each lot occupies a larger area and usually has a larger minimum road frontage as well. Because larger minimum road frontages may require more than a developer might otherwise choose, existing road frontage may become developed faster and new roads may become longer on a per-lot basis, leading to increased maintenance costs for the Town or the owners, depending on whether or not the new road is accepted by the Town.

The per taxpayer cost of all services affected by road length: school busing, road and ditch maintenance, snow plowing, and sheriff's patrols, for instance, may go up faster in the presence of longer minimum road frontages. This may translate into higher per capita costs for future services as well, such as trash and recycling collection, should these be adopted at a future date. Another effect of longer frontages may be to unnecessarily lengthen the average emergency response time for fire and rescue to reach outlying properties, when compared to a more compact development pattern.

What the Town did implement - a reduced lot size in the Village District, retention and eventual reduction of the minimum lot size in the rural area and in growth areas outside the village with a density bonus possible for subdivisions that preserve open space, may help to limit residential development sprawl somewhat, but there are few instances, so far, of developers or subdivides designing subdivisions to take advantage of this option. It has been these

regulations that have been in effect during 1997 through 2002 while the pattern of new development shown in Exhibit 39 emerged on the landscape.

In Naples, the results of the public opinion survey indicated that majorities of those responding favored limiting all uses except single-family homes to certain areas within the town. A majority expressed concern over loss of rural character and open space. Concern was expressed over impacts of development on water quality and for the protection of other natural resources, over the pace of growth and the continued ability of the town to provide cost-effective service delivery in the face of rapid growth.

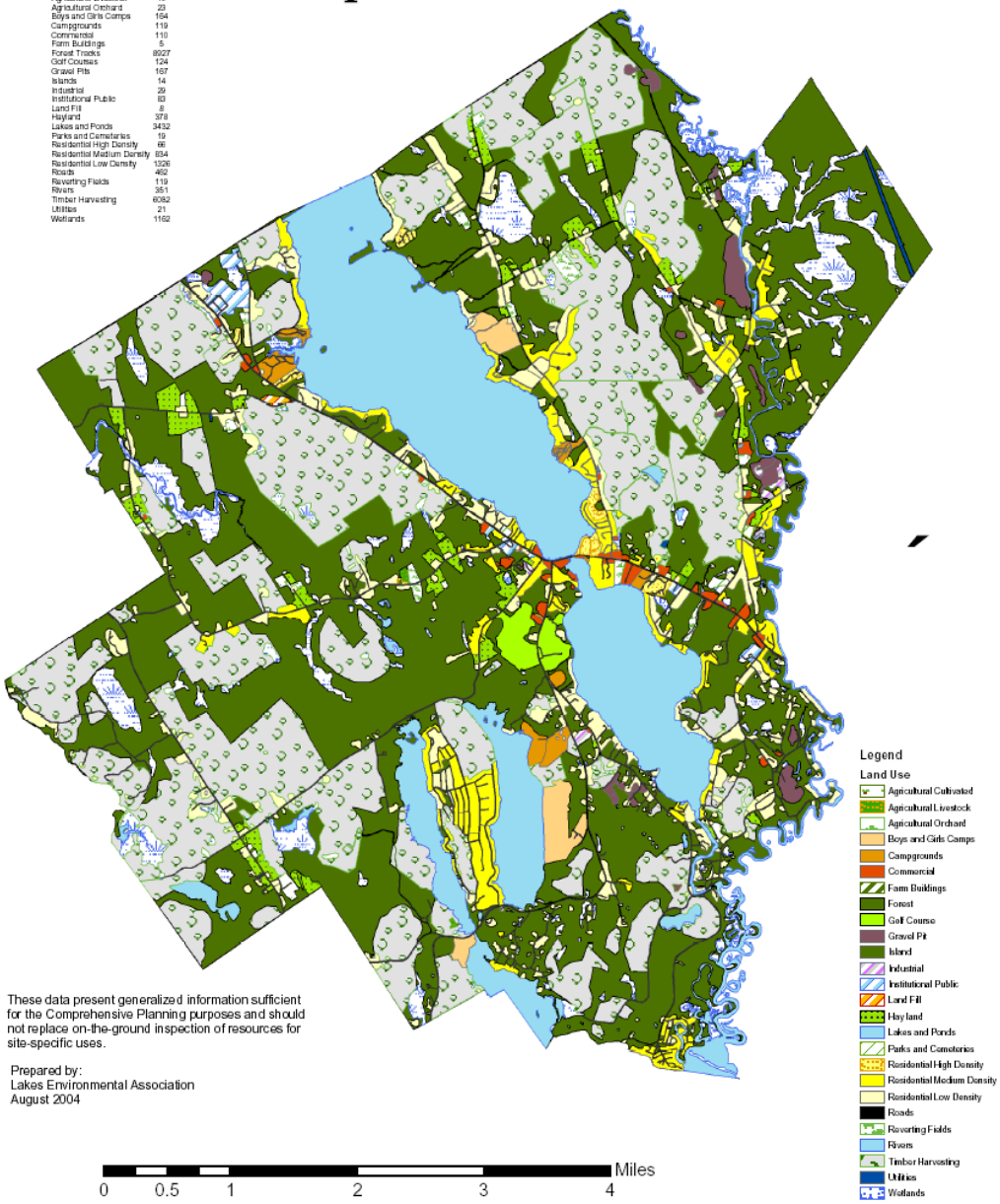
Currently, Naples does not have any designated growth or rural areas, or any zoning that restricts particular land uses from locating in any part of town, with the exception of shore land zoning and the Village District. This means that if any property owner chooses to develop any commercial, industrial, mining or other use with potential adverse impacts on natural resources, residential uses, resort commercial uses, then besides applicable state review processes for larger developments, there is only the site plan review and/or the subdivision review process to allow the town, and abutting property owners to have a voice in deciding whether and/or under what conditions each proposed use may take place

There is currently no ordinance in place that allows Naples to regulate the pace of growth, for example, by limiting the number of building permits issued per year. Nor is there any capital improvement planning to spread the town's capital expenditures that will inevitably be needed to maintain existing levels of municipal services over the long term. The Town's shore land zoning does include a resource protection district that protects some critical natural resources. However this includes only those resources within 250 feet of the shores of high value wetlands, lakes and ponds. The Planning Board does apply phosphorus export limits to development as part of its subdivision review and site plan review to help protect lake water quality. The Naples Floodplain Ordinance prohibits new structures within the 100-year floodplain. For protection of rural character and open space, the subdivision ordinance gives the Planning Board the power to require that up to 10% of the acreage within large subdivisions be reserved as open space; however, it is restricted to approving lots which meet the minimum lot size of 40,000 square feet (or 60,000 square feet in shoreland zones). There are currently no local regulations to protect historic properties or require design of new structures to be consistent with the character of adjacent historic buildings or neighborhoods, except that the Town does have a limited ability to require architectural compatibility between proposed and existing development within the Route 302 corridor from the Casco line to the northern end of the Village District.

The Town’s land use regulations has no special requirements within the recharge area for either the Naples Village-west shore of Brandy Pond sand and gravel aquifer, or the Crooked River aquifer. During the early 1990s, attempts were made to adopt special performance standards and space standards to protect groundwater quality in these areas, based on hydrogeologic studies of each of these aquifers, but both attempts were not adopted by the Town Meeting.

# Naples Land Use

| Land Use | Acres |
|---|---|
| Agricultural Cultivated | 6 |
| Agricultural Livestock | 10 |
| Agricultural Orchard | 23 |
| Boys and Girls Camps | 164 |
| Campgrounds | 119 |
| Commercial | 110 |
| Farm Buildings | 5 |
| Forest Tracks | 8927 |
| Golf Courses | 124 |
| Gravel Pits | 167 |
| Islands | 14 |
| Industrial | 29 |
| Institutional Public | 83 |
| Land Fill | 8 |
| Hayland | 378 |
| Lakes and Ponds | 3432 |
| Parks and Cemetaries | 19 |
| Residential High Density | 66 |
| Residential Medium Density | 834 |
| Residential Low Density | 1326 |
| Roads | 462 |
| Reverting Fields | 119 |
| Rivers | 351 |
| Timber Harvesting | 6082 |
| Utilities | 21 |
| Wetlands | 1162 |




These data present generalized information sufficient for the Comprehensive Planning purposes and should not replace on-the-ground inspection of resources for site-specific uses.

Prepared by:
Lakes Environmental Association
August 2004

## 2.5 Natural Resources

Natural resources are the essential elements of the earth's natural systems. Life depends on resources such as air, land, water, vegetation and wildlife. The local economy depends on both use and conservation of natural resources. It is important for the town to understand its natural environment and its many uses so that it can make enlightened decisions to adequately and appropriately manage the resources on which it depends.

The natural resources inventory is a compilation, in mapped and written form, of the natural resource characteristics of the town. The maps visually display the location and extent of each natural resource that are suitable for community-wide planning. Each resource shown on the maps is described in the narrative that follows. These resources include slopes, soils, water resources, wetlands, floodplains, forests, wildlife habitats, and unique natural areas.

### SLOPES

Slope is the amount of rise or fall in feet for a given horizontal distance. It is a measure of the steepness of the land. The slope of land influences the economic and physical feasibility of various land uses; it is harder to farm steep land than flat land, and it is harder to build on a steep slope than on a gentle one. Also, slope can affect the functioning of septic systems and placement of roads and structures. The slope of land generally is a very localized condition; it can change significantly within short distances.

Generally speaking, development, farming or timber harvesting on slopes over 15 percent becomes increasingly problematic as the gradient, or percent slope, increases. Steeper gradients are less suitable for most uses, and more susceptible to creating adverse environmental impacts than similar sites with gentler slopes. Roads and ditches on steep slopes are more costly to construct and maintain. Roads may be more dangerous to travel on, and less passable by emergency vehicles and/or school busses, particularly in winter. Steep slopes may make buildings and subsurface waste disposal systems more expensive to construct and maintain. The Maine State Plumbing Code prohibits septic system construction on sites with slopes of 20 percent or more.

In the long run, there is much more undeveloped and potentially developable land on the inland hills and ridges than on shorelines and flat land. With time, as the demand for housing grows, and as the relatively few remaining developable waterfront parcels disappear, there will be greater pressure to develop these inland areas. Another factor making such locations attractive is the potential views from housing on steep slopes.

### SOILS

Soils are a basic resource of major importance to land use activities. They are the underlying material upon which roads, buildings, and septic systems and solid waste disposal facilities are developed. And, they are the essential medium for agriculture and forestry. Because a soil layer underlies most activities on the earth's surface, it is important to understand its properties and limitations.

Soil is the layer of the earth's surface that has been modified by weathering processes. Five factors determine the kind of soil to be found in a given area. They are: parent material, climate, vegetation, topography, and time. Over thousands of years, the soils in Naples have been formed through the action of climate and vegetation on glacial outwash, glacial till, and ledge, the local parent materials. The process has also been affected by local topography and the passage of time.

Variations from place to place in one or more of the five soil-forming factors cause soil properties to vary from place to place on the landscape. For instance, the color, texture, structure, depth to bedrock, and depth to water table, among other characteristics may be different. Because of these variations there are many different soil types, called soil series, which have been identified and mapped by the U.S. Department of Agriculture's Soil Conservation Service.

Each soil type has a different degree of suitability for any of the many possible land uses for which it might be developed. For instance, some soils are well suited for septic systems, while others are marginally suitable and still others are not at all suitable for this particular use. Similarly, different soils have varying fertility for agriculture and forestry.

The reasons for inventorying and analyzing soils data include:

- To locate areas of soils best suited to each land use;
- To identify areas of soils where additional investment in development will be necessary and/or where environmental hazard is the greatest;
- To help direct land uses to the most suitable, least environmentally hazardous soils.

Soil Development Potentials[6]

The Natural Resources Conservation Service (NRCS) has developed a system to assess the relative suitability of each soil type for development. The Soil Development Potentials Rating System for Low Density Urban Development in Cumberland County, Maine rates all soil types found in Naples for dwellings with basements, for roads, and for septic systems. The three potential categories have been combined into five composite development potential ratings: Very High, High, Medium, Low, and Very Low.

The Maine Department of Human Services has rated soils for suitability for septic systems according to the Maine State Plumbing Code. This rating takes into account factors such as slope, drainage, and depth to bedrock or water table. The Very Low category in the Soil Development Potentials system is the same as the Generally Unsuitable for Subsurface Waste Disposal ranking of the Maine State Plumbing Code system.

Thus, the Unsuitable or Marginal Soils category on the Naples Development Constraints Map shows soils with Very Low development potential and soils that are unsuitable for subsurface waste disposal systems. The Suitable category, on the other hand, includes those soils with Very High, High, Medium, and Low development potentials.

The meaning of soil development potentials deserves further explanation. A rating of Very Low does not necessarily mean that the intended use cannot occur on that soil. It does mean, however, that severe limitations may exist and corrective treatment may be necessary to overcome them. The fewest limitations apply to development with soils rated Very High or High.

Soil survey map interpretation does not eliminate the need for on-site sampling, testing and study of other relevant conditions. Pockets of suitable or unsuitable soils may be present even

[6] This section of the plan has been modified from the 1991 Comprehensive Plan and was originally based on a hand-drawn map of soils in Naples. The map was not available for the 2005 update. However, the conclusions about the distribution of soils in Naples in this section were originally supported by the hand-drawn map and can be distinguished by visual study of aerial photos with overlain soil series contained in the Cumberland County Soil Survey, 1974.

though the medium intensity soil survey, which is generally less intensive than on-site testing done for development review may indicate. For example, a soil may be rated Unsuitable because of its generalized drainage conditions, but on-site inspection may reveal localized slope conditions that are favorable to the intended use.

More than half of the town's area is not unsuitable for septic disposal systems. The areas that are limited to some degree are concentrated in a few specific areas. The areas which appear on the map as Very Low are located mostly in wetlands and other low lying areas, such as along stream channels, in topographic depressions, and adjacent to wetlands. There are other areas, however, which have received this rating because of steep slope, shallow depth to bedrock or poor drainage due to relatively impermeable subsoil. Unsuitable areas sometimes occur in upland areas as well. The soils, which have received ratings above Very Low, tend to be located in gently sloping upland areas with better drainage.

Prime Agricultural Soils

Prime Agricultural Soils are located mostly on gently sloping upland areas. There are also several areas of prime agricultural soils located and adjacent to the floodplain of the Crooked River. The These soils are also well suited to agricultural use, but they are not quite as good as Prime Agricultural Soils since there agricultural use requires irrigation. They are often geographically associated with Prime Agricultural Soils, as shown on the map of Naples Agricultural and Forest Resources on page 110. Nationwide, both types of agricultural soils are important for both their current and potential use as agricultural soils. In Naples, almost all of these soils presently support forest growth. The remainder support development and only a small amount of agriculture.

Nationally, because the soil characteristics of Prime Agricultural Soils are the best for both agriculture and development, and because agriculture is an increasingly risky and marginal business to be in, there is a strong incentive to both farmers and developers to remove these soils irrevocably from agricultural use through the sale and subdivision of land. In Naples, almost all farms and agricultural land uses are already gone, but the conversion of these soils from their current forested condition to newly developed land has only just begun.

Some of Naples' forested Prime Agricultural Soils and Additional Soils of Statewide Importance are now shielded somewhat from this trend due to their tax status under the Tree Growth Law, and, to a much lesser extent, some of the remaining agricultural land is similarly shielded by its tax status under the Farm and Open Space Law.[7] But the remaining land not so classified is under greater pressure as a result. Land in Farm and Open Space tax status and in Tree Growth tax status is also shown the Naples Agricultural and Forest Resources Map. There are a variety of regulatory and non-regulatory options for protecting Prime Agricultural and Additional Soils of Statewide Importance. The Town of Naples will need to decide in its planning process whether and to what degree it wishes to exercise these options to protect these soils.

[7] The state legislature adopted the Tree Growth, Farmland, and Open Space programs as incentives for property owners to keep their land productive but undeveloped. The guidelines for the programs are set by the State and are administered by the municipalities. All three programs allow for an automatic reduction in valuation when the town accepts a property. When property is taken out of the program for development, strict penalties are applied; therefore, landowners who take advantage of these programs typically have long-term plans not to develop the land. Outside of the areas involved into the program, nearly all undeveloped land is taxed according to its highest potential use, and therefore, subject to comparatively uniform high development pressure.

Other Soils Issues

Naples' soils are a plentiful but often misused resource. Common land use and development practices, including site development and timber harvesting, often increase erosion, sedimentation and the loss of valuable topsoil. Eroded sediment and topsoil can clog culverts, storm drains and ditches. It also contains phosphorus that will ultimately raise the phosphorus concentration and contribute to decline of lake water quality. And for agricultural soils, poor soil conservation practices that allow excessive erosion of both topsoil and with it, fertility.

Another soils-related issue is the contamination of homes and other buildings by radon, a potentially carcinogenic gas released from bedrock. Locations with a high level of radon can only be identified on a site-by-site basis. Although potentially hazardous, it is technically feasible to design, construct, and retrofit buildings to mitigate effectively against radon. Information on this health hazard should be made readily available.

While careful engineering can compensate for site-specific problems of soil suitability, the overall carrying capacity of soils should be a major consideration in planning for the cumulative impact and distribution of future land uses.

## WATER RESOURCES

Water is one of Naples's most abundant and useful natural resources. With proper management, plentiful clean water will always be available for domestic and commercial consumption and for recreational and scenic enjoyment. Without careful short and long range planning, water resources can become polluted.

The purpose of this inventory and analysis is to locate significant water resources and supplies, determine their relationship to land use, and later use this information to develop policies to ensure their continued availability and quality. This subsection will encompass groundwater, surface waters, wetlands and floodplains.

Groundwater Resources

One major source of Naples's water is in the ground. Precipitation that does not run off as surface water infiltrates the soil. Some may remain near the surface as soil moisture, where some of it is drawn up by the roots of plants. But much of it continues to infiltrate downward, becoming groundwater. Depending on underground conditions, recoverable groundwater supplies may be plentiful or scarce in any given location. Because much of Naples' drinking water is drawn from groundwater sources, this is a particularly important resource.

Groundwater is found in the cracks and fissures of the underlying granite bedrock (ledge). From wells drilled in bedrock there are usually a relatively low yields and sometimes wells must be drilled to depths of several hundred feet to obtain adequate yields for household use. Typically, yields are below 10 gallons per minute (gpm). Occasionally, there are high yield bedrock wells, but these are rare.

In a few locations, however, groundwater is available in higher yields from sand and gravel deposits, which lie below the ground surface, but above the bedrock. These deposits, known as aquifers, are highly porous and allow for both storage and release of greater volumes of water through shallower wells that do not need to penetrate bedrock. Sand and gravel aquifers are

important resources for large-scale community, agricultural and industrial water supplies, as well as economical, and sometimes relatively abundant water sources for homeowners and their families.

The Maine Geological Survey has mapped Sand and gravel aquifers. In Naples there are two categories of estimated yield: 10-50 gpm, and 50+ gpm. The town's sand and gravel aquifers are located along the Crooked River, on the west shore of Brandy Pond, and along a small section of the Muddy River, on either side of Lambs Mills Road. Of these, the largest is the Crooked River aquifer, which extends the entire length of the river within Naples and beyond into Casco, Otisfield and Harrison. Except for one area along the Crooked River, where the yield is estimated to exceed 50 gpm, the estimated yield from each of the aquifers in Naples is 10-50 gpm. The locations of sand and gravel aquifers in Naples are shown on the map of the Waters of Naples on the following page.

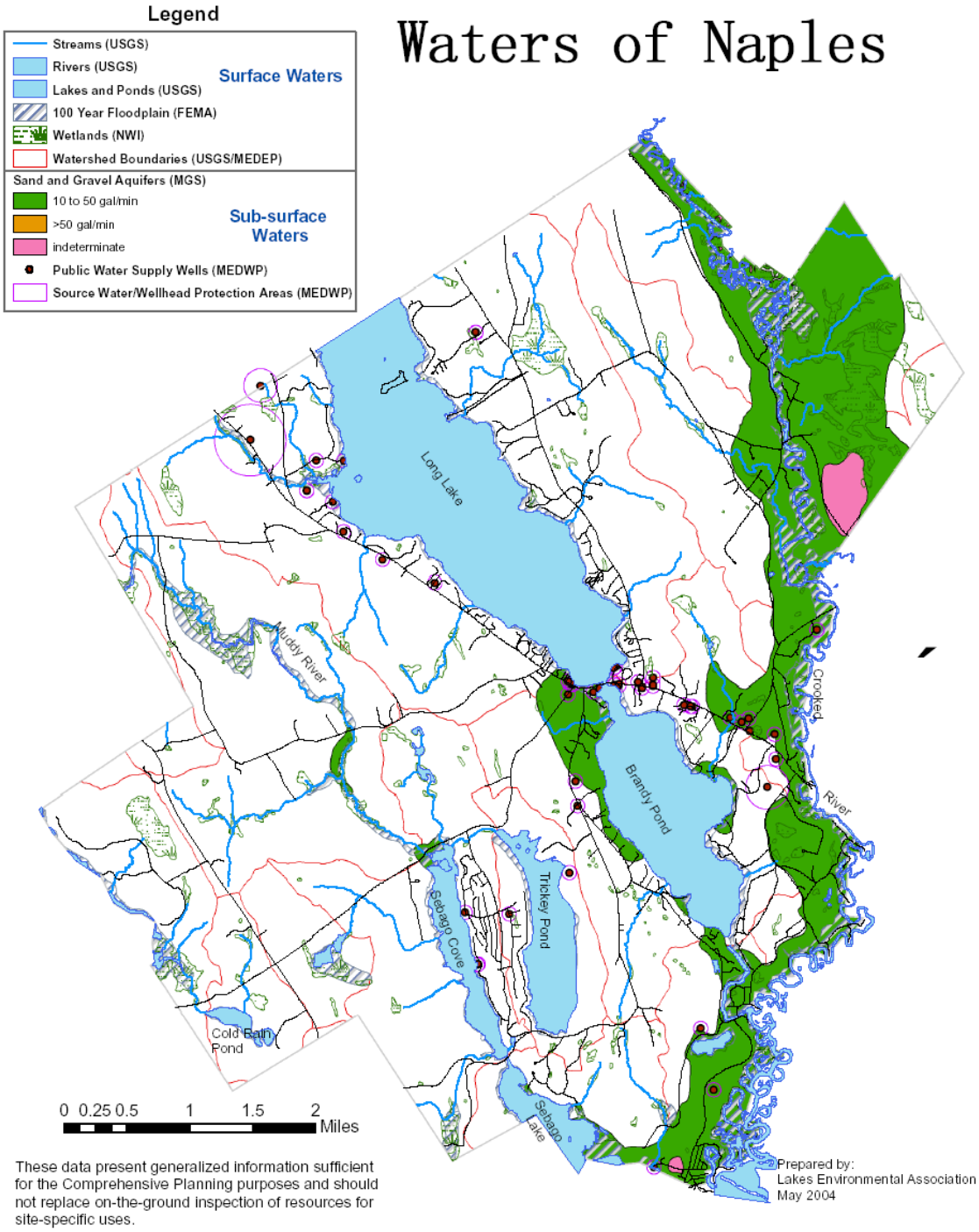
Existing groundwater supplies in Naples, whether drawing on bedrock or sand and gravel aquifers, are almost all privately owned. There are, however, approximately 39 public water supplies licensed by the DHS serving restaurants, inns, stores, campgrounds, summer youth camps and housing developments, 3 of which are publicly owned water supplies also licensed by the DHS serving SAD 61 from groundwater sources.[8] Only about half of these are located above a sand and gravel aquifer. At least 4 of these sources draw directly on sand and gravel aquifers. Even where they are located over an aquifer, the well used may be drilled and cased well beyond the aquifer to a deep, bedrock fissure-supplied intake point.

The aquifer along the Rte 302 corridor is very likely a supply source for Sebago Lake, the source waters for the largest public water supplier in Maine, which now serves portions of Portland, South Portland, Westbrook, Gorham, Windham, Cape Elizabeth, Scarborough, Falmouth, Cumberland and now, with the installation of the new water main in Route 302, parts of Raymond.

Threats to Groundwater

Because sand and gravel aquifers are porous and transmit water rapidly, they are also susceptible to pollution. Once a pollutant enters an aquifer, its movement is governed by the groundwater flow, and it may remain in the aquifer for an indeterminate period of time. The impact of a pollutant on an aquifer depends on the size and characteristics of the aquifer and on the nature and amount of pollution that is introduced. Sources of aquifer pollution are often located on the ground surface directly above or contiguous to the aquifer: septic tank effluent, landfill effluent, leakage from ruptured and/or abandoned fuel tanks, uncontrolled hazardous materials sites, road salt, sand-salt storage piles, and agricultural fertilizers and pesticides are possible sources of aquifer pollution.

[8] Federal Law (Safe Drinking Water Act) defines public water supplies as any system serving water to 25 or more people per day for 60 or more days per year, or serving water to 15 or more service connections (apartments, condos, houses, mobile homes, etc.) To be a “community” public water supply they must first meet one of the above criteria, and then serve a mostly residential population.




These data present generalized information sufficient for the Comprehensive Planning purposes and should not replace on-the-ground inspection of resources for site-specific uses.

The Federal Safe Drinking Act governs the protection and operation of public water systems. The Act mandates the establishment of the Maine Source Water Assessment Program (MSWAP) that requires monitoring of water quality, assessment of potential threats, and prevention of degradation of public water supplies. Maine's Water Quality Classification System requires that all of the State's groundwater be Class GW-A in order to be used for public water supplies. According to the Maine DEP, there are currently no uncontrolled hazardous materials sites in Naples. However, there are current and past land uses that may pose a hazard to groundwater quality in Naples if not properly managed. If growth and development is anticipated to occur in a way, which would create or compound threats to groundwater resources, policy decisions should be made to address these issues.

One of the Federal Safe Drinking Water Standards relates to the permissible concentration of nitrates in groundwater. Nitrates are a significant health hazard because they inhibit the ability of human blood to transport oxygen throughout the body. In infants, an excessive level of nitrate consumption can cause what is commonly known as "blue baby syndrome", in which the baby's skin actually appears to have a bluish hue. In fact it is an indication that the child's tissues and organs are seriously deprived of needed levels of oxygen. While adults are not as vulnerable to nitrates in this manner, nitrates are also known or suspected to be carcinogenic when consumed in excessive concentrations over a period of many years.

Nitrates are normally present in very low concentrations in groundwater. They are also present in human waste, and higher nitrate concentrations become distributed into groundwater through underground plumes of septic system effluent. Because nitrates are also present in fertilizer, including manure and synthetic fertilizers, agriculture is another significant source. In Naples, where agriculture is nearly entirely gone, and residential development is the trend of the future, residential development is the most abundant source of potentially excessive nitrate concentrations.

Nitrates in groundwater from residential development can be problematic due to two causes. First, older developments and densely developed areas may contain a high proportion of homes with inadequately designed and/or maintained septic systems or cesspools. These systems may also be located too close to adjacent wells. Second, the septic systems may meet the Maine State Plumbing Code standards, but also may be located on such marginal soils that it causes excessive nitrate levels. The Maine State Plumbing Code is designed to protect against bacterial and viral heath hazards; its standards do not address nitrate levels.

No data appears to exist concerning nitrate levels in any part of Naples. Of the two areas where it can appear most likely, the Village and the older developments on lakeshores, the Village is the one, which has the most potential to grow substantially. To learn whether the Village can accommodate new growth, what types of new uses it could support, what density of development is appropriate, or at what point in its future public water and/or sewer would be required, if ever, would require a professional hydro-geological assessment. Because of the high market pressure for growth in the area, a significant number of wells and septic systems, underlying sand and gravel aquifer, and possible adverse impacts on the adjacent lakes and groundwater, this question is significant for the Town's future.

The productivity of an aquifer can be limited by covering the ground surface above it with impervious area. Extensive paving and building coverage can prevent water from quickly entering the ground and replenishing the groundwater supply. Removal of overlying sands and gravels may expose the water table to direct pollution and may result in increased evaporation.
Because Naples' aquifers occur in an area, which is primarily flat or gently sloping and within areas with soils suitable for septic systems, the area may be easily developed and may be in demand for many uses. In addition to the existing conditions that may pose a threat to ground water quality and

potential conditions that could inadvertently limit recharge and existing volumes, the town should carefully assess the availability of the aquifer in terms of present and future demands for water.

**Current Groundwater Protection Measures and Policy Issues**

Naples' current ordinances require plans for any proposed subdivision over 4 lots to include a hydro-geologic assessment that models and predicts nitrate-nitrogen concentrations to help the Planning Board determine whether federal standards for nitrate-nitrogen will be met. A similar requirement is not in effect for proposed site plans, which can place high subsurface wastewater disposal demands on groundwater, depending on the nature of the proposed use.

A new state law now requires each town in Maine to notify public water suppliers of proposed developments that would be located within the well area. This area is known as a source water protection area. To assist towns with determining where the source water protection areas of each public water supplier in their town is located, the Maine Drinking Water Program has provided a map that delineates these areas.

At the same time, public water suppliers are eligible to voluntarily participate in the Maine Wellhead Protection Program. Under this program, a public water supplier, sometimes with technical assistance from the Drinking Water Program, delineates the area contributing to its well, takes inventory of any existing and potential threats within this area, and works with neighboring property owners, and sometimes, with the Town, to develop management and contingency plans that will help limit hazards from existing of potential land uses and activities within the wellhead protection area.

According to the Maine Drinking Water Program, all 39 of Naples' public water suppliers are nominal participants in the wellhead protection program. They're mostly at a very early stage, with data on threats collected and submitted to the state. Few, if any, have a formal wellhead protection program in place at this writing.

The new public water supply main on Route 302 in Raymond and the possibility of eventual extensions of this main further up the corridor and connections to existing and potential uses on either side of the corridor poses new land use planning policy issues for the Town and property owners. The new main may bring the opportunity for higher density development than has been previous feasible in this area of Naples. It may also bring pressures to allow a broader range of land uses that pose new aquifer protection challenges. Accommodation of projected growth in higher densities can have potential advantages in helping to keep the incremental costs of community services lower on a per unit basis.

At present, Naples does not have regulations that apply special aquifer protection standards for development when it is proposed over or in the recharge area for a sand and gravel aquifer.

In 1994 the Town obtained a small grant from the Maine DEP to complete a hydrogeologic assessment of the carrying capacity and aquifer protection needs of the Naples Village-Brandy Pond west shore aquifer. The study was completed and proposed aquifer protection ordinance language was developed, but was not adopted at the following Town Meeting. In 1995, the Town obtained a grant from the Casco Bay Estuary Project to perform a similar assessment of the Crooked River aquifer and develop recommendations concerning any aquifer protection needs. This study was also completed, and aquifer protection ordinance standards were produced in response, but were again not adopted by the Town Meeting.

In 1997, as part of a program to economically strengthen Naples Village, a wastewater disposal needs assessment was performed by a civil engineering firm in conjunction with a market study and

a design study, all funded through a Quality Main Street grant from the State Community Development Block Grant program. Only a draft version of the study report survives, and its conclusions regarding whether any form of public wastewater collection and disposal infrastructure, such as a sewer system will be needed, and if so, when is not clear. At present some businesses over the Naples Village aquifer just west of the causeway rely on holding tanks and frequent pumping in the summer months.

Not much development has taken place in the Village since these studies were performed. Some of their data needs updating and their conclusions need to be revisited. To obtain current answers for the questions these studies were conducted to answer, the Town will need to first obtain opinions from disinterested professional engineers and hydrogeologists concerning what parts of these studies, if any, can still be relied upon, and how to go about obtaining any additional professional study and/or technical assistance needed to identify current aquifer protection needs and/or determine whether and if so by when some form of wastewater collection and disposal infrastructure will be needed to protect water quality in the aquifer's wells and/or the water quality of Long Lake and Brandy Pond, both of which are fed by the Naples Village-Brandy Pond west shore aquifer. Disinterested professional opinion may be available from hydrogeologists at the Maine DEP and in the Maine Drinking Water Program at the Maine DHS. If not available from staff it is likely staff at these agencies can advise where technical assistance can be found.

While sewer is unlikely to be needed on the Crooked River aquifer if it is developed at a sustainable density, the need to determine and achieve that sustainable density remains for the sake of the aquifer and for the sake of the adjacent Crooked River water quality.

In the long term, the issue of aquifer protection is also a regional issue. Naples and Casco share the Crooked River aquifer, and the Crooked River flows into Sebago Lake, Maine's largest public water supply source, that serves cities and towns in the greater Portland area. Long Lake and Brandy Pond also feed Sebago Lake via the Songo River.

**Surface Water Resources**

The surface water system in Naples is complex and diverse. The streams, ponds, lakes, wetlands, and drainage basins that make up this system are shown on the Waters of Naples Map on page 80. The entire system, including all land area within Naples lies within the Sebago Lake Watershed. Within this large watershed, there are several smaller watersheds surrounding each of the lakes and ponds in Naples. These watersheds include the lakes and ponds themselves, the streams and wetlands that feed them, and the Crooked River watershed. All of these smaller watersheds ultimately drain into Sebago Lake, which, in addition to playing a major role in the region's recreational economy, also serves as the public water supply for most of the residents and businesses of Greater Portland.

The most obvious features of the system are the lakes and ponds. The table in Exhibit 41, below describes some of the characteristics of each of them:

**Exhibit 41**

| Lake Name | Surface Areas (acres) | Direct Drainage Area/Town (acres) | Percent Watershed i Town |
|---|---|---|---|
| Brandy Pond | 733 | 2,174 | 100% |
| Cold Rain Pond | 37 | 469 | 100% |
| Holt Pond | 29 | 224 | 11% |
| Long Lake | 5,181 | 4,546 | 14% |
| Peabody Pond | 701 | 830 | 33% |
| Sebago Lake | 29,525 | 10,968 | 9% |
| Trickey Pond | 301 | 528 | 100% |

“Direct Drainage in Town” refers to the acreage of land, which drains directly into the lake from within the Town, without first draining into a tributary lake.

“Percent of Watershed within the Town” indicates that except for Brandy, Cold Rain, and Trickey Ponds, there is some portion of the watershed in another town or towns. For instance 3% of Long Lake's watershed lies within Waterford, 6% within Denmark, 27% within Harrison, and 50 % within Bridgton.

The watersheds within Naples are fed by streams and lakes originating in other towns upstream of Naples (except Trickey Pond) as well as by drainage within Naples. The Long Lake/Brandy Pond watershed includes portions of Bridgton, Harrison, Sweden, Denmark, and Waterford in addition to Naples. The Crooked River drains portions of Casco, Otisfield, Norway, Waterford, Stoneham, and Albany in addition to Naples. Peabody Pond and Cold Rain Pond are in the headwaters of the Northwest River and Peabody Pond receives drainage from Bridgton as well as Naples and then discharges into Sebago. The headwaters of the Muddy River are located in Bridgton and flow into Naples via Holt Pond, which is located at the border between the two towns.

The Crooked River forms almost the entire eastern boundary for the Naples, separating it from neighboring Casco and Otisfield. The area along this River is an important floodplain and aquifer recharge area. The river flows from Songo Pond in Bethel to Sebago Lake. Historically, The Crooked River provided power for mills of several kinds, most notably at Bolster's Mills and Scribner's Mills in Harrison and at Edes Falls. The river provides fire protection for residents adjacent to it, and may also serve to help recharge portions of the aquifer over which the river flows, and from which some of these neighbors draw water supplies. The Crooked River is known for its salmon, and is used by canoeists and other boaters in the summer.

According to the Department of Conservation's 1982 Maine Rivers Study, the Crooked River is 45 miles in length and includes a "variety of stream channel and topographic variation including a gorge and rapids." The Crooked River is paralleled by a paved road at the northern segment but remains "one of the least developed medium order rivers in southwestern Maine." The Geologic/Hydrologic importance of the River is that it is "a one thousand foot gorge on Albany Brook, a tributary to the Crooked River in the White Mountain National Forest, has been designated as significant by the Critical Areas Program." The Crooked River is already classified by state law as an "outstanding river segment," and development along its shores is subject to special regulation under the Natural Resources Protection Act, and other state statutes.

The Muddy River flows out of Holt Pond in Bridgton and empties into the north end of Sebago Lake. It is navigable at its lower end north of Route 114 if Sebago Lake water levels will allow it. . The wide shallow portion of the Muddy River is a favorite fishing spot and serves as an important spawning area for warmwater species.

Threats to Lakes, Rivers and Streams

The Maine Water Quality Classification System currently classifies all lakes and ponds in Naples as GPA.[9] Class GPA waters "shall be of such quality that they are suitable for...drinking water after disinfection, recreation in and on the water, fishing, industrial process and cooling water supply, hydroelectric power generation and navigation and as habitat for fish and other aquatic life. The habitat shall be characterized as natural" (38 MRSA Section 465-A.). Currently, all lakes and ponds in Naples are attaining this standard.

All streams in Naples, including the Crooked River, are currently classified as Class A waters and the Crooked River as Class AA. Class A requires a "natural habitat". Class AA waters "shall be...suitable for drinking water after disinfection, fishing, recreation in and on the water and navigation and as habitat for fish and other aquatic life. The habitat shall be characterized as free flowing and natural." (38 MRSA Section 465.)

The following table shows the Maine DEP's Water Quality Classifications for each named stream and all the lakes in Naples, and what the DEP has found or assumes concerning whether those goals are being attained presently. The streams and lakes are listed by watershed in an order that approximates their position in the watershed, moving from the headwaters downstream.

**Miles of Streams and Rivers in Naples**

| Streams and Brooks | Mileage |
|---|---|
| Cold Rain Brook | 0.7 |
| Leavitt Brook | 1.5 |
| Muddy River | 4.2 |
| Trickey Pond Outlet | 0.3 |
| Songo River | 3.2 |
| Crooked River | 12.5 |
| Mile Brook | 0.2 |
| Burgess Brook | 1.3 |
| Unnamed Brook | 1.5 |
| Otter Pond Outlet (South) | 1.1 |
| Unnamed Brook | 0.8 |

*Source: State of Maine*

[9] The State has four classes for freshwater rivers, three classes for marine and estuarine waters, and one class for lakes and ponds. Although there is actually not much difference between the uses or the qualities of the various classes, all attain the minimum fishable-swimmable standards of the Federal Clean Water Act. The classification system should be viewed as a hierarchy of risk, more than one of use or quality, the risk being the possibility of a breakdown of the ecosystem and loss of use due to either natural or human-caused events. Ecosystems that are more natural in their structure and function can be expected to be more resilient to a new stress and to show more rapid recovery. Classes AA, and GPA involve little risk since activities such as waste discharge and impoundment are prohibited. The expectation to achieve natural conditions is high and degradation is unlikely. Class A waters allow impoundments and very restricted discharges, so the risk of degradation while quite small, does increase since there is some small human intervention in the maintenance of the ecosystem. Class B has fewer restrictions on activities but still maintain high water quality criteria. Finally, Class C has the least restrictions on use and the lowest (but not low) water quality criteria.

**Exhibit 42**

| Streams and Lakes by Lake Watersheds | State Water Quality Classification (Goal) |
|---|---|
| | |
| **Sebago Lake Watershed** | |
| Whitney Brook | A |
| Trickey Pond | GPA |
| Sebago Cove | GPA |
| Leavitt Brook | A |
| Songo River | A |
| | |
| **Northwest River Watershed** | GPA |
| Cold Rain Pond | GPA |
| Peabody Pond | GPA |
| Cold Rain Brook | A |
| Weeman Brook | A |
| | |
| **Muddy River Watershed** | A |
| (Unnamed brooks #) | A |
| | |
| **Long Lake Watershed** | GPA |
| Tingley Brook | A |
| Meadow Brook | A |
| | |
| **Crooked River Watershed** | |
| Bartlett Brook | AA |
| Burgess Brook | AA |
| Cold Brook | AA |
| Mill Brook | AA |
| | |
| **Brandy Pond Watershed** | GPA |
| Chute River | A |

*Source: State Water Quality Classification, 1999*

Development within lake watersheds and the use of the lakes themselves pose several kinds of threats to stream and lake water quality. The threats to groundwater listed above are also threats to stream and lake water quality in that lakes and streams are fed partially by groundwater flow. Beyond this however, there are several kinds of land use and development impacts, which can have an adverse impact on both streams and lakes, as follows:

Erosion and sedimentation from agriculture, timber harvesting, existing and new roads, ditches, building sites and driveways can add to both the sediment loading and phosphorus loading of lake waters. Failing, poorly designed and/or maintained septic systems can add unacceptable nitrate and other nutrient loads plus bacterial and/or viral contaminants to surface waters. Pesticides and fertilizers in stormwater runoff can pose a hazard to lake water quality. Point sources of pollution, also pose a variety of hazards to surface waters. Gas and oil, and human waste discharges from boats on lakes can also pollute lake waters. And heavy powerboat use and/or poor regulation of water levels in lakes can erode shorelines and beaches.

By far the most potentially serious impact on lake water quality is the gradual increase in phosphorus loading due to additional development in lake watersheds. Before most other cumulative impacts show a major effect on water quality, increments of phosphorus can reach a level exceeding the ability of lake ecosystems to assimilate them. Algae blooms will result, causing changes in water temperature, reducing its ability to hold oxygen, and possibly releasing phosphorus chemically bound to bottom sediments, leading to permanent changes in lake water clarity, loss of cold water fisheries and other economically and ecologically adverse effects.

The experience of China Lake in Maine during the mid-1980s is instructive in this regard. Excellent water quality and trout, togue, and salmon fisheries were lost over the course of about three years during which the cumulative increase in phosphorus loading due to development, at first unnoticed, suddenly made itself apparent. The loss of the pristine quality of the lake and its fisheries has in turn caused adverse economic impacts including loss in property values all around the lake, and loss of recreation and fishing-related business in the area. In addition, the costs of restoration now exceed several hundred thousand dollars, are ongoing, and while limited temporary improvement in water quality is achieved, it is still unlikely that the former quality of China Lake will ever be gained by these efforts.

To help prevent the loss of other lakes to the China Lake syndrome, the Maine Department of Environmental Protection's Lakes Division has developed a method, described in detail in the manual “Phosphorus Control in Lake Watersheds: A Technical Guide for Evaluating New Development,” for estimating the vulnerability of lakes to phosphorus pollution and for controlling phosphorus export from new developments within lake watersheds. The phosphorus control standard used is unique to each lake watershed and is expressed as the amount of phosphorus, which can be exported from each new development per acre per year. This standard is called the Per Acre Phosphorus Allocation. The DEP requires the developments, which are large enough to fall within its jurisdiction to comply with this standard.

Developments and other land use activities, which do not require permits from the DEP are not currently required to conform to either a state or a local per acre phosphorus allocation standard. This means that smaller subdivisions and site plans, timber harvesting, road reconstruction and other activities, which can export phosphorus, continue to contribute unknown quantities of phosphorus to all lake watersheds in Naples. Since these standards will likely not be applied to all new phosphorus sources in lake’s watershed, their implementation may not, by itself, be sufficient to prevent any noticeable decline in lake water quality. In order to ensure that lake water quality is maintained, new development standards should be applied in conjunction with efforts to reduce or eliminate some of the most significant existing sources of phosphorus in the watershed.

The DEP has monitored water quality in most of the lakes and ponds in Naples. The monitoring results and negotiations with individual developers have been used to determine the Per Acre Phosphorus Allocations for each lake and pond where DEP has had to review proposed developments in lake watersheds. For some useful statistical data characterizing each lake and its vulnerability to phosphorus pollution, see Exhibit 43, below:

**Exhibit 43**
**Per-Acre Phosphorus Allocations for Selected Lakes**

| Lake Name | Acres Likely to Be Developed | Lbs. Per Acre Phosphorus Allocation | Water Quality Category | Level of Protection |
|---|---|---|---|---|
| Brandy Pond | 750 | 0.038 | Mod-sensitive | High |
| Cold Rain Pond | 126 | 0.023 | Mod-sensitive | High |
| Holt Pond | 73 | 0.024 | Mod-sensitive | Moderate |
| Long Lake | 1636 | 0.029 | Mod-sensitive | High |
| Peabody Pond | 263 | 0.045 | Mod-sensitive | High |
| Sebago Lake | 3987 | 0.041 | Outstanding | High |
| Trickey Pond | 171 | 0.041 | Outstanding | High |

In the table above, "Water Quality Category" refers to one of six possible categories to which DEP assigns the existing water quality of any given lake. Moderate/Sensitive means average water quality, but high potential for phosphorus recycling from lake bottom sediments. Good means greater than average water quality, apparently not declining under present phosphorus loading. Outstanding means exceptional water quality.

The "Lbs. Per Acre Phosphorus Allocation" is DEP's estimate of how many pounds of additional phosphorus will be exported from each acre of watershed to the lake. For all lakes except those whose watersheds are contained entirely within Bridgton, this number has been adjusted to reflect only the proportional amount of phosphorus from the direct watershed located within the Town.

The issue of water quality is tied particularly closely to the need for inter-town cooperation. The Crooked River and Naples' shared lakes and lake watersheds are the most obvious examples of resources that warrant cooperative protection; streams and groundwater also cross town boundaries.

**DEP List of Watersheds "Most at Risk from New Development"**

Maine's Stormwater Management Law, which regulates both stormwater volume and quality from new development to which it applies, uses a two-tier level of regulation. The more restrictive standards applied under this law apply in watersheds that the DEP has classified as "Most at Risk from New Development".

The Maine DEP also maintains a list of lake watersheds throughout the State that are high priority for financial and technical assistance related to non-point source pollution control. This is called the Non-point Source Priority Watersheds List. There is also a subsection of this list that includes 180 "highest priority" lakes.

Below is a table showing the listings of each lake within Naples or outside Naples but impacted by drainage from within the town.

**Exhibit 44**

| Lakes | On 'Most at Risk from New Development' List | On NPS Priority Watersheds List | On Highest Priority Subsection of NPS Priority Watersheds List |
|---|---|---|---|
| Within Naples | | | |
| Brandy Pond | | | |
| Cold Rain Pond | x | | |
| Trickey Pond | x | x | x |
| | | | |
| Outside Naples | | | |
| Holt Pond | | | |
| Long Lake | x | x | x |
| Peabody Pond | | x | |
| Sebago Lake | x | x | x |

**Threats to Lake Water Quality**

Development within lake watersheds and the use of the lakes themselves pose several kinds of threats to stream and lake water quality. The threats to groundwater listed above are also threats to stream and lake water quality in that lakes and streams are fed partially by groundwater flow. Beyond this however, there are several kinds of land use and development impacts that can have an adverse effect on both streams and lakes. Erosion and sedimentation from agriculture, timber harvesting, existing and new roads, ditches, building sites and driveways can add to both the sediment loading and phosphorus loading of lake waters. Failing, poorly designed and/or maintained septic systems can add unacceptable nitrate and other nutrient loads plus bacterial and/or viral contaminants to surface waters. Pesticides and fertilizers in storm water runoff can pose a hazard to lake water quality. Point sources of pollution, also pose a variety of hazards to surface waters. Gas and oil, and human waste discharges from boats on lakes can also pollute lake waters. And heavy powerboat use and/or poor regulation of water levels in lakes can erode shorelines and beaches. In recent years, a new threat has been added to the list: Invasive aquatic (plant) species. This threat includes milfoil and several other species.

**Invasive Aquatic Species**

Lake ecosystems in the United States and Canada face threats from at least 11 "invasive aquatic species" of plants, only one of which has yet appeared in any Maine lakes. That one species is called variable milfoil. The other ten invasive plant species, not yet established in Maine, include Eurasian milfoil, parrot feather, Brazilian elodea, hydrilla, fanwort, water chestnut, curly leaf pond weed, European naiad, European frog-bit, and yellow floating heart. Although not prevalent, established bodies of hydrilla and Eurasian Milfoil have each been documented in one Maine water body. Each of these species is established in at least one state or province adjacent or near to Maine.

Invasive plants, alien to local lake ecosystems, where they become established, grow rapidly and can be spread by boaters from lake to lake by boaters who may unknowingly, or even knowingly, carry plant fragments on boats, trailers or fishing equipment from one lake to another. They can have severe impacts on lake ecosystems by displacing similar species, decreasing biological diversity, changing habitat and biotic communities and disruption of the

food chain. These changes can have socioeconomic consequences, such as the impairment of fishing and other forms of recreation.

At this writing, milfoil has recently been found in the Songo River and is moving up into Brandy Pond. This places a whole new level of urgency on the Town to work closely with the Maine DEP and with the Portland Water District to limit the spread within Naples and the Sebago Lake watershed.

## Existing State and Local Actions and Regulation of Water Quality

### Nonpoint Source Pollution Controls

Larger development projects are subject to a permit requirement under Maine's Stormwater Management Law. As noted above, for those projects that are subject to the law, the requirements are more stringent in watersheds that are 'most at risk from new development'. Smaller projects are not subject to the law, but are subject to Maine's Erosion Control Law, but are not required to obtain a permit under that law.

Phosphorus controls have been implemented by the Town through the Subdivision Ordinance and the Site Plan Review Ordinance. While this is an important step toward keeping long-term phosphorus concentrations in lake water within biologically acceptable limits, these ordinances do not control phosphorus from individual lot development outside the shoreland zone that is not subject to subdivision review. Since the majority of new housing development in Naples is on lots that are not part of a recently approved subdivision, and since phosphorus runoff from everywhere within a lake's watershed eventually reaches the lake, future phosphorus runoff from this kind of future development still may pose a significant hazard to lake ecosystems over the long term.

Naples' shoreland zone includes land areas within 250 feet of the normal high-water line of any great pond, or river; within 250 feet of the upland edge of a freshwater wetland; and within 75 feet of the normal high-water line of a stream.

The Town's shoreland zoning includes protection for streams below the juncture of two perennial streams shown on a USGS topographic map. A new State rule, recently adopted by the Maine DEP, that is not part of shoreland zoning, now extends this protection to headwaters of these streams. The new rule, effective September 1, 2002, requires a 75' buffer on streams *above* the juncture of two perennial streams, where shoreland zoning's Stream Protection District stops.

Naples' Site Plan Review Ordinance, Subdivision Ordinance and Shoreland Zoning Ordinances all require written erosion and sedimentation control plans, reviewed by the Cumberland County Soil and Water Conservation District, as a condition of approval for new development plans.

### State, Regional and Local Actions to Control Invasive Aquatic Species

In the last two years the State of Maine has adopted several measures to prevent the spread of invasive aquatic species into Maine. These include a sticker program that collects fees from boat owners at registration, provides stickers, and collects funds for further work on invasive aquatic species and lake protection, a program of inspections of boats and trailers by Maine IFW wardens at the most heavily used boat launches and near State border crossings, penalties for possessing, keeping or spreading invasive aquatic species, the creation of an interagency task force charged with reporting to the Land and Water Resources Council (LRWC) of the Legislature and the requirement that the LWRC develop an invasive species management plan.

The Portland Water District has also been actively monitoring and mapping variable milfoil in sightings and populations in Sebago Lake, including Jordan Bay. They have also developed various outreach educational materials and programs for boaters and the general public, including school-based education programs. The Lakes Environmental Association is also active in combating invasive aquatic species.

An interesting municipal program to prevent the spread of invasives species has been adopted by Raymond. According to the 2001 Town Report by the Conservation Commission, “In the summer of 2001, the Conservation Commission teamed with the Raymond Waterways Protective Association to develop strategies for protecting our lakes from Milfoil and other invasive Aquatic Species (IAS). The resulting Committee provided educational materials through the Roadrunner, Town Office and other public outlets, and drafted a proposal to the Town for a Milfoil/IAS Ranger position. The proposed Ranger’s duties will include inspecting boats and trailers at the Crescent Beach launch site (and at other lakes), educating boaters about the Mifoil/IAS threat, and monitoring the lakes for plant colonies. The Committee has asked the Town to provide some funding for this position. Additional funds may come from other partners (Maine DEP, Town of Casco, Portland Water District), and a substantial portion will need to be raised through donations from Raymond property owner and others interested in preventing IAS from severely impacting our lakes.” In the summer of 2002, the Town and the DEP hired two rangers who, in addition to inspecting and educating, initiated an aquatic plant survey.

**WETLANDS**

Wetlands are vital natural resources that have both ecological and economic importance. They provide a unique habitat, spawning and nesting areas for a broad spectrum of plants, animals and fish, including waterfowl, shellfish, fish, insects, reptiles, amphibians, and many mammals. Wetlands serve as water purifiers for groundwater recharge and discharge, and help protect surface water quality downstream and in lakes downstream. Wetlands reduce flood hazard by absorbing rapid runoff like a sponge and then releasing it slowly to surface waters and, in some cases, groundwater. They reduce erosion and sedimentation in both stream channels and lake margins. Wetlands function as natural wet ponds, which absorb phosphorus in stormwater runoff. And, in some cases they have scenic, historic and/or archaeological values.

Many wetlands in excess of 10 acres in size exist in Naples, including swamps, marshes, bogs and the streams, and numerous rivulets and springs that feed them. The most prominent are part of the wetland system associated with the Crooked River. Other wetlands in Naples are associated with streams, which feed each of the lakes, or with the margins of lakes. Or, they occur independently of streams or lakes in small low-lying areas. Larger wetlands are shown on the Waters of Naples map.

"Wetlands" refers to the group of soils that are commonly found in a waterlogged condition. Some of these soils are ponded or have standing water on them most of the year. Wetland soils typically include soils that are poorly or very poorly drained, as defined by the Soil Conservation Service (SCS). In a wetland the water table is typically at or near the ground surface for enough of every year to produce wetland vegetation. Common names for wetlands include swamps, and marshes.

The sensitive ecological balance of a wetland can be easily disrupted by many human activities. Historically, wetlands have often been filled, drained, and/or excavated to expand the amount of developable land on a parcel in which they were located. Or their functions, listed above, have been severely impaired through clearing, paving or other development of adjacent land, causing

reduced wildlife habitat, loss of groundwater recharge area, scenic value, increased flood hazard, and other adverse impacts.

**State Planning Office Wetland Characterization Maps**

The locations of wetlands in Naples are shown on the Waters of Naples Map. In 1999 and 2000, the State Planning Office developed a new method of characterizing wetlands in towns within the Casco Bay Watershed. This new method provides a functional assessment of each wetland to rate its relative importance in each of five wetland function categories. These categories include: plant and animal habitat, sediment retention, flood flow alteration, fisheries habitat, and cultural and educational value. A wetland that meets the rating system's threshold characteristics in any of these categories receives a "1". If it does not meet the threshold it receives a "0"for that category. Each time a wetland receives a ''1", it is called a "hit". Each wetland also has an identification number under this system.

It is important to note that all wetlands perform valuable ecological functions in all or most of the five categories above. Stated another way,"0"hits in any given category do not mean a wetland has no functional value in that category. It only means the wetland is performing that important wetland function at a level below the threshold for receiving a hit for that category.

All wetlands are important. This new rating system provides a systematic approach to determining which wetlands are most important for providing each type of wetland function. It also lets us see which function or combination of functions each wetland is playing an especially important part in providing for the ecosystem as a whole.

**Wetland Regulations**

Because wetlands are ecologically important in all the ways described above, and because they are vulnerable to filling, dredging, draining or other alterations in order to make them suitable for or supportive of development, these activities are regulated at federal, state and local levels of government.

The Town of Naples regulates the use of wetlands of any size through its subdivision ordinance by prohibiting the development of land, which must be filled or drained to support the construction of roads or structures. Wetlands of 10 or more acres that are not forested are subject to the Town's Shoreland Zoning Ordinance, which either classifies the shoreland zone around them as Resource Protection, effectively prohibiting development with 250' of the wetland, or requires at least a 75' setback, depending on the habitat value of the wetland. Draining, excavating, filling or otherwise altering forested wetlands of all sizes over 4300 square feet and unforested wetlands of less than 10 acres and more than 4300 square feet is regulated by the Maine DEP, and the US Army Corps of Engineers has jurisdiction over alterations of wetlands of all types and sizes, whether subject to State rules or shoreland zoning or not.

Under State and federal wetland regulations, sometimes a developer is allowed to fill, drain or otherwise alter a wetland, provided that the same developer compensates for this activity by restoring, creating, enhancing or preserving wetland(s)on the same site or elsewhere on another property. That property may or may not be located in Naples, or in the same watershed. This means that while the ecosystem as a whole is receiving the benefit of compensation, Naples may not be.

The State Planning Office has recently developed a model local ordinance for interested municipalities to consider adopting in order to help stem the cumulative loss of wetland area from small projects and to help guide state and federal regulatory activities to work cooperatively with the Town to achieve more effective protection of local wetland resources guided by local wetland protection priorities. The Wetland Characterization maps described above can be used, with or with such an ordinance to help municipalities assess the relative values of its wetlands and set those local priorities for wetland protection.

**Vernal Pools**

There is one type of wetland that is not shown on the Waters of Naples Map because there is no published source of information to document its locations. That type of wetland is called a vernal pool. Vernal pools occur on the forest floor in the early to middle weeks of spring. They are inherently temporary lasting for only a few weeks each year. These pools are fed by melting snow at the time of year when the water table is generally at its highest. They play critical roles in the life cycles of many species including the wood frog, the blue spotted salamander, the four-toed salamander and the spotted turtle.

It is theoretically possible for developers and planning boards that know where vernal pools are located to prevent them from being lost to development. The main difficulty is that for all but a few weeks of the year their location is undetectable. Other wetlands are distinguished by wetland vegetation for all or part of the development season. But unless a vernal pool is found and its location delineated during its brief spring time existence, its need to occupy that space, which looks like any other low-lying area of forest floor, will go unnoticed and unprotected as a result.

The Maine Audubon Society has created a manual for volunteers, possibly including classes of school children, to use for creating a local inventory of vernal pools.

## FLOODPLAINS

Some portion of the shoreland adjacent to ponds, lakes, wetlands and streams is inundated when these water bodies flood during storms and in the spring during the spring flood. This area is the floodplain. Weather records show that the larger the flood, the less frequently it occurs. A storm severe enough to occur only once in 100 years on the average, floods an area referred to as the 100-year floodplain. The land within the 100-year floodplain which is above the normal high water mark of adjacent water bodies is shown on the Waters of Naples Map.

This narrow strip of land is both a desirable and, over the long run, a dangerous location in which to construct dwellings or other structures. Recently, the enactment of shoreland zoning has limited the ability of landowners to build close to the water, whether within the 100-year floodplain or not. Still, many older buildings predating shoreland zoning and some of the more recently constructed waterfront homes are subject to possible inundation, damage, or even loss of life in floods of 100-year or more frequent floods, depending on how near the water they have been located.

Because private insurance companies have not seen fit to offer flood hazard insurance to insure against property damage to structures located in the 100-year floodplain, the federal government created the National Flood Insurance Program. This allows floodplain property owners in Naples to obtain affordable flood insurance. A necessary precondition of NFIP insurance being available in Naples is that the Town must adopt and administer a local floodplain management ordinance that controls construction techniques and requires flood-proofing in the 100-year floodplain. Naples has adopted a local subdivision ordinance that meets applicable federal standards. Over time those federal standards have historically been subject to change and local floodplain management

ordinance standards have had to be adjusted accordingly. This is an ongoing process and the Town will need to monitor its compliance to continue to meet the requirements for eligibility for NFIP coverage to property owners.

## WILDLIFE HABITATS AND CRITICAL NATURAL RESOURCES

Plants, fisheries and wildlife add significantly to the beauty of Naples, in both visible and invisible ways. Naples' lakes support a variety of fish, ducks and loons. The forests and fields are the home of many large and small game and non-game species of mammals and birds. Although no formal inventory has been made for Naples, species in the region such as bald eagles, bluebirds, and loons are of special concern in the region.

Fisheries and wildlife are important economic and recreational assets. They attract seasonal visitors who like to hunt and fish and/or observe wildlife, and their presence serves those who own property and/or live in Naples year round. This amenity enhances both the enjoyment of life and local property values.

The value of undeveloped land for wildlife habitat varies considerably from place to place. Rapid development during the last decade, including new roads and residential development in Naples and the region, has threatened these natural habitats through direct loss and fragmentation of existing large habitat areas. With decrease in the size of natural habitat areas, the links between the blocks has become narrower which contributed to the edge effect where disturbed areas between developed and natural areas are more easily colonized by non-native species causing extinction of the more rare species.

Inventory and analysis of natural habitats has been done through the Beginning with Habitat Program, a joint partnership of several state agencies, including the Maine Department of Inland Fisheries and Wildlife, the Maine Natural Areas Program, and the Maine State Planning Office, with the U.S. Fish & Wildlife Service, and the Maine Audubon Society. In the core on the program is the habitat-based landscape approach to assessing wildlife and plant conservation priorities and opportunities. The program has mapped information in three different areas to assist the communities in developing a system of protected lands. The following areas are displayed on the Wildlife Habitat of Naples Map and the Naples Undeveloped Blocks & Riparian Areas Map:

- Wetland and Riparian Habitats
- High Value Plant and Animal Habitats
- Large Habitat Blocks

### Wetland and Riparian Habitat

Wetlands are highly productive areas that provide important habitat for many wildlife species, including waterfowl and wading birds, frogs, turtles, snakes, and marine resources. These habitats can be threatened by nearby development that is especially harmful to wildlife species that move between small wetlands to meet their habitat needs. Riparian habitats are the transitional zones between open water and wetland habitats and upland habitats. These areas include river banks, shores, and the upland edges of wetlands.

The Naples Undeveloped Habitat Blocks and Riparian Areas map, on page 96, shows that riparian habitats include 250-foot areas adjacent to the Great Ponds (ponds at least 10 acres in size),

rivers, coastal waters, and wetland (at least 10 acres in size). Streams are surrounded by 75-foot buffer zone. Especially significant in Naples are the Crooked River riparian areas, habitats surrounding wetlands associated with the Songo River, and riparian habitats and wetlands in the Muddy River Watershed. The Beginning with Habitat Program recommends conservation of wetlands and riparian areas since up to 85% of terrestrial vertebrate animals use these areas for part of their life cycle. According to Inland Fisheries and Wildlife, studies show that bobcats, red fox and coyotes, all spend approximately 85% of their time within a 330 ft. corridor along streams and rivers. Existing shoreland zoning regulations control land uses and building structures within shoreland zones and minimize the impacts to riparian habitats and water bodies. These regulations, however, do not control development in the areas along small stream (upstream from the confluence of two perennial streams), many forested wetlands, vernal pools, and wetland less than 10 acres in size. Generally, the wider the riparian buffers are maintained, the greater the water quality, in-stream habitat, and wildlife corridor benefits that will occur. Further, the steeper the slope adjacent to a stream, the greater the width of the riparian buffer ought to be. Riparian buffers do not guarantee healthy streams and water quality. Towns may consider getting involved in activities such as watershed survey and stream habitat walks in order to locate potential threats to stream resources and water quality such as inadequate buffers, soil erosion and sedimentation, and other pollutant sources. Also, when regulating development in small stream watersheds, especially commercial, it is important to insure that appropriate measures to control both the quantity and quality of stormwater runoff be incorporated. (For more information contact the local Soil and Water Conservation District or Maine DEP's "Maine Stream Team Program")

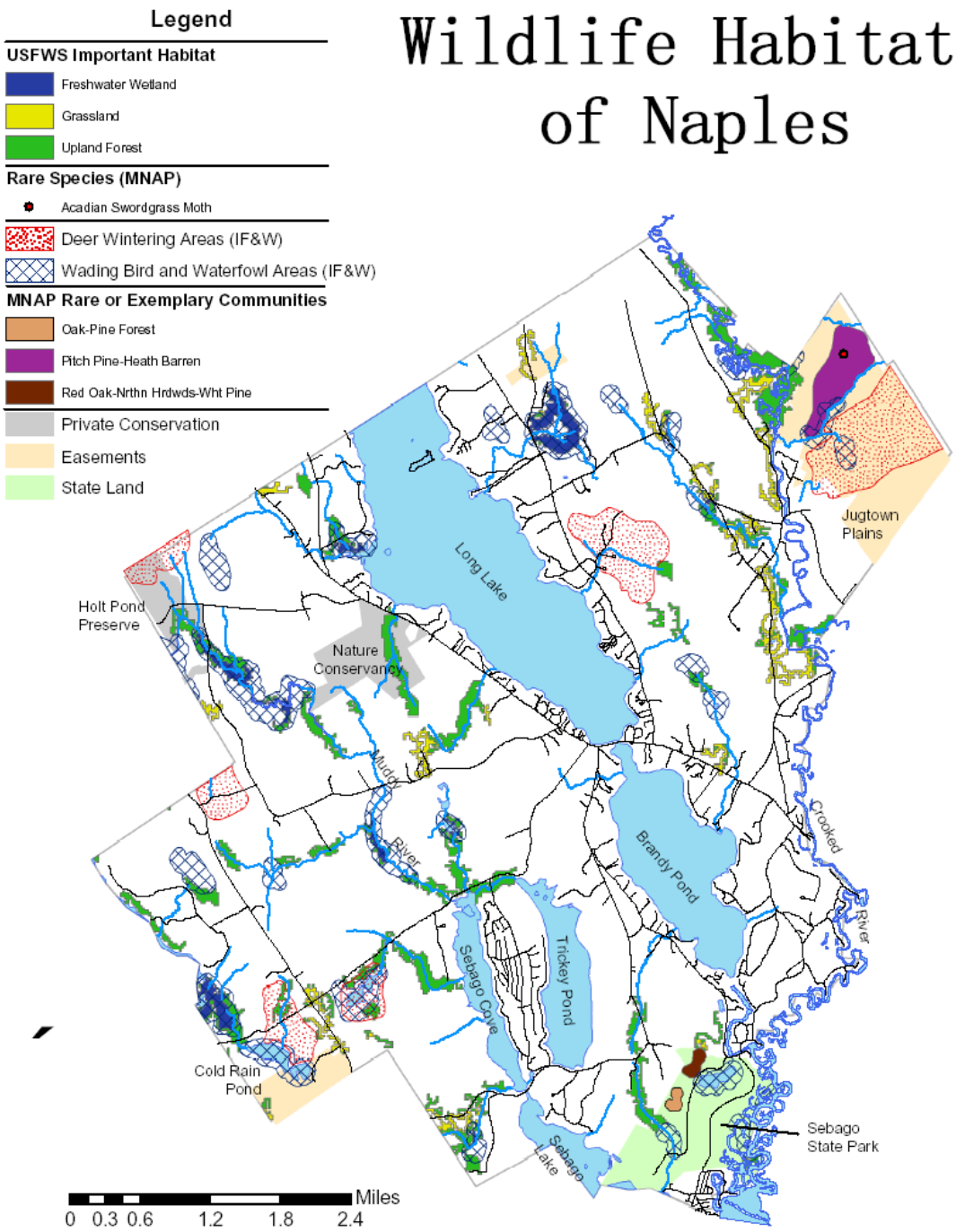
## High Value Plant and Animal Habitat

The Beginning With Habitat project has compiled a High Value Plant and Animal Habitat map for the Town of Naples. This map has been translated into the Wildlife Habitat of Naples, on the following page, which exhibits locations of the several types of habitat described below. This map includes rare plant locations, rare or exemplary natural communities, essential habitats (designated for some endangered animals), significant wildlife habitat (for deer, waterfowl and wading birds, heron rookeries, and shorebirds), and rare animal locations for endangered species and species of special concern. The map also shows high value habitat for U.S. Fish and Wildlife Service (USFWS) Priority Trust Species.

### Significant Wildlife Habitat

Significant Wildlife Habitat is defined by the Maine Natural Resources Protection Act (NRPA), which became effective in 1988. It was intended to define, designate and protect Significant Wildlife Habitats from adverse effects of development. In the years since the Act's adoption, various state agencies have been developing statewide maps of the many types of Significant Wildlife Habitats.

# Wildlife Habitat of Naples




These data present generalized information sufficient for the Comprehensive Planning purposes and should not replace on-the-ground inspection of resources for site-specific uses.

Prepared by:
Lakes Environmental Association
May 2004

### Deer Wintering Areas

These are areas of forest in which the combination of cover, remoteness, and availability of food are optimal for deer to gather and survive the winter. There are six deer wintering areas in Naples shown on the map. They are located east of Mosher Mountain and Kimball's Corner Road, extending over the Town Line into Bridgton, at the headwaters of Leavitt Brook, east of Cold Rain Pond, on the west slopes of Madison Mountain, overlapping onto land now committed to becoming the Madison Heights and Timberwalk subdivisions, the south slopes of Byron's Hill, again extending into Bridgton, and on the Jugtown Plain, south of Burgess Brook. Deer Wintering Areas as mapped have not been adopted as an NRPA-regulated habitat; therefore, none of the deer wintering areas are protected from potential development under current state or local rules.

### Waterfowl / Wading Bird Habitat

Waterfowl and/or wading birds use this type of Significant Wildlife Habitat for breeding, feeding, roosting, loafing and migration areas. The areas are shown on the map and generally occupy portions of streams and wetlands associated with those streams. Portions of Crooked River, Songo River, Muddy River, Whitney Brook, Weeman Brook, Cold Rain Brook, Leavitt Brook, Tingley Brook, Meadow Brook, as well as wetlands in the Crooked River Watershed are designated as Significant Wildlife Habitat. While these areas are not adopted as NRPA-regulated Significant Wildlife Habitat, they are protected to some degree by Naples' shoreland zoning and by state wetland and stream regulations. And the waterfowl/wading bird habitat on Songo River is completely contained in the Sebago State Park area and therefore protected from development.

## Rare Plants and Animals

### Rare Plants

The Maine Natural Areas Program tracks plant species that are rare in Maine. Rare plant species and their locations in Naples are listed below and are shown on the Wildlife Habitat of Naples Map. These locations have been field verified within the last 20 years.

**Exhibit 45**

| Plant Name | State Rarity | Status |
|---|---|---|
| Pitch Pine-Heath Barren | S1 – Critically imperiled in Maine. | Endangered |
| Oak-Northern Hardwoods Forest | S4 – Apparently secure in Maine. | Special Concern |
| Oak-Pine Forest | S4 - Widespread but with cause for long term concern. | Endangered |

Rare and exemplary natural communities identified in Naples include stands of Oak-Pine Forest and Oak- Northern Hardwoods Forest located mostly within the northern portion of Sebago Lake State Park. These areas are the largest known occurrence of the white oak community in the region, which occurs very near the northern limit of the white oak's range within the eastern United States. The other unique natural community in Naples is a New England Pine Barren Heath community located on the Jugtown Plain. It is recommended by the Maine Natural Areas Program that if development should be proposed within either of the habitats shown on the Map that the developer should be referred by the local reviewing authority to their office so that they can jointly seek ways for the proposed development and the unique natural community and rare species potentially affected by the proposal to coexist with minimal environmental impact.

## Rare Animals

The Maine Department of Inland Fisheries and Wildlife tracks the status, life history, conservation needs, and occurrences for animal species that are Endangered, Threatened or otherwise rare. Rare Animal species and their habitat or locations in Naples are listed below and are shown on the Wildlife Habitat of Naples map. These species whose habitats occur in Naples are listed in the table on the following page. Rare Plant and Animal habitat locations need field verification.

**Exhibit 46**

| Animal Name | State Rarity | Status |
|---|---|---|
| Acadian Swordgrass Moth | S3 – Rare in Maine (on the order of 20-100 occurrences) | Special Concern |
| Ribbon Snake | S3 – Rare in Maine (on the order of 20-100 occurrences) | Special Concern |
| Spotted Turtle | S3 – Rare in Maine (on the order of 20-100 occurrences) | Threatened |
| Pygmy Snaketail | S2 – Imperiled in Maine. | Threatened |

Acadian Swordgrass Moth was found near the Burgess Brook close to the Naples-Otisfield town line. Ribbon Snake and Spotted Turtle habitat areas are located near the Holt Pond. Pygmy Snaketail was found on the Crooked River next to Route 302 and Casco town line. Fact Sheets providing illustrations of and important facts about each of the plant and animal species listed above are included in the Appendix.

## High Value Habitat for USFWS Priority Trust Species

The US Fish & Wildlife Service (USFWS) has responsibility under federal law for tracking and protecting migratory birds and federally listed endangered species. There are 91 Priority Trust Species in all, and the Gulf of Maine Program has produced a map that identifies areas that are likely to provide high value habitat for these species. There are 64 Priority Trust Species (areas of more than 5 acres) in all, and the USFWS Gulf of Maine office has produced a map that identifies a composite of the top 25% of high value habitats for these species. The 91 species included were chosen because they meet one or more of the following criteria:

- Federally endangered, threatened, and candidate species;
- Migratory birds, anadromous and estuarine fish that are significantly declining nationwide, or
- Migratory birds, anadromous and estuarine fish that have been identified as threatened or endangered by two or more of the three states in the Gulf of Maine watershed (Maine, part of New Hampshire, and part of Massachusetts).

There are three inland categories of these habitats. They include non-forested freshwater wetlands, lakes and rivers; grass shrub and bare ground; and forest, including forested wetlands. The wetlands with high habitat value are near the Holt Pond, the large wetland on the Muddy River just downstream from Holt Pond, the wetland at the headwaters of Leavitt Brook, the large wetland at the headwaters of Meadow Brook between the Long Lake and the Madison Mountain, wetlands on the Crooked River north of Edes Falls, and a small wetland in the north end of the Sebago Lake State Park. In Naples most of the forest habitat areas are included in riparian areas. Grass, shrub and bare ground areas correspond with many of the open fields on the Madison Mountain, along the Crooked River, in the Kimball's Corner area, and along River Road near the Naples-Sebago town line. USFWS Important Habitat locations are shown on the Wildlife Habitat of Naples map.

## Other Wildlife Resources

According to the 1991 Comprehensive Plan, all lakes and ponds in Naples have high value as fisheries, except for Holt Pond that has medium value and Cold Rain Pond is not rated as a fishery. Currently though, Cold Rain Pond is stocked annually with brook trout and it provides fisheries for brook trout, chain pickerel and smelt. Two rivers, the Muddy River and the Crooked River, are important coldwater fisheries. The Crooked River provides significant spawning habitat for the landlocked salmon of Sebago Lake. Sebago Lake provides significant coldwater and warmwater fisheries and is one of four drainages where landlocked salmon originated. Several streams have been rated medium as fisheries including Tingley Brook, Burgess Brook, Bartlett Brook and Weeman Brook, as well as the brook, which flows into Brandy Pond from the northeast, a brook, which flows into Long Lake from the east through the large new subdivisions on Madison Mountain, and a brook, which flows into Sebago Cove near Camp Mateponi.

## Habitat Blocks, Riparian Areas, and Habitat Fragmentation

Exhibit 47 below shows the typical effects of shrinking undeveloped habitat block size on Maine wildlife species diversity.

**Exhibit 47**
**Habitat Block Size Requirements for Wildlife in Maine**

| Tier 5 | Tier 4 | Tier 3 | Tier 2 | Tier 1 |
|---|---|---|---|---|
| **1-19 Acres** | **20-99 Acres** | **100-499 Acres** | **500-2500 Acres** | **Undeveloped** |
| RACCOON | RACOON | RACOON | RACOON | RACOON |
| | HARE | HARE | HARE | HARE |
| | | | | COYOTE |
| SMALL RODENT | SMALL RODENT | SMALL RODENT | SMALL RODENT | SMALL RODENT |
| | PORCUPINE | PORCUPINE | PORCUPINE | PORCUPINE |
| | | | | BOBCAT |
| COTTONTAIL | COTTONTAIL | COTTONTAIL | COTTONTAIL | COTTONTAIL |
| | BEAVER | BEAVER | BEAVER | BEAVER |
| SQUIRREL | SQUIRREL | SQUIRREL | SQUIRREL | SQUIRREL |
| | WEASEL | WEASEL | WEASEL | WEASEL |
| | | MINK | MINK | MINK |
| | | | | FISHER |
| | WOODCHUCK | WOODCHUCK | WOODCHUCK | WOODCHUCK |
| | | DEER | DEER | DEER |
| MUSKRAT | MUSKRAT | MUSKRAT | MUSKRAT | MUSKRAT |
| | | | MOOSE | MOOSE |
| RED FOX | RED FOX | RED FOX | RED FOX | RED FOX |
| SONGBIRDS | SONGBIRDS | SONGBIRDS | SONGBIRDS | SONGBIRDS |
| | | SHARP-SHINNED HAWK | SHARP-SHINNED HAWK | SHARP-SHINNED HAWK |
| | | | BALD EAGLE | BALD EAGLE |
| SKUNK | SKUNK | SKUNK | SKUNK | SKUNK |
| | | COOPER'S HAWK | COOPER'S HAWK | COOPER'S HAWK |
| | | HARRIER | HARRIER | HARRIER |
| | | BROAD-WINGED HAWK | BROAD-WINGED HAWK | BROAD-WINGED HAWK |
| | | KESTREL | KESTREL | KESTREL |
| | | HORNED OWL | HORNED OWL | HORNED OWL |
| | | BARRED OWL | BARRED OWL | BARRED OWL |
| | | OSPREY | OSPREY | OSPREY |
| | | TURKEY VULTURE | TURKEY VULTURE | TURKEY VULTURE |
| | | TURKEY | TURKEY | TURKEY |
| MOST REPTILES | MOST REPTILES | REPTILES | REPTILES | REPTILES |
| | GARTER SNAKE | GARTER SNAKE | GARTER SNAKE | GARTER SNAKE |
| | RING-NECKED SNAKE | RING-NECKED SNAKE | RING-NECKED SNAKE | RING-NECKED SNAKE |
| MOST AMPHIBIANS | MOST AMPHIBIANS | MOST AMPHIBIANS | AMPHIBIANS | AMPHIBIANS |
| | | WOOD FROG | WOOD FROG | WOOD FROG |

*Source: A Response to Sprawl: Designing Communities to Protect Wildlife Habitat and Accommodate Development, Maine Environmental Priorities Project, July 1997.*

Of course, occasional instances of seeing wildlife species on smaller undeveloped habitat blocks do occur. This is often due to the presence of undeveloped riparian areas or other wildlife travel corridors linking smaller blocks to larger blocks beyond the area of the sighting. And various species of wildlife typically only found in large undeveloped habitat blocks, do occasionally venture

into more densely developed areas than indicated on the chart. And, as the density of development moves from Tier 1 to Tier 5 over time, it shows the typical effects of habitat fragmentation on the diversity and composition of species remaining.

The “Beginning With Habitat” Project has mapped large habitat blocks remaining in Naples, many of which extend into neighboring towns. These areas are shown on the Naples Undeveloped Habitat Blocks and Riparian Areas map. Riparian Areas that link and penetrate into the habitat blocks and state conservation lands are also shown on this map. Note that riparian areas shown do not reflect existing development along lakeshores, streams or wetlands, which, if present, may detract from the use of particular areas and potential linkages between habitat blocks some types of wildlife.

**Conservation Lands**

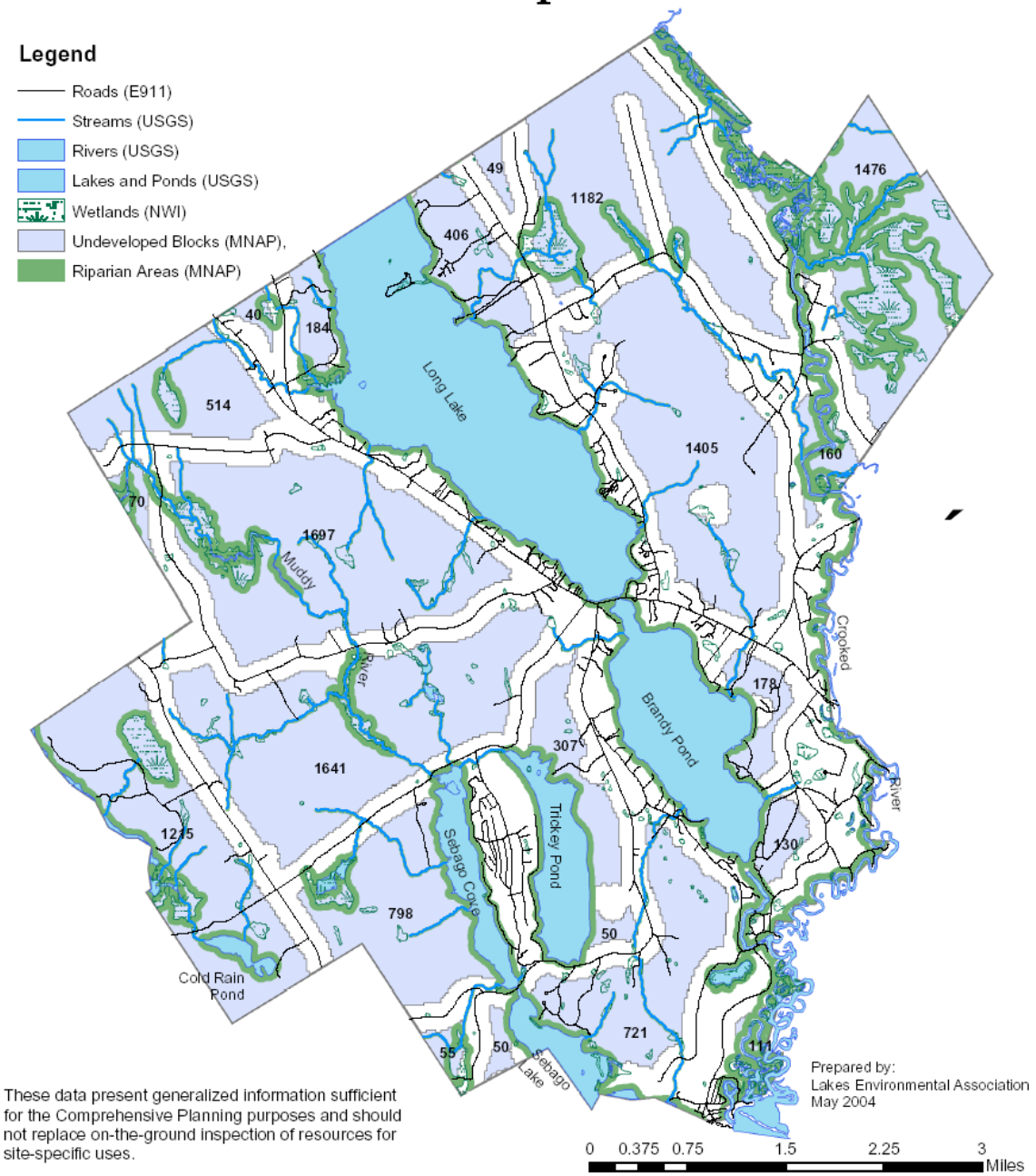
There are three areas identified on the Beginning With Habitat Program’s Public and Conservation Lands Map within town of Naples. These areas include the Jugtown Plains (1,066 acres in Naples), the Sebago Lake State Park (585 acres), and the private conservation land on Route 302 near the Long Lake owned by the Nature Conservancy (327 acres). Typically, private conservation lands area managed for specific ecological goals and many properties have management plans and considered to be permanently protected. These areas’ locations are shown on the Wildlife Habitat of Naples Map.

Sebago Lake State Park was opened to the public in 1938 as one of the five original state parks and is managed by the Bureau of Parks and Lands. This forested lakeside park is situated on the shore of Maine's deepest and second largest lake which provides year-round recreation for thousands of visitors each year. Carved by ancient rivers and scoured by Ice Age glaciers, Sebago Lake fills a 45 square mile basin made of granite that has been weathered for millions of year. Near the foothills of the While Mountains, the park's 1,400 acres features sandy beaches, extensive woodlands, ponds, bogs a river and diverse habitat for a wide variety of plant and animal life. Swimming, sport fishing, camping and boating are some of the summer activities enjoyed by visitors.

Jugtown Plains is a pitch pine/heath barren on a sandy outwash plain, part of a glacial outwash plain rising to approximately 300 feet in elevation to the east of the Crooked River. The pitch pine/heath barrens at Jugtown Plains are the northernmost example of this natural community type. Their distribution follows the occurrence of glacially-derived sandy soils in southwestern Maine, where the history of fire and droughty soil conditions combine to create adequate conditions for this community type. The bog elfin was found east of the Crooked River approximately 0.7 miles north of Edes Falls. Acadian Swordgrass Moth is another example of the rare species found on the site. The Natural Conservancy holds a working forest easement on 3,265 acres in an around the Jugtown Plains.

There may be other lands in Naples that are effectively removed from the possibility of further development. These could include large or small land holdings that have been place under private conservation easements or otherwise dedicated as permanent open space.

# Naples Undeveloped Habitat Blocks and Riparian Areas




The numbers in the blocks are the total area in acres.

### Threats to Fisheries and Wildlife Habitats

Deeryards, wetlands, and fisheries are vulnerable to several kinds of adverse impacts from development. Fisheries in lakes are susceptible to damage from excessive phosphorus in stormwater runoff, which can change the temperature and the capacity of the water to hold oxygen, thereby discouraging coldwater fish and encouraging warm water fish. Fisheries in streams can experience similar effects from timber harvesting adjacent to stream channels, which can reduce the amount of shade over trout pools and increase the amount of sedimentation, clouding the water and raising its temperature. With more suspended sediment, less dissolved oxygen, and-sediment covered spawning areas, the ability of streams to support cold water fisheries will decline, and increased need for management and stocking will result.

The long-term habitat value of wetlands, riparian areas, and vernal pools can also be reduced by sedimentation from new development or timber harvesting. Although wetlands are natural sinks for sediment, excessive sedimentation, such as that from poorly controlled development, can be deleterious to their value as wildlife habitat. Part of that value is the buffer of woods, which usually surrounds both forested and unforested wetlands. As spawning and nesting areas, wetlands function best when the forest adjacent to them has not been developed or clearcut, and provides a buffer against excessive sediment and the interference of noise, people, and their animals. While these natural buffer areas have been unprotected in the past, the new requirements of the shoreland zoning law will help protect them, when they are adjacent to high or medium value wetlands and more than 10 acres in size.

Deeryards are essential to the survival of the deer herd from year to year. They are the locations where deer find the best plant cover, the least snow cover, and the greatest abundance of winter food supplies. The deer congregate here in the winter months to conserve energy. Because the deeryards shown on the Map are of unknown value it is difficult to say what level of adverse impact their development or partial development may have on the local deer population.

## NATURAL RESOURCE CONSTRAINTS TO NEW DEVELOPMENT

To provide adequate protection for valued natural resources, new development can be made subject to varying degrees of constraint, depending on what natural resources are present on or adjacent to the land where it is proposed. These varying degrees of constraint are shown on the Development Constraints 2004 map, on the following page.

This Development Constraints 2004 map shows where land is relatively difficult to develop, where development would adversely affect natural resources present if special precautions are not taken, and sometimes where development is already legally prohibited or needs to be if the resource present is to be protected.

The Development Constraints map reflects various natural constraints to development: sand and gravel aquifers, wellhead protection areas, steep slopes and marginal soils, natural habitat areas, wetlands, and protected or conserved lands. The categories have been derived by overlaying all of the natural resource maps from this section on top of one another. Land has been assigned to each category depending on the particular combinations of resources that do and don’t occur from place to place.

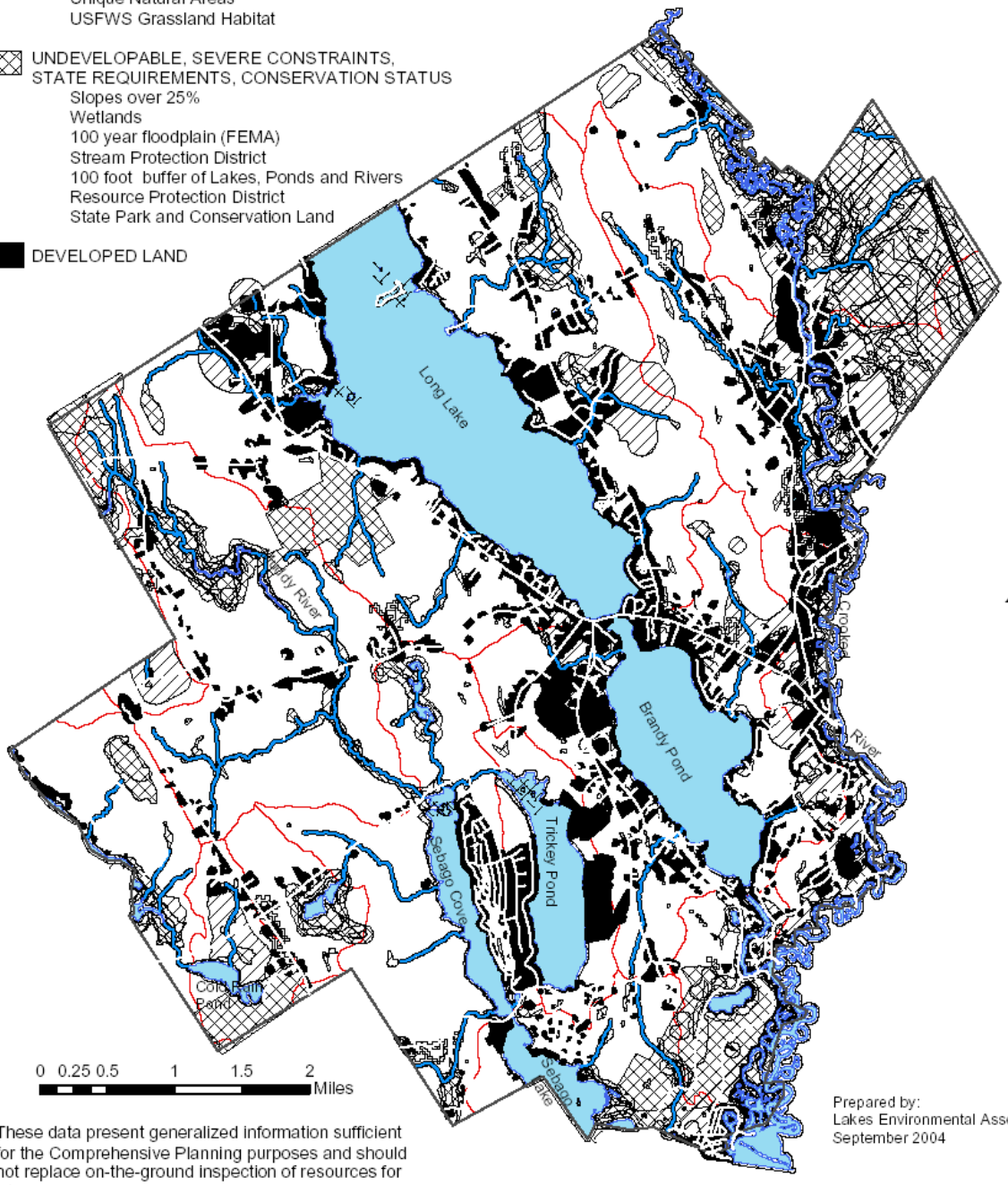
# Development Constraints 2004

DEVELOPABLE LAND, LEAST CONSTRAINTS

DEVELOPABLE LAND, MODERATE CONSTRAINTS
- Sand and Gravel Aquifers
- Wellhead Protection Areas
- Unsuitable or Marginal Soils (Septic)
- Deeryards
- Unique Natural Areas
- USFWS Grassland Habitat

UNDEVELOPABLE, SEVERE CONSTRAINTS, STATE REQUIREMENTS, CONSERVATION STATUS
- Slopes over 25%
- Wetlands
- 100 year floodplain (FEMA)
- Stream Protection District
- 100 foot buffer of Lakes, Ponds and Rivers
- Resource Protection District
- State Park and Conservation Land

DEVELOPED LAND




These data present generalized information sufficient for the Comprehensive Planning purposes and should not replace on-the-ground inspection of resources for site-specific uses.

Prepared by:
Lakes Environmental Association
September 2004

Note that the Development Constraints map does not show existing land use, but does show where land is developed and where it is not. By describing and ranking constraints on undeveloped land the Development Constraints map can be used as one source of guidance for developing the Future Land Use Plan. For this reason, the Development Constraints 2004 map is contained in the Future Land Use Plan section of this Comprehensive Plan.

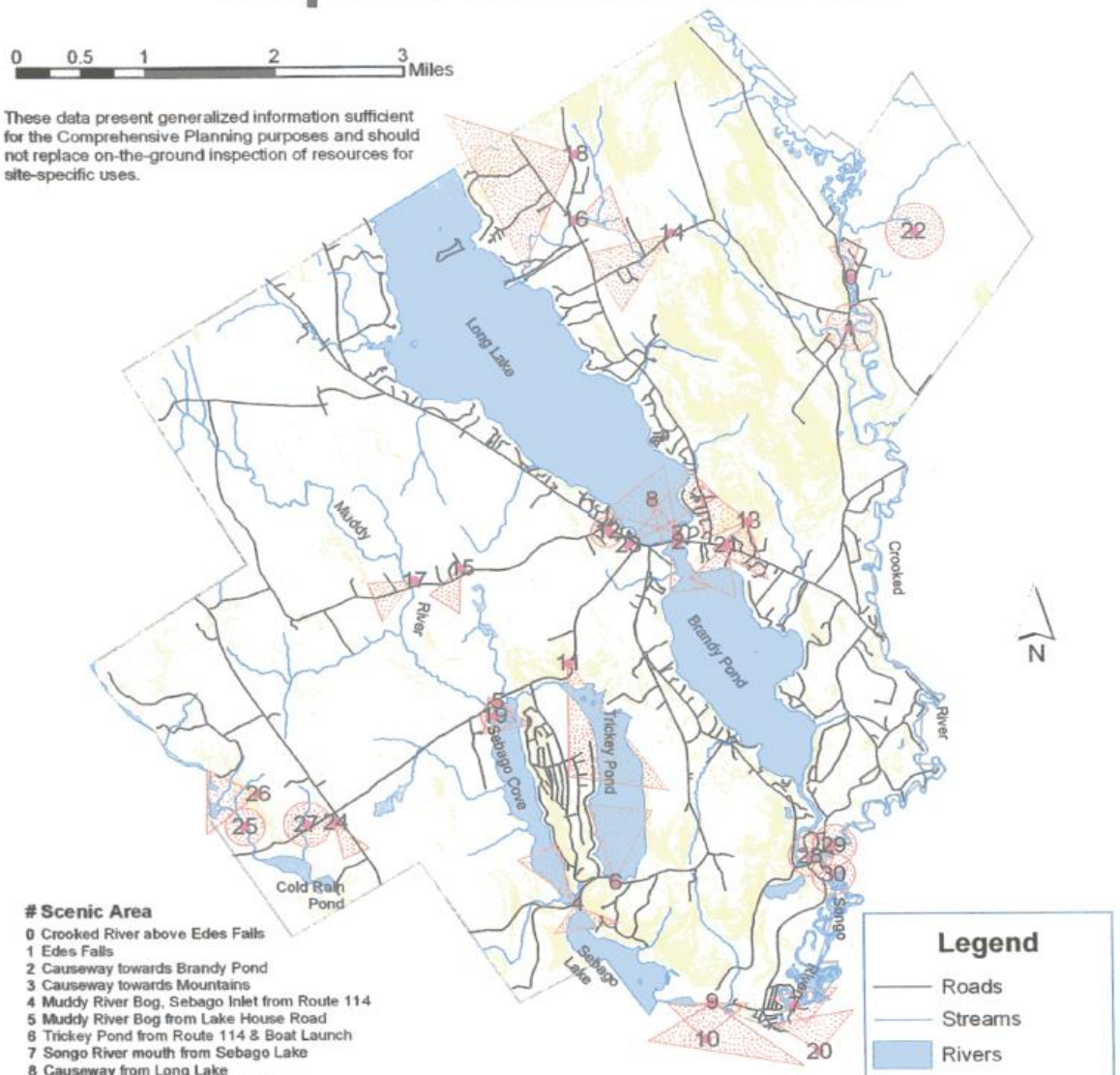
**Scenic Resources**

In 1989 one of the questions on the Citizen Survey conducted in conjunction with the writing of the current Comprehensive Plan was: Are there any natural areas or scenic views in Town that you particularly enjoy? The list that was compiled follows starting with the most popular answer.

1. Causeway toward mountains
2. Causeway toward Brandy Pond
3. Songo Locks
4. Songo River below the Locks to Sebago Lake
5. Edes Falls
6. Crooked River above Edes Falls
7. Crooked River, Songo Locks area
8. Muddy River Bog, Sebago inlet from Route 114
9. Muddy River Bog from Lake House Road
10. West shore of Muddy River Bog
11. Muddy River, upstream from Lake House Road
12. Trickey Pond from Route 114
13. Thompson`s Point from Sebago Lake
14. Sebago Lake State Park from Sebago Lake
15. Songo River mouth from Sebago Lake
16. Causeway from Long Lake
17. Sebago Lake from the State Park and Thompson`s Point
18. Brandy Pond from the Shopping Center
19. Trickey Pond and Sebago from the Ledges off Lake House Road
20. Jugtown Plains
21. Undeveloped areas on Mayberry Hill
22. Island in Chute`s River
23. The Village Green and bandstand
24. Long Lake and Brandy Pond from Knight's Hill
25. Long Lake from Wiley Road Hill
26. Vista from Kimball's Corner and Reinhardt's Farm and Bucks
27. Lamb's Mill Hill vista (Brown's Hill)
28. Route 35 Marsh with beaver hutch
29. Wooded Ridge (Madison Mountain) along Route 35 from Village (Timberwalk)
30. Cold Rain Brook
31. Peabody Pond from Hedgehog Mountain
32. Lamb`s Mill
33. Tiger Hill Forest

This list encompasses major portions of the Town's landscape including grand vistas, small sites, historic areas but most choices are based on natural beauty.

# Naples Scenic Views




These data present generalized information sufficient for the Comprehensive Planning purposes and should not replace on-the-ground inspection of resources for site-specific uses.

**# Scenic Area**

0 Crooked River above Edes Falls
1 Edes Falls
2 Causeway towards Brandy Pond
3 Causeway towards Mountains
4 Muddy River Bog, Sebago Inlet from Route 114
5 Muddy River Bog from Lake House Road
6 Trickey Pond from Route 114 & Boat Launch
7 Songo River mouth from Sebago Lake
8 Causeway from Long Lake
9 Sebago Lake from Thompson's Point
10 Thompson's Point from Sebago
11 Trickey and Sebago from Ledges off Lake House Rd
12 The Village Green and Bandstand
13 Long Lake and Brandy Pond from Knight's Hill
14 Long Lake from Wiley Hill Road
15 Lamb's Mill Hill Vista (Brown's Hill)
16 Rte 35 Marsh with Beaver Hutch
17 Lamb's Mill
18 Views of Mt Washington from Rte 35
19 West Shore of Muddy River Bog
20 Sebago Lake State Park from Sebago Lake

**# Scenic Area**

21 Brandy Pond from Shopping Center
22 Jugtown Plains
23 Wooded Ridge of Madison Mtn from village
24 Vista from Kimball's Corner and Reinhart's Farm
25 Cold Rain Brook
26 Peabody Pond from Hedgehog Mtn
27 Tiger Hill Forest
28 Songo Locks
29 Crooked River before Songo Locks
30 Songo River below the locks to Sebago Lake

Prepared by:
Lakes Environmental Association
May 2004

Using this list, members of the Comprehensive Plan Update Committee cataloged the vistas in the spring of 2004 and LEA prepared a map, Naples Scenic Views, on the following page, showing their locations with just a few changes:

- #21. Mayberry Hill was deleted because it is in Casco.
- #22. Island in Chute's River was deleted because it is no longer there.
- #25. Long Lake from Wiley Road was changed because tree growth has obscured this view, but Mt. Washington is still visible.
- #34. Views of Mt. Washington from Route 35 was added.

The Comprehensive Plan Update Committee conducted a Citizen Survey in late 2003. The specific question on the 1989 survey was not asked, but had it been, it is predictable that a 2003 list would be similar.

Instead, there were three very general questions on the 2003 survey:

- What should Naples preserve and maintain?
- What changes should Naples make?
- What changes would be undesirable?

Although these questions cover many aspects of life in Naples, almost every respondent mentioned something about the natural beauty of the Town. The most popular asset by a large margin was the rural character of Naples and the importance on maintaining it.

In different ways people expressed a sincere desire to keep the small town appearance complimented by open spaces and wooded areas.

There were many suggestions about how to enhance the look of the Town such as: architectural conformance to the current buildings, uniformity of signage and landscape buffering requirements that go along with the New England village image. Other suggestions include: more sidewalks and benches, a park on Long Lake and beautifying the Causeway and the Village Green.

Basically, people want the Town to stay the same while realizing it cannot.

The challenge for the Town in the years ahead will be to keep the natural beauty and scenic vistas available for all to enjoy and requirements will have to be put in place to maintain the small town village look that everyone desires.

**Regional Coordination**

Regional coordination is an important element for the effective management and protection of natural habitats. The following list represents various areas where regional cooperation may be possible:

- Waterbodies, wetlands, and riparian areas – Sebago, Bridgton, Harrison, Otisfield, and Casco (Shoreland and Resource Protection Zoning should be consistent in adjacent areas)
- High value plant and animal habitats – Acadian Swordgrass Moth with Otisfield, Ribbon Snake and Spotted Turtle with Bridgton, and Pygmy Snaketail with Casco
- Large/unfragmented habitat blocks – Sebago, Bridgton, and Otisfield
- Aquifer Protection with Casco on the Crooked River aquifer.

The town could, and to some degree already does, actively participate in the work of the Lakes Environmental Associates and the Portland Water District to protect water quality in the region's lakes and ponds and the streams and rivers that connect them to Sebago Lake, the largest public water supply in Maine, that serves the greater Portland area.

## 2.6 Agricultural and Forest Resources

Active agriculture in Naples has been declining over this century. Today, Reinhard's is the only active farm left. Timber growth, home gardens, occasional small hayfields and cornfields are the more common sight along the older roadsides in Naples. Reinhard's accounts for the 36 acres of farmland in Naples that are taxed under the Farm and Open Space Law.

Historically, agriculture fields created large open spaces in the forestland, facilitating scenic views, and enhancing the rural character of Naples. Because only one farm remains in Town, and because of residential development, Naples should continue to reserve land for open space by encouraging cluster development and by purchasing significant properties whenever possible.

Forests occupy more than half of Naples' land area and are composed mainly of softwoods including balsam fir, white pine, spruce, hemlock and hardwoods including maples, beech, birches, and red oaks. The forest provides habitats for plants and animals and serves important environmental functions such as protecting soils, filtering water and supplying oxygen. And they have scenic and recreational value.

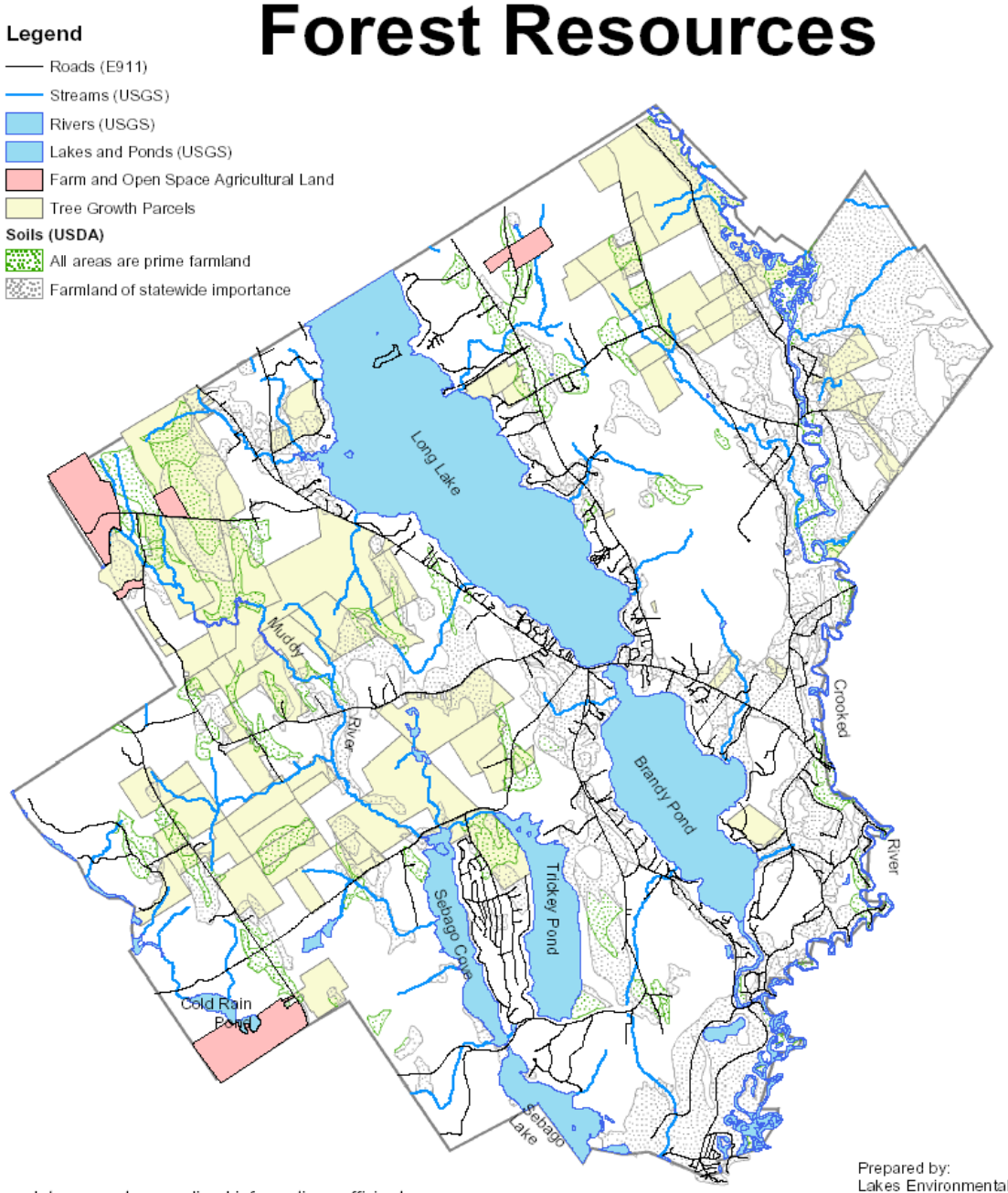
Forests also are sources of employment. The harvesting of timber for production of lumber, pulpwood, firewood and other wood products has long been a major component of Naples' local economy. As a renewable natural resource, woodlands that are properly managed will continue to provide many jobs. Large tracts of land are held by individuals and corporations.

In 1984, there were 6,345 acres of commercial forestland in Naples taxed under the Maine Tree Growth Tax Law, contained in 85 parcels. The timber value was assessed by the Town to be $444,853. By 1988, the total acreage of commercial forestland so taxed had decreased to 5,539 acres, in 80 parcels, with the timber resource assessed at a total of $728,532. The current acreage of commercial forestland assessed by the Town since 1988 has increased to 6097.7 acres; the parcels have decreased by one to 79; and the land value has doubled to $1,447,166. Included in the total 6097.7 acres are: 1787.2 softwood acres, 3162.3 mixed acres and 1148.2 hardwood acres. The Naples Agricultural and Forest Resources map on the following page shows the approximate locations of forestland enrolled in Tree Growth Program.

In the past Naples' forests and the land that sustains them have suffered from poor forestry practices. Timber harvesting was sometimes done improperly or in a wet season, resulting in: erosion and sedimentation, phosphorus pollution of streams and lakes, and unsightly, rutted logging roads. Logging in certain areas, or the cumulative impacts of many logging operations, can radically reduce the ability of the land to absorb runoff. On a widespread basis this can lead to more marked changes in the water level of streams and rivers during storms and dry periods. Naples' forests require careful management to ensure that they remain environmental and economic assets. The State of Maine currently regulates timber harvesting to prevent adverse impacts on the forest resource itself, and its ability to support wildlife and protect lake watersheds and fisheries. The Town of Naples currently has timber-harvesting standards only in its shoreland zoning ordinance. Recently, the State has passed a law that requires a permit for logging anything over an acre.

Access to forests and open space areas is an issue that needs to be addressed. With more private land being posted, hunters, hikers and nature enthusiasts will find access increasingly

# Naples Agricultural and Forest Resources




These data present generalized information sufficient for the Comprehensive Planning purposes and should not replace on-the-ground inspection of resources for site-specific uses.

Prepared by:
Lakes Environmental Association
July 2004

0 0.5 1 2 Miles

limited. The local snowmobilers have accomplished one source of access. The Muddy River Sno-Seekers Club has developed trails through private land after gaining permission from owners; which, in turn, provides access to hikers, cross-country skiers and the like. They are also applying for a grant to put a bridge over the Crooked River in Edes Falls, which will conn*ect* trails on either side of the river. These trails are not available to ATV riders, however. A new State law requires that each ATV rider must obtain written permission from all landowners before they can cross private land or face loss of license. LEA sponsored a Lake Region Trails Summit on March 4, 2005 to promote “a vision of healthy trails”.

**Prime Agricultural Soils**

The Naples Agricultural and Forest Resources map shows soils that are rated by the Cumberland County Soil Conservation Service as Prime Agricultural Soils. Prime Agricultural Soils are located mostly on gently sloping upland areas. There are also several areas of prime agricultural soils located and adjacent to the floodplain of the Crooked River.

The Naples Agricultural and Forest Resources map also shows Additional Soils of Statewide Importance. These are also well suited to agricultural use, but they are not quite as good as Prime Agricultural Soils. As the map demonstrates, they are often associated with Prime Agricultural Soils.

Nationwide, both types of agricultural soils are important for both their current and potential use as agricultural soils. In Naples, almost all of these soils presently support forest growth. The remainder support development and only a small amount of agriculture.

Historically, what we now call Prime Agricultural Soils, Additional Soils of Statewide Importance and other soils, were more extensively used for agriculture to meet local food supply needs. Following western expansion, however, there was a gradual decline in local agriculture as more productive midwestern soils were brought under cultivation and surplus crops were imported to Maine and other New England States. Increasingly, the land reverted to forest.

If it had become necessary or desirable, (due, for instance, to high energy costs, or dramatic or gradual shifts in global food production and consumption patterns), the option of reverting to agriculture would always have been available. More recently, however, large-scale development has begun to permanently convert some agricultural soils to non-agricultural uses, increasingly restricting this option should it be needed in the near or the long term.

Nationally, because the soil characteristics of Prime Agricultural Soils are the best for both agriculture and development, and because agriculture is an increasingly risky and marginal business to be in, there is a strong incentive to both farmers and developers to remove these soils irrevocably from agricultural use through the sale and subdivision of land. Although there is only one farm in Naples, the conversion of these soils from their current forested condition to newly developed land is still in its beginning stages.

Some of Naples' forested Prime Agricultural Soils and Additional Soils of Statewide Importance are now shielded somewhat from this trend due to their tax status under the Tree Growth Law, and, to a much lesser extent, the remaining agricultural land is similarly shielded by its tax status under the Farm and Open Space Law. But the remaining land not so classified is under greater pressure as a result. There are a variety of regulatory and non-regulatory options for protecting Prime Agricultural and Additional Soils of Statewide Importance. The Town of Naples will need to decide in its planning process whether and to what degree it wishes to exercise these options to protect these soils.

## 2.7 Cultural Resources

Cultural resources in Naples include historic buildings, structures, and objects, historic archaeological sites and prehistoric archaeological sites, and the Naples Public Library.

Community interest in Naples' history and these resources is reflected in part by the Naples Historical Society and its members and activities. The Society maintains and operates a Museum of Naples History on the old Town Office property in the original Naples Fire Station.

### Historic Resources

Today, the historic resources which remain tend to be concentrated in the Edes Falls and Naples Village areas, and there are older houses and farmsteads along the original network of older roads.

The architectural styles of most of these buildings, whether in the village areas or in outlying areas of town, are mainly Colonial, Greek Revival, or Victorian.

In Naples Village, the Town Offices, the Casino, the Village Green, the Museum, the Grange Hall and other non-residential buildings and structures will be included in a future inventory of historical buildings.

Some of the older summer youth camps, inns, and lakeshore houses and camps may also appear in the inventory when it is complete.

There are four properties in Naples which are listed on the National Register of Historic Places. These are the Sam Perley Farm on Perley Road, the George Pierce Manor House on Route 302, the Union Church, and the Songo Lock.

### Historic Archaeological Sites

Historic archaeological sites include those sites which date from the earliest Euro-American settlement of the town, beginning in the early nineteenth century.

The Maine Historic Preservation Commission lists an unnamed canal boat sunk in the Songo River as a Historic Archaeological site. No professional survey for historic archaeological sites has been conducted in Naples. Items which might appear in such a survey could include ruins of early mills, canals, bridges, and cellar holes, among other possibilities.

### Prehistoric Archaeological Sites

These sites relate to pre-European settlements, and could be hundreds or even thousands of years old. The Maine Historic Preservation Commission has identified twenty-two prehistoric archaeological sites in Naples. The Maine Historic Preservation Commission has characterized the Crooked River Valley and portions of the Sebago Cove shoreline as archaeologically sensitive and deserving of archaeological survey.

## Threats to Historic and Archaeological Resources

Aside from each site, structure, or building's particular individual historic or archaeological significance, each has a unique visual and esthetic identity. Individually and collectively these resources play a strong role in determining the town character which distinguishes Naples from other towns in the region.

One threat to historic and archaeological resources is simply that their significance, and sometimes even their existence, is unknown. Development, redevelopment or just the failure to maintain these sites can and often does diminish or destroy these resources. On the other hand, widespread public knowledge of archaeological sites can increase the likelihood that they will be disturbed or vandalized. In an effort to guard against vandalism of these sites, more specific information concerning their locations has been withheld. Many of the sites within 30 yards of the shoreline of Long Lake, Trickey Pond, Brandy Pond, and the Songo River have been lost in the wake of development.

In most parts of Naples, the Town does not have any control over the historic or esthetic character of proposed changes to existing buildings or the design of new buildings. However, along the Route 302 corridor, from the Casco town line through the Village to the Naples Fire Station, the Planning Board can require compatibility with adjacent building architecture.

## Naples Public Library

The Library was founded in 1907 and is getting ready to begin Centennial Celebration plans. The Naples Public Library exists to encourage everyone in the pursuit of reading, lifelong learning and social and community exchange by providing access to books, tapes, computers and special programs.

Historically, the Town of Naples has funded a portion of the Library’s operating expenses.

## Naples Historical Society

The Naples Historical Society is the guardian of the town's history and heritage. Artifacts are kept in the museum located in the original Naples Fire Station next to the Village green. The museum is open to the public one day a week during the summer months and receives about 100 visitors a season, mostly guests from out-of-town. The Archives Building (the former Town Office) contains town records, photographs, genealogy information and books of historical interest and is open year round one day a week. As with many volunteer organizations, the society's ability to do all it would like to do is limited by the amount of help available. A plan for the future is to relocate the Museum on another site and build a building that meets preservation standards and undertake restoration of some of the artifacts, especially the most well-known item, a Chinese Temple Guard, known as the "Golden Idol" with a legendary past.

## Songo Garden Club

The Songo Garden Club is a volunteer organization which contributes to the quality of life in the town through seasonal beautification projects in key areas. In summer months, flower boxes and garden plots are planted and maintained at the causeway, town hall, the historical society museum, the information center, and both monuments. In addition, hanging flower baskets are hung at the library. The Causeway flowers are provided by Reinhart Farm. All others are donated by the club, and the club pays for the care and maintenance of all plantings.

At Christmas, the club provides wreaths for the town buildings and the monuments. As an additional service project, in October club members decorate small pumpkins for shut-ins at Casco Inn.

The Songo Garden Club receives no town funds for the above-mentioned activities. It is conceivable, however, that at some time in the future the town will be asked to contribute, as rising costs and dwindling volunteer help make it increasingly difficult for the club to maintain its high level of service.

## 2.8 Public Facilities and Services

### Introduction

The citizens of Naples provide and receive a wide variety of public services. This subsection will describe these services and the facilities used to deliver them. It will outline some of the areas of need and issues in each category of services. Some current costs of services are noted in the descriptions below. The subsection on fiscal capacity will describe service cost and cost issues in more detail. Additional information concerning roads and bridges appears in the Transportation section. Similarly, information on recreation and public access appears in the Recreation and Public Access section.

The Town of Naples adopts ordinances, appropriates funds, sets policies, and elects officers at its annual Town Meeting. The five person Board of Selectmen, who are elected for staggered three year terms, and the Town Manager oversee the workings of Town government, with the assistance of a staff which includes a Town Clerk, Clerical Help, Code Enforcement Officer, bookkeeper, a part time Recreation Director and a Town Secretary. In addition to these administrative employees, the Rescue Unit is staffed with paid paramedics. The town currently has an elected Road Commissioner until June 30, 2005 at which time the Town Manager will assume this responsibility.

In addition, a large component of local government in Naples consists of volunteers on boards, committees, and departmental staffs. These include the Board of Selectmen (who receive annual stipends) the Planning Board, the Board of Appeals, the Budget Committee, the Recreation Committee, the Comprehensive Plan Committee, the Naples Public Library, the Naples Volunteer Fire Department, the Naples Rescue Unit, the Naples Marine Safety Patrol and others. There are also three Naples residents elected to the SAD 61 School Board and three representatives to the Casco - Naples Transfer Station Council.

Some major services are also provided by private firms or public agencies working under contract for the Town. Town road maintenance, and roadway salting, sanding and plowing, for instance, are provided by a private contractor. Police services are available through the Maine State Police and the Cumberland County Sheriff's Department.

Some services are provided by regional organizations. Education is provided through SAD 61. Technical assistance with land use planning and development review is available through the Greater Portland Council of Governments and other technical assistance is provided by the Maine Municipal Association. State agencies also play a limited role in providing the range of public facilities and services available in Naples.

The major services and facilities are described below:

### General Government

The Town Office, together with the Naples Post Office, is located on the Village Green in a converted elementary school building. The Town Office serves as a meeting place for the Board of Selectmen, the Planning Board, and the Board of Appeals, among others.

Much of the day-to-day business of administering Town government takes place at the Town Office. The Town Manager, hired by the selectmen, is responsible for the day-to-day operation of the town and supervision of the staff. The Town Office provides municipal services to the community including registration of motor vehicles, boats, snowmobiles and ATVs; licenses for hunting, fishing and dogs; permits for building and plumbing; real estate and personal property

tax collection; general assistance, and voter registration. In addition, vital records and assessment information are also available at the town office.

The Annual Town Meeting is held May and takes place at the Town Office. The Annual Town Meeting is the Meeting at which Selectmen, Planning Board Members, Budget Committee Members, and School Board Members are elected. There is also a Town Meeting held in June where the Annual Municipal Budget is raised and other business is voted on. This is actually a Special Town Meeting commonly referred to as the Business Town Meeting. This meeting is held at the Songo Locks School sometime shortly after the Annual Town Meeting (elections). Special Town Meetings held throughout the year as needed are usually held at the Town Office.

**Town-Owned Property**

Town-owned land and buildings are listed below.

Town owned buildings:

- Municipal Office Building and Post Office.
- Historical Society Office Building (old town office)
- Old Fire Station Historical Society Museum
- Visitors Center (original town hall)
- Fire Station
- Grange Hall
- Beach House and Garage
- Public Water Supply Building
- Bandstand and Sheds

The Municipal Office Building, a remodeled former elementary school, with a portion leased to the U. S. Postal Service is of sufficient size to meet the needs of the town well into the future if managed properly. Issues that need to be addressed are record storage, meeting space and future expansion of the office work area. The building gymnasium is large enough to accommodate these needs but the changes would displace recreational activities currently utilizing the gym. With the beach house, Grange Hall, and space that is available at the public schools, there should be ample space available for all recreational programs. There is also the option of moving the Recreation and Marine Safety Departments into the Beach House thereby freeing up office space without intruding into the gym area.

Both the Grange Hall and the beach house need extensive renovations in order to be usable on a year round basis. The Grange Hall needs a new heating system with a chimney liner, new windows, insulation, kitchen and bathroom updates, a sprinkler system and a handicap ramp. In order for the Recreation Department to make full use of this building, the question of handicapped access must be considered. The second floor, which consists of a large open room with a stage, is not currently handicapped accessible. The selectmen must decide if it is cost effective to install an elevator to make full use of this historic structure. The beach house, although structurally sound, needs a roof, septic system, energy efficient windows, siding, electrical work insulation, ceiling work, paint and handicap accessibility. The issue of storage space for the town office needs to be addressed at this time. Records are currently being stored in the attic of the Town Office that was not designed for this purpose and a ground level dry storage building behind the Town Office is needed.

The Town is in the process of building a sand/salt storage facility. The Annual Town Meeting authorized that a facility be constructed and at this time town property is being evaluated for the project.

The Fire Station is becoming increasingly inadequate due to the increase in size of fire trucks. The newer trucks are longer so that it is no longer possible to store one behind the other. The trucks have also become taller which greatly restricts the choice of replacement trucks as many of the new models will not fit through the existing door openings. The Fire Department is looking into a remedy that could consist of the expansion of the present building or could be the construction of a substation elsewhere in town.

The Historical Society Museum is currently housed in a historic structure on the Village Green that was the original Naples Fire Station. This building, like many of the buildings owned by the Town of Naples, has suffered from a lack of maintenance. One reason for this is that the town has no personnel available to perform routine maintenance but instead has to rely on outside contractors.

Town-owned land:

- Village Green off Lambs Mill Road
- A parcel near the Edes Falls Bridge
- The former transfer station on State Park Road
- The Trickey Pond boat launch property
- The Muddy River Bog Nature Area
- The former landfill and septage storage site on Perley Road

**Fire Protection**

The Naples Fire Department is a volunteer department with 30 total personnel including 20 active firefighters, 12 of which are structurally certified. There are 12 certified EMTs among the Fire Department personnel. Fire Department personnel average about eleven hours a week in training and response time. The Department operates out of one station, the Naples Fire Station, also known as the Public Safety Building, on Route 302. Maximum response time for firefighters from any part of Naples to the station is seven minutes.

The Department currently has the following equipment: a 100' ladder truck jointly owned with Casco; a foam capable 1,000 gallon engine with a 1,000 gpm pump used for fire fighting; a foam capable 1,000 gallon engine with 1,000 gpm pump used for rescue response; a 1,000 gallon four wheel drive engine used to establish a fill site water source and for forest fires; a foam capable four wheel drive 300 gallon brush truck; a 3,200 gallon tank truck; and a military five ton 6x6 foam capable 1,300 gallon forest fire truck. Maximum ladder height available is 100 feet. Total portable water capacity is 7,800 gallons, and total 4" hose length is approximately one mile.

The Department currently has mutual aid agreements with the fire departments of Bridgton, Casco, Denmark, Harrison, Lovell, Otisfield, Raymond, Sebago, Brownfield, Stoneham and Waterford among others.

For water supplies in excess of its own equipment's capacity, the Department can draw on several sources. Besides lakes and streams, there are dry hydrants available in some locations. The Department utilizes fire ponds and/or dry hydrants at Madison Heights, at Route 114 at Trickey Pond, at Burnham Woods near the Song School, off Lewis Road, off Kansas Road, off Lake House Road at Muddy River, at Sebago Cove Estates, and at Naples Small

Engine among others. Most new developments in Naples are currently required to install fire ponds.

The Department is seeking additional water sources in areas such as Edes Falls where there is currently a shortage of readily available water.

Naples and Casco have obtained four high capacity water pumps from the Portland Water District and will jointly drill twelve inch wells into high flow aquifers and install these pumps over the next few years to further increase the available fire fighting water supply in the two towns.

The 2004 Town Meeting appropriated $132,919 for the Fire Department. An additional $60,000 was put into the Capital Reserve Account for future truck replacement.

There is an active Hazardous Material team operating out of Bridgton that is available when needed. Hazardous materials are one of the many problems the Fire Department encounters in its training programs. The problem of keeping personnel certified is a very difficult issue with additional mandates imposed by the State on a regular basis.

**Rescue Services**

The Naples Rescue Unit operates out of the Public Safety Building. The unit has two fully licensed and equipped rescue vehicles, which are kept in a good state of repair. There is also a fire truck outfitted for rescue purposes with advanced life support equipment that responds to vehicular accidents. This truck can serve as a backup ambulance while still retaining its fire fighting abilities. Current plans call for replacing the chassis on the 1993 unit #2 in 2009 and on the 1997 unit #1 in 2012 at a significant saving over the cost of new replacement vehicles. The Rescue Unit has one full time employee and is staffed with paid per diem paramedics at the Fire Station 24 hours a day seven days a week. In addition to the per diem paramedics, there are 12 certified EMT personnel in the Fire Department that can be called upon in case of need. Average response time for a paramedic to the home of a resident is six minutes, far below the statewide average of twenty minutes.

The Naples Rescue Unit has mutual aid agreements with rescue services in neighboring towns.

The 2004 Town Meeting appropriated $341,063 for the Naples Rescue Unit. It was estimated that around $110,000 in fees received for services provided would partially offset this amount.

**Police Services**

Police services in Naples are provided by the Cumberland County Deputy Sheriff's sub-station in Naples. This sub-station provides 24-hour coverage of Naples, Casco and Raymond. During the summer months, additional coverage is provided by two deputies at the Causeway on a contract basis. Year round, one officer per shift covers the entire three-town area. This officer has the rest of the County Sheriff's Department's facilities, equipment and personnel at its disposal if needed, including detectives, a dive team, a canine unit and aircraft.

The State Police and their backup facilities, equipment, and personnel are also available to meet local police service needs.

The Dispatch Center at the Public Safety Building serves the substation by improving communications and providing space within the new addition.

In 2004, the Town Meeting appropriated $27,088 for the Causeway Sheriffs.

**Naples Marine Safety Unit**

During the summer months, the Naples Harbor Master patrols the lakes in a fully equipped 19-foot Wellcraft. The duties of the Harbor Master and the Marine Safety Department are limited to enforcing the Maine State boating laws and Town ordinances pertaining to the use of watercraft within the boundaries of the Town of Naples. The Unit provides supplementary patrols primarily on Long Lake, Brandy Pond and the Songo River to those provided by the Maine Warden Service. If a situation exists whereby an extensive investigation is required, the Warden Service is being asked to intervene.

All current and potential volunteers are required to go through a basic training course which includes Maine boating laws, safety inspections, communications, boat handling and other subjects. All present volunteers have been receiving training in first aid. Three of the department's personnel have completed the Maine State 100 hour law enforcement course which gives them the power to issue summonses.

Comparatively speaking, the Naples Marine Safety Unit has more area to patrol, potentially, than the County Sheriff does in Naples. There are 44 miles of shoreline in Naples, but only about 37 miles of roadway. The 2004 Town appropriation for the Naples Marine Safety Unit was $19,709.

**Solid Waste Disposal**

In September of 1993, Naples and Casco signed an agreement forming the Casco-Naples Transfer Station. Casco retained ownership of the land at the site but sold 50% of the improvements to Naples. The facility is operated by the Casco-Naples Transfer Station Council that consists of two members plus one selectman and the town manager from each town. The Transfer Station accepts household waste and recyclable items from residents with dump stickers that are available free at the Town Office. Residents are expected to separate recyclable paper, cardboard, glass, plastic and metal from other waste. Solid waste currently is sent to Regional Waste Systems, Inc. of Portland where it is incinerated. It can be expected that another disposal site will be used in the future.

In 1995, the Bulky Waste Recycling Facility was constructed adjacent to the transfer station. Items accepted include such things as metal, wood, brush and yard waste, metal, shingles, sheet rock, batteries, tires, motor oil, furniture and appliances. With few exceptions, there is no charge to Naples residents but commercial users are charged according to the weight and type of material disposed. Usable items can be left at the "Shop and Drop" area where they are resold for nominal amounts.

In addition to the Casco-Naples facilities, the Town has a 5,000-gallon septage storage tank at the Perley Road site that is available for emergency septic storage. Hazardous Materials are collected once a year at a central collection point.

The 2004 Naples Town Meeting appropriated $266,404 for operation, maintenance and tipping fees for the Transfer Station and $210,000 for the Bulky Waste Facility.

**Education**

Education in Naples is provided through School Administrative District 61, which includes the towns of Bridgton, Casco, Naples, and Sebago. A thirteen member Board of Directors who are elected proportionally by the member towns administers the district. Three members are elected from Naples. The Board oversees the operation of the district through the Superintendent of Schools, who in turn supervises the principals of each of the district's school facilities.

The voters at the annual Budget Meeting approve the annual budget for SAD 61. According to the Annual District Budget Report for 2004-2005, the estimated annual budget for the district is $24,076,151 of which Naples' share is $4,867,386 or 28.11%. This drops to $4,770,011 or 20% when state subsidies and other sources are taken into account. In June 2004, voters statewide voted in a referendum to require the state to provide 55% of school funding. It remains to be seen how this will affect local contributions. The current budget represents a 6.48% increase over that of the previous year. It is probably not unreasonable to expect annual increases of this amount or more into the future regardless of funding sources.

Physical facilities maintained by the district include the administration building, Stevens Brook Elementary School, and the Bridgton Memorial School in Bridgton; Lake Region High School and Vocational Center, Lake Region Middle School, and Songo Locks Elementary School in Naples; Crooked River Elementary School in Casco; and Sebago Elementary School in Sebago. Bridgton Memorial School is used for a wide variety of adult and community education classes and programs. Lake Region Vocational Center serves students from Sacopee Valley High School and Fryeburg Academy in addition to those from S.A.D. 61.

The Lake Region High School and the Lake Region Middle School are located on a 94 acre parcel between Route 302 and Kansas Road. The Songo Locks School is located on an 18.4 acre parcel on the Songo School Road. Both of these parcels are located in the Rural Area.

Projections of school age residents lead us to believe that except for the possible conversion of temporary modular space into permanent construction, no major expansion of school facilities will be needed over the next ten-year period. It is felt that there is sufficient space on the current sites to handle any needed growth.

Being geographically located in the center of the district, Naples enjoys the advantage of convenience to district facilities for school functions and activities, especially at the secondary level. On the other hand, the town bears the burden of maintaining infrastructure such as roads for these facilities, and the land occupied by district buildings is land that does not contribute to the town's tax base.

Using figures from the budget report cited above, the projected student enrollment for 2004-05 is 2263 up 16 students from the 2003-04 enrollment of 2247. Dividing 2263 into the projected budget of $24,076,151 yields a per pupil cost of $10,639.04 for 2004-05. This is a significant increase over the $4,399.69 for 1989-90 cited in the previous comprehensive plan and serves to illustrate the need for the community to encourage fiscal restraints which do not jeopardize a quality education for the students.

The State of Maine has been encouraging regionalization as a way to stretch tight budgets. Naples and the surrounding towns have the advantage of having already done that. It is probably not practical to increase the size of the district beyond the current four towns. A larger district would likely be unwieldy and less cost effective. The current plan which keeps elementary students close to home while bringing older students to a central location allowing more course offerings to more students is well thought out and should be maintained. In

keeping with the vision statement included in this plan, the development of increased cooperation between local businesses and the schools with the goal of increasing job opportunities for local residents should be encouraged.

## Roads and Bridges

There are approximately 15.5 miles of State Highway in Naples including Routes 11, 35, 114 and 302. There are about 7.9 miles of State Aid Highway. There are about 33 miles of town roads of which about 75% are paved.

Responsibility for maintaining most of the roads and bridges in Naples rests with the Road Commissioner. The Maine Department of Transportation is responsible for maintenance and repair of Routes 35, 302, 114 and State Park Road. However, the Town is responsible for snow removal on Route 35 and on State Park Road. All bridges in Naples except one on Lake House Road are the responsibility of the State to maintain.

As of July 1, 2005, the Town Manager will assume the role of road commissioner. He will then be responsible for developing a formal plan for road maintenance and improvement that should include reconstruction, major repairs and paving. The Town has no public works facilities, equipment or personnel. All road maintenance, repair and reconstruction is currently done by private contractors.

The 2004 Town Meeting appropriated a total of $396,159 for roads and bridges including plowing, sanding, repairs and tarring. In addition, another $200,000 was put into the capital reserve account for future road reconstruction and paving.

More information concerning roads, traffic levels and accident records is contained in the Transportation section of this chapter.

## 2.9 Transportation

### Introduction

The Town of Naples is located in the Lakes Region and is served by three State highways (302, 11, 35). Route 302 runs east-west between Casco and Bridgton and is the primary artery through Naples. Route 11 runs north-south (also Route 114 in the southern segment) between Sebago and Casco. Route 35 runs with Route 302 from Casco, then turns north along the east side of Long Lake to Harrison. State Park Road and Songo School Road provide access to Sebago Lake State Park.

In 1990, the U.S. Census reported that of 1,287 working residents, 292 or just about 23% worked in Naples. The remaining population commuted to work in other communities, primarily Portland and Bridgton. In 2000, 306 residents worked in Naples, which represents 19% of the 1,585 working residents. Almost 81% of the working residents were employed outside the town borders. At the same time, the Census reported that 590 people commuted to work in Naples, primarily residents of Bridgton (104) and Casco (94). This represents a considerable flow of commuter traffic to and from Naples.

In 2000, there were 1,307 working residents that traveled to work by car or van alone and the mean travel time to work was 30 minutes. This represents 25.4% increase in comparison with 1990, when 1,042 working residents traveled to work by car with the average commute time of 27 minutes.

### Road Classification and Maintenance Responsibility

Functional classification is the process by which public streets and highways are grouped into classes according to the character of service they are intended to provide ranging from land access to mobility. Generally, highways fall into one of four broad categories-- principal arterial, minor arterials, collector roads, and local roads. Arterials provide longer through travel between major trip generators (larger cities, recreational areas, etc.) and have between 10,000 and 30,000 vehicles per day. Collector roads collect traffic from the local roads and also connect smaller cities and towns with each other and to the arterials with the traffic volumes between 2,000 and 8,000 vehicles per day. Local roads provide access to private properties or low volume public facilities with 100-500 vehicles per day.

Mostly arterials serve as mobility roads with relatively high travel speeds and minimum interference to through movements. Route 302 serves as other two-lane principal arterial that provides access to Naples for inter-community north-south travel and is included in the National Highway System10. Route 114 /11 is designated as minor arterial road. Collector and local roads are characterized by moderate speeds with the purpose of the better access to adjacent land. Route 35 is classified as a major urban collector. Local roads have multiple entrance/egress points to adjacent properties and have minor mobility function. The majority of Naples' roads are local roads.

Maine's classification system establishes maintenance and responsibility characteristics for roadways. The MaineDOT maintains roads that serve primarily regional or statewide needs and roads that serve primarily local needs are town's responsibility. There are 45.6 miles of publicly maintained roadways in Naples. Of that amount, the town maintains 37 miles. The State maintains Route 11, 114, and 302. The Town is responsible for plowing and sanding on

10 National Highway System (NHS) must have Federal Functional Classification of Other Principal Arterial or higher. It is designated by the MDOT Commissioner and approved by Congress and is eligible for federal funding from Maine's NHS allotment.

Route 35 and the State Park Road. In Naples, there are 15.5 miles of State-maintained highways in Naples, 7.9 miles of State-aid highways and 33 miles of Town roads.

**Access Management**

For improved safety and enhanced productivity along highways, MDOT has developed a set of access management rules in response to legislation. The MDOT's rules, applied to entrances (primarily commercial) and driveways (primarily residential), promote location and access through existing access points or in carefully planned locations to preserve safety and posted speed of arterials, thereby helping to maintain regional economic productivity as mobility. All Rural State Highways and State Aid Roadways outside Urban Compact Areas are subject to the rules and all landowners seeking to create a new access point must first obtain a permit from MDOT. Therefore, Basic Safety Standards and Major Collector and Arterial Technical Standards will apply to all roadways within Naples. However, if the development is going to generate more than 100 trips (in and out of the site) during the peak hour, according to the ITE Trip Generation Manual, MDOT's Traffic Movement Permit will be necessary. This might include compliance with the entrance rules and mitigation requirements.

Also, the MDOT Driveway and Entrance Rules include a reference to Service Center Communities when defining "Mobility Arterial Corridors," which must comply with additional standards (Mobility Arterial Standards[11] and Retrograde Arterial Standards[12]) applicable to driveways and entrances. For purposes of these requirements, posted speed limit, average annual daily traffic, and Service Centers were applied in determining whether a transportation corridor is considered a Mobility or Retrograde Arterial Corridor. Route 302 and Route 11 within the study area are considered as Mobility Corridors and must comply with additional Mobility Arterial Standards. In addition, development along Route 302 must follow Retrograde Arterial Standards.

Land Use Ordinances set certain standards for road frontages to regulate safe distances between driveways and access standards for different types of development. Town Site Plan Review Ordinance describes those transportation elements of a proposal, which an applicant must consider, including vehicular access, parking and circulation. Design Standards, of the Planning Board Standards for Reviewing Subdivisions describes the pertinent details associated with streets and highways. Section 10.2 addresses street signs, and Section 10.3 addresses streets, including classification, layout, design and construction standards, and plantings. Section 10.4 addresses sidewalks. Section I of the Shoreland Zoning Ordinance addresses road construction in shoreland areas. Naples Comprehensive Plan includes policies, which stress the need for balanced and well-planned public access ways, of which traffic control should be a key component, and which will maximize public and private benefits of the Town and its people.

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[11] A Mobility Arterial is a non-compact arterial that has a posted speed limit of 40 mph or more and is part of an arterial corridor located between Urban compact Areas or Service Centers that carries an average annual daily traffic of at least 5,000 vehicles per day of at least 50% of its length or is part of a Retrograde Arterial Corridor located between Mobility Arterials.

[12] A Retrograde Arterial is a Mobility Arterial where the access related crash-per-mile rate exceeds the 1999 statewide average for Arterials of the same-posted speed limit.

## Bridge Inventory

There are seven bridges in Naples that carry vehicles in town. The bridge maintenance and responsibility is determined by the MDOT's Local Bridge Program, which became law in July of 2001. Bridges of at least 20 feet in length on town or state-aid roadways are the responsibility of MDOT. Minor spans, which are bridges that are at least 10 feet but less than 20 feet in length, that are on town roadways are local responsibility. If a minor span is located on a state or state-aid roadway, maintenance responsibility falls with MDOT. Based on the definitions, seven public bridges in Naples are MDOT responsibility, including two over the Songo River, three over the Crooked River, one over the Chutes River, and one over the Muddy River. The Edes Falls Road Bridge over the Crooked River is on a town road, while the other six are on State roads. They range in length from 23 to 141 feet. There is one bridge project on Naples Bay Bridge over Chutes River listed by the MDOT in the 2002-2007 Six-Year Plan.

**Exhibit 48**

| ***Bridge Name*** | ***Roadway*** | ***Feature Under*** |
|---|---|---|
| Muddy River | Lake House Road | Muddy River |
| Naples Bay | Rte 302 | Chutes River |
| Crooked River Rte 11 | Rte 11 | Crooked River |
| Crockett | Rtes 11 and 114 | Muddy River |
| Songo Lock Draw | | Songo River |
| Edes Falls | Edes Falls Road | Crooked River |
| Songo Lock | | Crooked River |

## Annual Average Daily Traffic Counts and High Crash Locations

The traffic volume data is collected by MDOT annually. Annual Average Daily Traffic volumes are determined by placing an automatic traffic recorder at a specific location for 24 or 28 hours. The 24-hour totals are adjusted for seasonal variations based on factors that run 365 days a year on similar types of roadways. The data for 2003 shows that Route 302 carries the most significant traffic volumes between 9,159 at the border with Casco to 13,018 at the Naples Bay Bridge and 6,629 at the border with Bridgton. Route 35 and Route 11 carry over 5,000 vehicles. All other roads in the town have AATD of less than 5,000. In 1988, the highest AADT counts were at the Naples Bay Bridge on Route 302 (9,265). The traffic counts were 5,344 at the Naples/Bridgton town line. Route 11 and 35 had between 900 and 2,600 AADT. The data shows that all roads in the town have experiences an increase in traffic volumes in some case by almost 4,000 vehicles. It should be noted that, during the seasonal peaks, the amount of traffic on a given day can be much greater than the yearly average.

The MaineDOT has developed a system for rating crashes based on a ratio between actual crash rates and critical crash rates. Crashes documented with a Critical Rate Factor (CRF) of greater than one are a higher priority than those with a CRF of less than one. High Crash Locations (HCL) are certain areas where MaineDOT has documented eight or more crashes in a three-year period (1999-2002) with a critical rate factor (CRF) greater than one. In the Town of Naples there is one HCL at the intersection of Route 302 and Route 11 with the total number of crashes equal to 8 and CRF of 1.69. According to MaineDOT data, the intersection between Route 114 and Route 302 had reoccurring crashes as well, however, they were not recorded consequently within a three-year period. In 1998 there were ten recorded crashes in this area with CRF of 1.62. In 2000, 9 crashes were recorded with CRF of 1.71. Intersections or road segments with a reoccurring high number of accidents should be studied and improved to reduce or eliminate sources of accidents.

## Highway Projects

MaineDOT has develop two documents that list projects that need to be addressed within next six years:

1. MaineDOT's Biennial Transportation Plan (2004-2005) listed the following improvements for Naples:
    - Naples Bay Bridge Improvement over Chutes River on Route 11/302 – Federal NHS, Federal Bridge, State ($200,000)
    - Highway Improvements to Route 11 beginning at Route 35 and extending to the Batty Road – Federal STP, State ($190,000)
    - Highway Resurfacing on Route 11/114 from Gore Road towards Route 302 – Federal STP, State ($155,500)
    - Highway Resurfacing on Route 302 starting in Raymond and extending northerly 6 miles – Federal NHS, State ($589,000)
2. MaineDOT's Six-Year transportation Plan (2002-2007) includes the following projects for the next six years:
    - Highway reconstruction projects for Route 11 from Naples to Casco and for Route 11/114 from Sebago to Naples
    - Bridge replacement project on the Naples Bay Bridge.

In addition, MaineDOT has a goal of improving all deficient rural, principle, and minor arterials within 10 years, as enacted by law by the 119th Legislature in May 2000. These road sections identified as being in need of reconstruction or other capital improvements, to bring them up to modern safety standards and adequate structural capacity are called highway backlog. For arterial roadways, the preferred 40-foot road profile is two 12-foot travel lanes and two eight-foot paved shoulders. For collector roads, MDOT aims for a 30-foot road profile, or two eleven-foot travel lanes and two four-foot paved shoulders.

The backlog sections in the Town of Naples include entire length of Route 35 from the Naples town center to the Harrison town line, Route 11/114 starting from the Sebago/Naples town line and up to South Naples, and section of Route 11 from the intersection with Route 302 and to the town border with Casco.

## Parking

Parking remains one of the major concerns for the town visitors and residents especially during the summer months. There are four primary areas that make up the majority of Naples parking supply. The U.S. Post Office has shared customer parking with the Town Hall in the amount of 50 paved spaces. In addition, the U.S. Port Office provides 20 paved parking spaces for employees only. The Naples Shopping Center at the corner of Routes 302 and 35 has 122 paved spaces to serve the eight stores in the complex. On-street parking is located primarily on Route 302. There are 95 angular spaces on the lakeside of the road between the Causeway and Lake House Road, and there are 80 spaces on either side of Route 302 between Lake House Road and Lamb's Mills Road. There are 24 public parking spaces at the Naples Public Library.

## Budget

In June 2004, the budget for highways and bridges was $91,500. Tarring was budgeted at $105,000. The snow removal was budgeted at $146,759 and salt/sanding accounts were budgeted at $49,900. The budget for street, traffic, and recreational lights was $14,000. Causeway striping and parking marking were budgeted at $2,500. The total of these budgeted accounts were $409,659.

The Town provides an annual appropriation ($1,990 in 2004) to the Regional Transportation Program (RTP) for public transportation service to Naples. Scheduled service is on Tuesdays with a morning trip from Naples to Portland and an afternoon return. Also, RTP provides roundtrip weekly service between Naples and Bridgton.

## 2.10 Recreation and Public Access

There are both public and privately owned recreation and public access facilities and programs in Naples. The private facilities include private campgrounds, marinas, a golf course and country club, a golf driving range, 2 miniature golf courses, and one flying service. Public facilities include the Songo Lock State Historic Site, Sebago Lake State Park, Lake Region High School, Lake Region Middle School, Songo Locks Elementary School, the Naples Public Library, the Naples Historic Society Museum and the Naples Town Beach for residents. The Town has recently acquired the Grange Hall, which, once repairs are completed, will be used for public activities and functions. There is a public boat launch at Trickey Pond and a limited access ramp on Peabody Pond. There is also private nonprofit and public open space available to area residents.

These facilities provide several types of recreation opportunities and points of access to surface the lakes. Exhibit 49 below lists the various public locations and the recreational facilities at each of them. They are discussed by type of recreation in the paragraphs which follow. Recreation facilities at Sebago Lake State Park are not included in this list. The primary activities at the State Park are swimming, sunbathing, picnicking, day and overnight camping and hiking, as described later in this section.

**Recreation**

Naples sponsors a Recreation Department that organizes and conducts various programs for all age levels of Naples citizens. Programs include American Red Cross swimming lessons conducted at the Town Beach in summer and at Colonial Mast Campground pool in Winter and Spring; aquacise classes; Summer day camp offering a wide variety of recreational opportunities for all ages; seasonal children and youth parties; Youth programs that include soccer, karate, dance, basketball, golf, music lessons, exercise classes and field and ice hockey; Older resident activities that include karate, golf, music, aerobics, swimming, basketball, soccer, ice hockey, softball, horseback riding, walking programs, exercise classes and day trips.

The following does not include recreational facilities available at private campgrounds for boys and girls. These facilities are restricted to their resident campers.

Playgrounds. There are six playgrounds available to patrons of four private campgrounds. There is a public playground adjacent to the Post Office at the Village Green and a playground at the Songo Locks Elementary School.

Softball Fields. There are two, located at two of the private campgrounds. Plummer's Field, located on American Legion property, has a combination baseball/softball field and is available to Town residents. The Town supports and maintains these facilities in exchange for public water provided at the American Legion.

Baseball Fields. There is one baseball field at Lake Region High School and one at the Lake Region Middle School.

Soccer Fields. There is one at Lake Region High School and one at the Middle School.

Football Fields. There is one at Lake Region High School and one at the Middle School.

Hockey/Ice Skating. There is one located on American Legion grounds maintained by the Town.

Field Hockey Fields. There is one located at Lake Region High School.

Basketball Courts. There are three half-basketball courts at three of the private commercial campgrounds. There are two half-basketball courts at the Lake Region High School. There are full basketball courts in the gymnasiums at Lake region High and Lake Region Middle Schools. There is also a non-regulation court in the gymnasium at the Town Office.

Horseshoe Pits. There are eight horseshoe pits at three private campgrounds.

Tennis Courts. There is one at one of the private campgrounds.

Rec. Halls. Three of the private campgrounds have rec. halls.

Picnic Areas. Picnic tables are available at Songo Lock State Historic Site and the Village Green.

**Public Access to Lakes**

There are four marinas in Naples, three on Brandy Pond, and one on Long Lake. The Municipal Dock has capacity for 16 to 20 small boats or 4 large boats, depending on demand. Four private campgrounds offer water access for their patrons via boat ramps, one on Brandy Pond, one on Trickey Pond, and two on Long Lake.

The Town has a public boat ramp on Trickey Pond and there is limited access to a launch on Peabody Pond.

The Naples Flying Service provides for its patrons public access to Lakes in and beyond Naples.

The major point of public access to surface water in Naples is Sebago Lake State Park. It is one of the more heavily used State Parks in Maine providing day and overnight camping, swimming and picnicking and hiking facilities. The Maine State Outdoor Recreation Plan (SCORP) 2003-2008 research estimated that in 2001, 7% of overnight trips to Maine were to the Sebago Lake region. Of that percentage, picnicking, swimming, boating and fishing had some of the highest participation rates. Many Naples residents have expressed dissatisfaction with the difficulty of access to the lake and the park itself due to the crowded conditions here in the summer season.

**Public Access to Open Space**

There are six acres of land located on Route 114 at the bridge across Sebago Cove owned by the Patten Land Trust and open for public fishing.

Hancock Lumber Company has donated approximately 6-10 acres of land on Madison Mountain above the Madison Heights subdivision for public use as open space. There is no parking or established public access to this parcel.

The Loon Echo Inland Trust is a private non-profit group formed to preserve open space in the Sebago Lake Region. At present they hold easements to 45 acres on Route 35. These holdings are open for public use.

The Winchester Nature Preserve, 66 plus acres, located off Route 35 offers limited public access.

There is a 327-acre Nature Conservancy parcel off Route 302 north of the Village District formally owned by Bear Paw Timber. The Conservancy continues timber management on this property. The public is allowed access though there are no defined roads or trails, other than the timber management logging ways.

The Muddy River Bog Nature area is located off Lake House Road.

The Muddy River Snowseekers, the local snowmobile club, maintains a network of trails in Naples using some Town funds to do so.

**Exhibit 49**
**Public Recreational Facilities**

| | | |
|---|---|---|
| **Name** | **Location** | **Facility Accommodations** |
| Naples Municipal Dock | Long Lake | Mooring Capacity – 16/20 Small Boats or 4 Large Boats |
| Naples Village Green | Route 302 Town Hall Area | Historic Museum, Grange Hall, Playground with Basketball Court, Picnic Tables, Gazebo, Former Town Hall buildings now open during the summer months as Naples Information Facility |
| Grange Hall | Village Green | (Once refurbishing is complete) Public Meetings, Stage |
| Naples Historical Society Museum | Village Green | Artifacts and item relating to Naples' past and the Lake Region |
| Naples Town Library | Village District | Literary, cultural, Computer related pursuits |
| Songo Locks State Historic Site | Songo River | Only remaining site of system of locks that once connected Harrison to Portland. Picnic Tables and parking accommodations for approximately 48 vehicles |
| Lake Region High School | Route 302 | Gymnasium with Basketball Court, Baseball Field, Soccer Field, Field Hockey Field and Football Field |
| Lake Region Middle School | Kansas Road | Baseball Field, Softball Field, Football Field and Soccer Field |
| Songo Locks Elementary School | Songo Locks Road | Playground |
| Plummer's Field | American Legion | Baseball/Softball Field |
| Ice Hockey Rink | American Legion | Ice Hockey Rink |
| Town Boat Launch | Trickey Pond | Paved Boat Ramp, No toilet facilities |
| Naples Town Office | Village Green | Gymnasium/Meeting Hall |
| Muddy River Bog Nature Area | Lake House Road | Nature area with limited access |
| Nature Conservancy Parcel | Off Route 302, north of Village | Overseen by the Conservancy for timber management. Public access is allowed. |

## 2.11 Fiscal Capacity

Every municipal government has operating and capital expenses incurred to provide local municipal services. The fiscal capacity of the local government to expand these services, acquire new facilities or replace existing facilities used to provide continuing or new services depends on many different factors.

Chief among those factors are revenues, expenditures, assessed valuation, tax rate, fund balance and acquisition policy.

The Naples Comprehensive Plan Survey has identified several needed or desired new Town facilities and services and improvements to existing facilities and services. In deciding whether, when and how to provide any or all of these facilities and services, the Town will need to assess its fiscal capacity to do so.

Some indication of the Town's fiscal capacity and how it may change in the years to come can be found by examining trends in revenues and expenditures from fiscal year ended 12/31/93 to the fiscal year ended 6/30/03, as documented in the Revenue and Expenditure History worksheets at the end of this Section. Note that the period ended 6/30/96 was for a six-month period due to a change of year-end.

**Revenues**

Naples revenue history over the last ten years is shown in Exhibit 50. Total revenues have increased by about $2.670 million, or 69% from 1993- 2003. Total revenues from local property taxes have increased by $1.946 million or 61% over the same period.

The percentage of total revenues derived from the local property tax varied during this period from a high of 81.9% in 1993 to a low of 73.5% in 2001, but had risen again to 78.2% by 2003 after the town-wide revaluation.

**Expenditures**

Naples expenditure history is shown in Exhibit 51. Total expenditures have increased by about $2.4 million, or 62% from 1993-2003. Over this same time period, expenditures for county government increased by 57%. Expenditures for public safety increased by about 50% while education expenditures rose by 91.4%. It is difficult to compare individual expenses over this period as expense classifications were changed in the audited reports and many of the earlier years were not computerized but, generally, all of the major expenditure categories have undergone major increases over this period and total revenues have grown to approximately the same degree as total expenditures.

**Fund Balance**

Our total Fund Balance at the end of June 30, 2003 was just over 3.4 million. The Undesignated Fund Balance was 2.5 million but as per Article 34 approved by the voters at the 2003 Town meeting, this was reduced to 2.1 million by Capital Reserve Account designations. The goal of Naples fiscal management is for the Undesignated Fund Balance to be equal to 60 – 90 days of operating expenditures. Using the 6/30/03 operating expenditures of 6.3 million, this would require a fund balance of 1.1–1.6 million. This will allow Naples to use the excess to stabilize the tax rate or for needed infrastructure improvements

## Valuation

A measure of the town's worth is found in assessed valuation. It is an important driver in buying power. Valuation drives the availability of operating funds when coupled with a tax rate. The valuation is also a measure of the limit placed on ability to borrow. Our valuation in Naples went from 224 million in 1993 to 398 million in 2003 or an increase of about 78%. The townwide revaluation that occurred in 2003 was responsible for 64% of the increase.

## Debt Capacity

The State limits the absolute amount of debt that a municipality can incur to 15% of its last full state valuation. A more conservative rule of thumb commonly used is that the Town's debt should not exceed 5% of the assessed valuation of the Town. As of 6/30/03, the total debt load carried by Naples was $2,866,335. This consisted of $327,821 of direct Town debt plus $2,291,601 as the Town's share of SAD 61 debt (28.1% of$8,155,165) and $266,913 as the Town's share of Cumberland County debt. The full State valuation for Naples for 2004 as certified by the State Tax Assessor on April 1, 2003 was $435,800,000. This $435.8 million gives us a theoretical debt capacity of $21.8 million at 5% of total valuation.

## Capital Assets

The current policy generally is to purchase capital items as needed. There are some exceptions to this such as planned replacement of fire trucks and planned road paving projects but there is no comprehensive long term Capital Budget in place. The Town has set aside funds for capital expenditures by designating a portion of the Town's surplus in Capital Reserve Accounts but there is no way to measure the adequacy of these reserve accounts without a comprehensive long term Capital Budget that is updated yearly.

Exhibit 52 shows the capital assets of Naples by function as of 6/30/03. Prior to this the capital assets of the Town were not capitalized for financial statement purposes but were expensed as incurred. In 2002 the Town began an inventory of all capital assets with a value greater than $2,500 and a life of greater than five years. The assets were then recorded in the year ended 6/30/03 at actual or estimated historical cost less accumulated depreciation.

## Fiscal Issues

As shown in Exhibit 53, expenditures by the Town of Naples rose 62.1% from 1993 to 2003 while the population increased from 3023 to 3392 residents, an increase of only 12.2%. This resulted in a per capita expenditures increasing from $1,282 in 1993 to $1,851 in 2003, an increase of 44.4%. Real estate taxes per capita rose from $1,281 to $1,929, an increase of 50.6%.

From 12/31/93 to 6/30/03, the cost of living as measured by the Federal Consumer Price Index for All Urban Consumers increased 26.0%. These figures tell us that not only did increases in town expenditures exceed the cost of living increase by 71% but that there was an increased reliance on real estate taxes to fund the expenditures.

Hopefully, by understanding the reason for this large increase, we can take the necessary steps to prevent this from occurring in the future. Education expenditures for SAD 61 increased from $1.871 million to $2.444 million during the period 12/31/93 to 6/30 03, an increase of 91.4%. If we back out SAD 61 expenditures from total town expenditures, we find that all the other expenditures increased by only 30.6% during this period. Factoring in the

increase in the population of Naples, we arrive at a per capita increase for all expenditures except SAD 61 of only 16.4% which is significantly below the rate of inflation.

One problem that has become evident from the study of the financial data of the Town is that there is a lack of comparability in the audited financial statements of Naples. There is a lack of consistency over this period in the classification of expenditures, which makes it very difficult to perform trend analysis. The Town should insure that when auditors are changed, the classification system remains constant.

In the next ten years, it is likely that there will be demand for several major capital expenditures needed to support continuation of the current levels of service, to upgrade existing levels of service to meet local needs and/or to comply with State mandates for which State financial assistance is inadequate or unavailable, or to begin providing desired services not currently provided. The Comprehensive Plan Survey that was distributed to the voters on Election Day showed overwhelming support for the towns acquisition of open space for present and future park and recreational use and if this is to be done it will have to be funded.

Although there is clear pressure for expenditures to continue to rise, there seems little reason to believe that State assistance to which the Town might be entitled in order to meet these needs will materialize. Competitive State and Federal grants for which the Town can apply may be available for some purposes but the trend for all these grants is that there is a greater emphasis on matching funds from the localities.

Under recent changes to state law, Naples' competitiveness or sometimes even its eligibility for some state grants and loans that provide financial assistance to municipalities for growth-related capital expenditures will be affected by whether the Town has a comprehensive plan that has been found consistent with the state's Planning and Land Use Regulation Act and whether the Town's land use ordinances are consistent with its comprehensive plan within two years of the plan's adoption.

In addition, if the Town is to have a legally defensible option of adopting limitations on its rate or growth and/or a system of impact fees to help support capital needs incurred as direct result of new growth, it will need to have a system for managing, scheduling and financing capital expenditures called a capital improvement program. A capital improvement program schedules capital expenditures as needed over a several year period, but is updated annually to reflect changing conditions, by the Annual Town Meeting.

At the same time that costs of local government rise, taxpayers are also facing rising costs of County, State and Federal government. As with these larger forms of government, the management of government spending by local government will be increasingly important in the coming decade.

## Predicting the Future

Under current procedures, there is a lack of long term planning in all areas. We have no methodology to predict what our operational expenses might be either operationally or from the standpoint of future capital acquisition. Naples also does not have a method for projecting revenues for the short or long-term. We should have a system of monthly revenue forecasts in place so that expenditures could be planned and cash flow better managed. Although Naples now has an accurate inventory of all capital items, the lack of a comprehensive long-term capital budget makes future impacts of large capital items on debt or cash difficult to predict.

To help the Town with anticipating its capital needs this comprehensive plan takes inventory of the capital needs the comprehensive plan identifies, and includes a list with estimated costs, times by which these capital needs will emerge, and possible sources and methods of funding or financing them. This list is called a Capital Investment Plan.

The Capital Investment Plan can serve as guide to developing a more detailed capital improvement plan, to be annually updated, that sets forth capital expenditures needed over a period of several years. A capital improvement program allows for the coordination and pacing of improvements in a manner that can minimize overall costs including financing and stagger major expenditures over time to limit the fluctuations in needed tax and other revenues as can happen without the fiscal planning framework of capital improvement programming.

Naples should investigate creating the position of Financial Director and the hiring of a qualified individual. This could be a part time position with the person hired responsible for all financial planning, revenue and expense forecasting, capital improvement planning and overall financial management. Under present job market conditions, we cannot expect to have a Town Manager with the expertise and background to assume all these tasks at a price we are willing to pay. With current conditions, the town cannot accomplish all the needed financial management objectives.

Naples and other towns find themselves continuing to rely heavily on the local property tax for the majority of their revenues. Cries for tax reform and actions to foster tax changes are a wild card whose outcome is impossible to predict and we may find ourselves saddled with many unforeseen consequences. Unfortunately many peoples idea of tax reform is ”for me to pay less and someone else to pay more”. The only real way to cut taxes is to cut per capita spending. Any other form of revenue neutral tax reform will take money from our left pocket and put it in our right pocket.

Hopefully, the statewide push for regionalization will generate savings that will allow for future tax stabilization. As we learned from our cooperation with Casco on solid waste, there are significant savings to be gained by regional cooperation. We cannot continue to “go it alone” in all areas in an attempt to maintain local control. Regionalization does not mean that one Town provides a service and contracts it out because our local history shows that when we do that, the cost is not shared equally. Regionalization means that the program is jointly owned and operated by the users and the costs are fairly shared. We should be prepared to take advantage of future state programs that will encourage regionalization.

**What Do We Need?**

Over time, our needs will become more numerous and complex. They will be driven by our needs and wants on the one hand and by mandate and regulation on the other. Our success in continuing to be reasonably stable in fiscal terms will rest on what plans and planning tools we are willing to invest in at this critical point. We must develop the capabilities in our town management to forecast revenue, expense, and capital acquisition costs over short, intermediate and long-term periods. We must also insure that our financial statements are consistent from year to year in classifying expense items.

As shown under the Fiscal Issues heading above, our real estate tax rate is driven by the SAD 61 assessments. The Town and it’s officials have done a fairly good job on the expenditures that they control but they have failed to generate the community pressure needed to control SAD 61 spending. We need to place greater emphasis on cost containment in Sad 61 to cut down the rate of increase in our school assessment. This can only be done with community

involvement.  Having school voting take place simultaneously with town wide elections should make a major contribution toward this goal.

## Exhibit 50
## NAPLES REVENUE HISTORY

| FISCAL YEAR | "12/31/93" | "12/31/94" | "12/31/95" | "6/30/96" ½ Year | "6/30/97" | "6/30/98" | "6/30/99" | "6/30/00" | "6/30/01" | "6/30/02" | "6/30/03" |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Assessed Valuation in Millions | 224 | 226 | 231 | 234 | 234 | 239 | 242 | 245 | 253 | 254 | 398 |
| Tax Rate per $1,000 | 13.9 | 14.1 | 14.4 | 7.1 | 14.7 | 14.7 | 14.7 | 14.7 | 14.9 | 15.9 | 12.8 |
| **Revenues** (thousands of dollars) | | | | | | | | | | | |
| Property Taxes | $ 3,175 | $ 3,262 | $ 3,317 | $ 1,658 | $ 3,524 | $ 3,561 | $ 3,617 | $ 3,671 | $ 3,689 | $ 4,165 | $5,121 |
| Excise Taxes | 276 | 315 | 345 | 191 | 380 | 405 | 462 | 533 | 538 | 592 | 642 |
| Intergovernmental Revenue | 225 | 240 | 187 | 109 | 242 | 252 | 273 | 436 | 290 | 276 | 335 |
| Miscellaneous Revenue | 197 | 342 | 285 | 91 | 587 | 291 | 464 | 335 | 499 | 525 | 445 |
| Total Revenue | $ 3,873 | $ 4,159 | $ 4,134 | $ 2,049 | $ 4,733 | $ 4,509 | $ 4,816 | $ 4,975 | $ 5,016 | $ 5,558 | $6,543 |
| Property Taxes as a % of Total Revenue | 81.9 | 78.4 | 80.2 | 80.9 | 74.8 | 79.6 | 75.1 | 73.8 | 73.5 | 74.9 | 78.2 |

**Exhibit 51**

# NAPLES EXPENDITURE HISTORY

| FISCAL YEAR | "12/31/93" | "12/31/94" | "12/31/95" | "6/30/96" ½ Year | "6/30/97" | "6/30/98" | "6/30/99" | "6/30/00" | "6/30/01" | "6/30/02" | "6/30/03" |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **Expenditures** (thousands of dollars) | | | | | | | | | | | |
| General Government | $216 | $234 | $346 | $295 | $493 | $512 | $504 | $508 | $532 | $687 | $732 |
| Public Safety | 168 | 193 | 184 | 82 | 131 | 127 | 110 | 146 | 231 | 278 | 252 |
| Health and Welfare | 28 | 38 | 356 | 175 | 285 | 249 | 2 | 1 | 1 | 5 | 4 |
| Recreation and Culture | 49 | 69 | 49 | 17 | 77 | 69 | 119 | 99 | 119 | 147 | 156 |
| Education | 2,003 | 2,206 | 2,327 | 1,162 | 2,375 | 2,454 | 2,535 | 2,671 | 2,988 | 3,480 | 3,834 |
| Public Works | 345 | 335 | 307 | 140 | 280 | 330 | 642 | 509 | 737 | 683 | 709 |
| County Tax | 161 | 166 | 203 | - | 207 | 204 | 198 | 185 | 194 | 212 | 252 |
| Unclassified | 448 | 402 | 124 | 21 | 43 | 34 | 80 | 76 | 151 | 95 | 97 |
| Capital Expenditures | 387 | 337 | | 60 | 503 | 240 | 317 | 46 | 111 | 37 | 175 |
| Principal on Debt | 41 | 41 | 32 | | 52 | 52 | 52 | 78 | 78 | 57 | 57 |
| Interest on Debt | 28 | 38 | 26 | 10 | 19 | 16 | 19 | 21 | 17 | 14 | 10 |
| Total Expenditures | $3,874 | $4,059 | $3,954 | $1,962 | $4,465 | $4,287 | $4,578 | $4,340 | $5,159 | $5,695 | $6,278 |

Depreciation Expense (non-cash item) 449 452

(Prior to YE 6/30/02, Naples did not capitalize and depreciate fixed assets as required by Generally Accepted Accounting Principals)

**Exhibit 52**

# Schedule of Capital Assets by Function

| | Infrastructure | Land and Non-depreciable Assets | Buildings and Improvements | Furniture, Fixtures, Equipment & Vehicles | Total |
|---|---|---|---|---|---|
| General Government | $ | $ 17,789 | $ 500,035 | $ 99,858 | $ 617,682 |
| Public Safety | | 67,602 | 458,649 | 1,693,759 | 2,220,010 |
| Public Works | $12,394,807 | | | | 12,394,807 |
| Recreation | | | 67,739 | 30,195 | 97,934 |
| Town-Wide | - | 650,207 | 488,189 | 10,900 | 1,149,296 |
| Total Capital Assets | $12,394,807 | $735,598 | $1,514,612 | $1,834,712 | $16,479,729 |
| Less: | | | | | |
| Accumulated Depreciation | 8,636,781 | - | 734,897 | 927,220 | 10,298,898 |
| Net Capital Assets | $ 3,758,026 | $735,598 | $ 779,715 | $ 907,492 | $ 6,180,831 |

**Exhibit 53**

# FISCAL ISSUES

| | 1993 | 2003 | 1NCREASE | %INCREASE |
|---|---|---|---|---|
| EXPENDITURES (in thousands) | $ 3,874 | $ 6,278 | $ 2,404 | 62.1 |
| POPULATION | 3,023 | 3,392 | 369 | 12.2 |
| PER CAPITA EXPENDITURES | $ 1,282 | $ 1,851 | $ 569 | 44.4 |
| PROPERTY TAXES (in thousands) | $ 3,873 | $ 6,543 | $ 2,670 | 68.9 |
| PER CAPITA PROPERTY TAXES | $ 1,281 | $ 1,929 | $ 648 | 50.6 |
| CONSUMER PRICE INDEX | 145.8 | 183.7 | 37.9 | 26.0 |
| SAD 61 EXPENDITURE (in thousands) | $ 2,003 | $ 3,834 | $ 1,831 | 91.4 |
| EXPENDITURES NOT INCLUDING SAD 61 | $ 1,871 | $ 2,444 | $ 573 | 30.6 |
| PER CAPITA EXPENDITURES NOT INCLUDING SAD 61 | $ 619 | $ 721 | $ 102 | 16.4 |

# SECTION 3:

# SUMMARY AND FINDINGS OF EXISTING CONDITIONS AND FUTURE LAND USE NEEDS

## 3.1 Projected Growth and its Impacts

From 2000 to 2015, the Maine State Planning Office projects that the population of Naples will increase by 476 people, a 14.5 % increase over 15 years. Using the State Planning Office projected population of 3,455 people in Naples in 2005, the projected in crease from the present to 2015 becomes 295, or an increase of 8.5% over 10 years.

The Greater Portland Council of Governments (GPCOG) projects that these additional residents will occupy another 194 year-round housing units that will be built in Naples between 2005 and 2015. Concurrently, GPCOG projects an additional 183 seasonal homes will be constructed over this time period as well.

The projected residential growth alone can be expected to occupy an additional 562 acres of undeveloped if we assume an average of one acre per new seasonal or year round house. While some of the new residential development will take place in previously approved subdivisions, much of it can be expected to take place on individual lots created in a manner that exempts them from subdivision review by the Planning Board under State subdivision law.

In the past decade, as the population of Naples and the region grew, so did the number and range of commercial establishments in Naples, especially along Route 302 between the Village and the Casco Town line. This trend can also be expected to continue, with additional commercial development pressure along the entire length of the Route 302 corridor within Naples.

The growth of recent decades has been fueled primarily by the net in-migration of residents moving out from Portland or its nearer suburbs and to a lesser extent by people retiring to Naples from within Maine and other states. Net change in population that is due to local births and local deaths over the same period accounts for only a small part of this regional growth pattern.

Geographically, the expansion of the greater Portland area has moved ever-outward during the last 30-40 years, with strip commercial development increasing along Route 302 into Naples only in the last 15 years or so. Now, it is reaching as far as Naples Village and the Town may soon face commercial development pressures within the Village that threaten the unique character of the Village's historic architecture and landscape.

The Village faces several other issues as well, in that it sits on and draws its water supply from and disposes of much of its septic wastes within a small sand and gravel aquifer whose capacity to absorb additional development is still poorly defined, although both a hydrogeological assessment of the aquifer and a wastewater alternatives study were conducted in the 1990s and may need to be updated to take into account new development and current water quality information. Determining the potential for new development in and around the Village depends in large part on having current assessments of the capacity of the aquifer and of whether, and if so when, a public water supply or public wastewater collection system may be needed.

The Village is also in need of public restrooms and additional public parking. The Causeway Bridge is now being redesigned by the Maine Department of Transportation, which will affect the movement of both traffic and boats and will have a visual impact of some kind on the Village. The potential role of the Village in the tourism economy is unclear and there is some

desire to find ways to expand the tourism season. Design of streetscape improvements and a market study were completed in the mid-1990s but the recommended improvements were never implemented.

Outside the Village, away from Route 302, the rural land of Naples has been experiencing increases in low-density residential development, distributed nearly uniformly around the Town in a classic illustration of development sprawl, the type of development that consumes open rural resource lands, wildlife habitat, scenic vistas, generously shared private property used for recreation, and rural character much faster than more compact or centralized forms of development.

Only about 27% of new development in the last 5 years took place in Naples' Growth Areas, as designated in the 1991 Comprehensive Plan, while nearly 3 out of 4 units, or 73% took place in designated Rural Areas. Much of this development has taken place along existing Town roads. Another common location was on lakeshores, though these are mostly built out now and there is little undeveloped lake frontage remaining.

As space along Naples' existing roads and shorelines becomes scarce, residential development pressure is likely to shift to land one lot back from the shore and into the interior portions of the remaining large areas of undeveloped lands. This latter trend may be especially true where there is a view to be had from developing upland lots. This development pressure, if otherwise unchecked, would likely mean an increase in the number and length of new roads and ditches serving future subdivisions, and an increase in the rate at which large blocks of undeveloped land important for both timber production and wildlife diversity and abundance may continue to shrink or become fragmented.

The increase lengths of roads and ditches from new development in all areas of Naples will mean increased potential for phosphorus export to lakes from the combination of new and existing development, increasing pressure on lake water quality unless phosphorus export control continues to be carefully planned, implemented and enforced on a continuing basis.

Increased development also threatens some of Naples' rare and threatened species of animals, which there are four that the Department of Inland Fisheries and Wildlife is monitoring. These are the Acadian Swordgrass Moth and Ribbon Snake, which are rare, and the Spotted Turtle and Pygmy Snaketail Dragonfly, which are listed as threatened.

Demand for public services will increase with projected increases in roads that are offered to and accepted by the Town. Even if these are few, based on recent past development practices, the cost of providing such services for private roads will be added to the overall service costs of those who buy or rent homes in new subdivisions. Public services provided now by volunteers may come under increasing pressure from needed capital expenses, increasingly complex training requirements, and decreasing availability of volunteers during weekday working hours as employment of the local workforce is increasingly regional in scope.

All services affected by road length will increase in cost faster for the Town as a whole if it's settlement pattern continues to be diverse because more road length per additional person will be added to the total miles to be patrolled, maintained or traveled by school bus routes. Increasing capital expenditures needed to support increased demand for services make it important for the Town to consider pacing its overall capital expenditures to spread them out

over time and soften sharp vacillations in tax burdens from year to year amidst generally increasing and already high property taxes.

As the prices of housing continue to climb at a rate well in excess of increases in wages and salaries, there will be an increasing shortage of affordable housing of all types. Only the demand for elderly housing in Naples is currently being met, but this is also one of the faster growing age groups among the local population and so even elderly housing may be in short supply by sometime within the next 10 years if it is not among those types of affordable housing that the Town actively allows and promotes. With the present shortage of affordable housing and of high paying job opportunities, the young adult age group will continue to feel pressure to leave Naples and the population may become less diverse as a result.

## 3.2 Projected Growth and What Naples Wants

As reflected in the Vision Statement in Section 1.3 derived from what the Comprehensive Plan Committee learned from the Community Survey Results in Section 1.2 and what the Committee heard at its series of regional Public Forums, the character of Naples is changing, and people are concerned with how it is changing and what may be lost and what may be to gain.

With growth have come many impacts of growth on the natural environment, water quality, rural character, housing affordability, the local economy, the demand for education and other public services, the cost of those services and of capital facilities needed to continue or expand those services, and increasing property valuation and higher property taxes.

What Naples wants—a thoughtful land use plan which takes residential, commercial, environmental, recreational and public service needs into consideration and allows reasonable coexistence between them—to paraphrase a key element of the Vision Statement, provokes a wide range of individual and inter-related issues in light of the typical impacts of relatively uncontrolled growth in rural but growing Maine towns.

## 3.3 Summary Listing of Planning Issues facing the Town of Naples

Here is a summary listing of issues identified in Sections 1 and 2 that this Comprehensive Plan addresses through its proposed goals, objectives, policies and strategies in Section 4 and its proposed Future Land Use Plan in Section 5:

**<u>Water Quality</u>**

- *Groundwater*:
    - How much additional growth at what density can be safely accommodated on sand and gravel aquifers and their recharge areas in Naples Village and on the west shore of Brandy Pond, and near the Crooked River?
    - Are there some non-residential land uses that should not be permitted or can be permitted with safeguards over sand and gravel aquifers?
    - Can Naples adequately review the nitrate-nitrogen groundwater impacts of proposed site plans and subdivisions, which the Maine State Plumbing Code does not address?
    - How can Naples help assure that “public water supplies” serving local businesses are adequately protected while allowing neighboring property to be developed?

- *Streams and lakes:*
    - How should the Town best protect water quality in streams?
    - Are current erosion and sedimentation controls serving to protect water quality in streams and lakes?
    - How can the Town prevent lake phosphorus concentrations from increasing due to new development in lake watersheds?
    - What is the best way to coordinate with neighboring towns that share our lake watersheds?
    - How much freedom to enjoy watercraft is compatible with the needs of neighbors who must hear the noise they generate?
    - How can Naples solve the problem of a lack of public restrooms in the Village so as to provide adequate protection of surface waters from this source?

- *Invasive aquatic plant species:*
    - How can Naples most protect its lakes from further invasion by invasive aquatic species, which have now begun to migrate up the Songo River to south end of Brandy Pond?
    - What is the best way to coordinate with neighboring towns and the Portland Water District that share our lake watersheds?

- *Water Supply and Wastewater Disposal:*
    - How can we allow for a more compact settlement pattern and continuing economic development in the Village and surrounding areas and still stay within the as yet unknown carrying capacity of the aquifer and the lakes it feeds into?
    - At what point should the Town be considering public water or sewer to serve the area of the Village, and if we can forecast it?
    - Would the possible extra density justify the added capital and operating costs?

**Wildlife Habitat**

- *Fragmentation habitat and diversity/abundance of species:*
    - What is the optimal balance between wildlife species diversity and abundance and new development that fragments wildlife habitat?
- *Riparian areas:*
    - Are streams sufficiently protected to allow for passage of wildlife along their banks between larger habitat blocks?
- *Rare, threatened and endangered plant and animal species habitat:*
    - How can we best protect endangered, threatened, and rare plant and animal species and the rare unique natural communities in Naples, while still allowing at least some development in and near their habitat?
- *Fisheries:*
    - Do existing Stream Protection Districts, efforts to prevent the spread of invasive species, lake phosphorus controls and existing erosion and sedimentation controls adequately protect our fisheries?
    - If not, what else is needed?
- *Wetlands:*
    - Are State and local regulations effectively protecting Naples wetlands?
    - Which wetlands are more valuable than others?
- *Vernal Pools:*
    - Where are vernal pools located in Naples and how can they be mapped and protected from the impacts of development?

**Land use & economic development**

- *Any use permitted vs. land use conflict prevention:*
    - How can we balance the flexibility in the use of property with the need to avoid conflicts such as those which occurred over the proposed quarry on Madison Mountain and the go-cart track, to name just two examples?
- *Commercial/industrial vs. residential:*
    - What kinds of business uses if any are compatible with residential uses?
    - What kinds are incompatible?
- *Rural character and rural land use:*
    - How can we balance the need of property owners to reap the benefit of the sale of their property for development with the desire of the community as a whole to protect rural land uses and rural character?
- *Development vs. rural land use:*
    - In what ways can new development and continued rural land uses such as hay production and timber harvesting comfortably co-exist?
- *Commercial strip vs. rural and community character:*
    - How can property owners keep the potential benefit of the commercial potential of their property and still collectively avoid or minimize the adverse visual and rural and community character impacts associated with commercial strip development?
- *Commercial development vs. highway safety and mobility:*
    - How can commercial development take place along Route 302 and have minimal impacts on highway safety and mobility?
- *Development vs. scenic vistas:*
    - What ways can the Town employ to systematically identify and consistently regulate the impacts of development on scenic vistas?

**Naples Village**

- *Village Scale:*
    - How can the Town keep the scale of any new development in the Village from becoming in compatible with the surrounding existing and historic properties and still allow a comfortable range of possible commercial and residential land uses for properties in the Village?
- *Architectural design:*
    - How can the Town limit the impacts of architectural design of new development or future redevelopment on the existing architectural character of the Village and still allow a comfortable range of possible commercial and residential land use for properties in the Village?
- *Unique historic character and charm:*
    - Precisely what are the historic, architectural and landscape elements of the Village landscape that give the Village its unique appearance and charm, and how can these be most effectively inventoried and protected?
- *Role in tourism economy:*
    - How can the range of possible land uses and business activities and events be expanded to more effectively and lucratively serve the summer population and tourism needs during other seasons?
- *Role as community center:*
    - What measures are needed to help fortify and sustain the role of the Village as a community center that provides access postal and municipal services, library services, churches, and a growing range of local retail services and still not

overwhelm the Village with activities or development that will sacrifice its character or impinge on its role in the tourism economy?

- *Density vs. water quality:*
    - Can additional development in the Village take place at a density compatible with surrounding properties and still leave both the new and the existing development with sustainable clean water supplies?
    - What are the maximum sustainable yields for wells in the Village and how can the Town be sure that proposed new commercial development using a single well or residential development using a community well will stay within that sustainable limit and not adversely affect neighboring, sometimes pre-existing water supply wells?
- *Causeway bridge replacement:*
    - How can the Causeway Bridge best be redesigned to minimize the number of openings, the speed of opening and closing, and its visual impact, while having an optimal or at least the most limited adverse effect on limited Causeway parking?
    - Will the redesign affect traffic speeds, and if so, how will different traffic speeds affect public safety, the public's perception of safety and people's pedestrian mobility in the Village?
- *Roadway patterns:*
    - Adjacent to the Village, what should be the pattern of new roads supporting future residential development? Is there an optimal pattern?
    - Will developers create a roadway network or a series of cul-de-sacs if left to make that determination through individual decisions with a collective impact over time?
    - What should be the Town's policy concerning sidewalks in the Village?
- *Parking:*
    - How can the supply of public off-street parking to serve existing businesses be improved?
    - Should it be a public-private partnership, or does the Town have a stake in contributing to the solution?
    - How can the Town be sure it will require adequate off-street parking on private property as each property is developed, so as not to compound the current shortage of public parking?
- *Restrooms:*
    - What is the best way for the community to solve its chronic shortage of public restrooms?
    - Are there places in the Village that should not be considered for water quality reasons?
    - Should this be the responsibility of the business community or does the Town have a stake in contributing to the solution?

**<u>Affordable Housing</u>**

- *Assessing the ongoing need:*
    - How can the Town most effectively monitor the changing need for affordable housing as land and housing prices rise faster than wages and salaries?
    - How can the Town reasonably determine what greater percentage of affordable housing than the minimum 10% of new housing that is required by the Planning and Land Use Regulation Act?
    - How can the Town effectively assess how many younger people and families are moving out of Naples for lack of affordable housing?

- *Shortage of year round owner-occupied housing:*
    - What measures can the Town take to help ensure that more of the housing projected to be built in the next ten years is affordable to first time homebuyers?
    - What should the Town's policy be with respect to in-law apartments
- *Shortage of renter housing:*
    - What policies will make more year-round rental housing available to meet the need?
    - What forms of rental housing should be allowed and where?
- *Mobile homes:*
    - Does the Town allow mobile homes on individual lots in ways that are consistent with State law's requirement that they be treated similarly to single-family homes under land use regulation?
    - Where should mobile homes on individual lots be allowed or not allowed?
- *Mobile home parks:*
    - Currently mobile home parks are allowed anywhere in Naples except the Village District and the Shoreland Zone. Where should they be allowed in the future?
    - Since State rules for comprehensive plan updates limits mobile home parks only to Growth Areas, where, within the Growth Areas to be proposed should they be allowed?

**<u>Public Services and Facilities</u>**

- *Transportation:*
    - What are the best ways to address high crash locations?
    - How should traffic flow on Route 302 best be managed to serve both regional and local needs?
    - What is the optimal design for the Causeway bridge replacement from both a local and a regional transportation perspective?
    - What should be the Town's policy with regard to road acceptance?
    - How can the Town ensure that collector roads do not become congested?
    - How can the Town address the cumulative impacts of development on traffic flow on the major highways and on local roads?
    - What should be done to address the shortage of public parking?
    - What are the Town's long-term capital needs with respect to roads?
- *Schools:*
    - How can the Town more effectively influence the SAD 61 budget and policies?
    - Will future enrollments present a need for expansion of the school system's facilities?
    - Are there places in Naples where new or expanded schools should not be allowed?
    - Can the schools better serve the job skill needs and workforce needs of local workers and employers?
- *Solid waste:*
    - What are the Town's most pressing solid waste disposal and recycling needs?
    - Will additional capital investments be needed to serve future demand?
- *Planning:*
    - Does the Town need professional planning services?
    - If so, could the Town cooperate with its neighbors to collectively retain and share planning services?
- *Administration:*
    - How can computers improve the recordkeeping and efficiency of Town operations?

    - What other cost-savings are possible?
- *Recreation:*
    - Will existing outdoor recreational facilities and programs adequately meet the projected demand of an expanding population over the next ten years?
- *New capital costs:*
    - How can the Town more effectively plan for meeting its capital facilities and equipment needs?
    - Can these costs be projected and planned for over a multi-year period, and be more equalized on an annual basis?
    - Is the Town in its best position for pursuing state or federal financial assistance for growth-related capital needs?
- *Higher operating costs:*
    - Can user fees be employed to make some Town services more cost-effective and more equitably paid for?

**Future Land Use Plan**

- *Growth Areas, Transitional Areas, Rural Areas, and Critical Rural Areas:*
    - How are these area types, defined by the Planning and Land Use Regulation Act?
    - What portions of Naples should be assigned to each of these areas, keeping in mind only Growth and Rural Areas are required?
    - What uses should each type of area permit, and at what density and with what design or performance standards?
- *Directing growth to Growth Areas:*
    - In what ways can the Town effectively encourage projected growth to locate in Growth Areas, so that a majority of it takes place in Growth Areas?
- *Discouraging growth from taking place in Rural Areas:*
    - How can the Town effectively allow growth in Rural Areas and discourage it from locating in Rural Areas?
- *Compact vs. diffuse settlement pattern:*
    - What are the pros and cons of a compact or diffuse settlement pattern?
- *Environmental costs:*
    - How can the Town direct its settlement pattern so as to minimize impacts of growth on the environment, rural land uses and rural character?
- *Community character costs:*
    - How can the Town direct its settlement pattern so as to attain a more cohesive and desirable community character?
- *Public service costs:*
    - How can the Town direct its settlement pattern so as to minimize future service costs?
    - How can the Town spread its projected capital budgeting over time to ease the burden on taxpayers for any given single year in which capital needs prove particularly intense?

# SECTION 4:

# GOALS, OBJECTIVES, POLICIES AND STRATEGIES

## 4.1 Goals, Objectives, Policies and Implementation Strategies

In this section, the following terms, as defined below, were used:

GOAL: WHAT you want. (Ideal)

OBJECTIVE: HOW MUCH you will achieve. (Measurable)

POLICY: HOW you will achieve objective.

As the definitions indicate, broad Goals were narrowed down into Objectives, then these were narrowed down further to more specific policies designed to serve those Goals and Objectives for each topic addressed. Implementation Strategies, referred to herein as just “strategies” will address the logistics of implementing the policies. An Implementation Strategy is defined as follows:

**IMPLEMENTATION STRATEGY:**

ACTIVITY needed to carry out policy,
WHO will do it,
WHEN they'll do it,
and, for capital investments,
HOW MUCH it will cost.

Collectively, the Implementation Strategies needed to carry out all of the Plan's policies will serve as an Action Plan for the Town to use as a guide for implementing and coordinating the various policies contained in the Comprehensive Plan during the ten years of the planning period, 2005 to the year 2015.

The timing of the major action steps involving capital costs is presented in the Capital Investment Plan provided in section 4.1.2.1.

### 4.1.1 Citizen Participation

**Goal:** Obtain more participation by townspeople in town affairs.

**Objective:** Insure that the Comprehensive Plan is properly implemented.

**Policy:** The Selectmen shall appoint a Comprehensive Plan Implementation Committee implementation of the Plan.

**Strategy:** In selecting members of this Committee, the Selectmen shall designate appointees that are familiar with the Goals, Objectives, Policies and Strategies of the Plan.

**Objective:** Form citizen committees to address specific issues.

**Policy:** The committees shall be made up of volunteers and shall be advisory in nature.

**Policy:** Meaningful committee topics will be designated by the Board of Selectmen, Planning Board or other elected officials appointing the committee.

**Policy:** Committee topics may include, but are not limited to: solid waste, sewage, and recreation.

**Strategy:** Use existing and new volunteer citizens committees recruited by Selectmen and Town Manager to address specific issues such as Conservation, Village Improvement, etc. with every committee having either a town employee or a Selectperson as a member. */ Selectmen and Town Manager / Ongoing*

**Objective:** Increase citizen's awareness of and interest in Town issues and Town government.

**Policy:** Encourage Town employees and Town Board and Committee members to promote citizen involvement.

**Policy:** Encourage increased newspaper reporting of Town activities and issues.

**Policy:** Encourage Town promotion activities.

**Strategy:** Encourage Town promotional activities by the many nonprofit groups in our area. */ Chamber of Commerce, Library, Garden Club, Historical Society, American Legion, Lions, etc. / Ongoing*

**Strategy:** Update the Town's web site with a comprehensive program that will allow Town employees to easily enter information. Require Town Boards and Committees to provide current information including agendas, minutes, notice of decisions, etc. The site should have a provision for users to provide feedback. */ Town Manager and staff / 2006*

**Policy:** Utilize Channel 12 local access cable television channel.

**Strategy:** Continue to support and expand use of LRTV coverage */ Town Boards and Committees, Town Meeting / Ongoing*

**Policy:** Explore the publication of a town newsletter.

**Strategy:** Publish a Town newsletter that could be sent out with tax bills*. / Town Manager and staff / 2006*

**Policy:** The Town will sponsor candidates' forums for all elective offices.

**Strategy:** Candidates forums will be held annually prior to Town and SAD 61 elections. */ Board of Selectmen, Town Manager / Ongoing, beginning in 2006*

### 4.1.2 Fiscal Policy

**Revenues**

**Goal:** Find and utilize new revenue sources for Town government.

**Objective:** Identify and secure revenues from alternative sources beyond those already in use.

**Policy:** Apply for all available State grants that are beneficial to Naples, with a special emphasis on grants for developing State-mandated programs.

**Strategy:** Monitor State grants available to Naples and refer opportunities of interest to the Town to the appropriate Town staff, Boards and Committees*. / Town Manager and staff / Ongoing*

**Strategy:** Establish and maintain Naples' growth management program's consistency with the State's Growth Management Law, so as to increase the Town's scoring potential under various State growth-related capital financial assistance programs*. / Board of Selectmen, Land Use Ordinance Committee, Town Meeting / 2007 and ongoing*

**Objective:** Assess costs of services to those generating the needs.

**Policy:** Charge impact fees on new permitted construction and development.

**Policy:** Expand impact fees to include new single-family residences on existing lots.

**Strategy:** After the Town adopts a capital improvement program, calculate required impact fee amounts based on proportional share of new development demand for facilities in the capital improvement program. / *Board of Selectmen, Town Manager, Land Use Ordinance Committee, Code Enforcement Officer, Town Meeting / 2007.*

**Policy:** Adjust user fees for selected services so that the fees will cover the costs of those services.

**Strategy:** Select appropriate services to be paid for in part or in whole by user fees and prepare a user fee schedule(s) for adoption by the Town Meeting. / *Board of Selectmen, Town Manager, Town staff, applicable Boards and Committees, Town Meeting / 2006.*

**Expenditures**

**Goal:** Manage and plan the Town's capital and operating expenditures to maximize cost effectiveness, accountability, and the timely and efficient delivery of services.

**Objective:** Minimize long-term costs and maximize cost effectiveness of capital expenditures.

**Policy:** Establish a Capital Improvement Program based on the Capital Investment Plan in Section 4.1.2.1 of this comprehensive plan and make all capital expenditures in accordance with it, subject to Town Meeting approval.

**Strategy:** Using the Capital Investment Plan Town staff will prepare a proposed Capital Improvement Program with a multi-year capital improvement budget for consideration by the Town Meeting, with the understanding that the proposed multi-year budget will always be subject to Town Meeting approval on an annual basis. / *Town Manager and staff, Budget Committee, Board of Selectmen, Town Meeting / 2006 and ongoing*

**Policy:** Maintain the account of general fixed assets.

**Objective:** Establish a clear and consistent record of Town operational and capital expenditures.

**Policy:** Computerize all appropriate Town records to meet today's and tomorrow's needs.

**Strategy:** Evaluate how computerizing Town records could save the Town money. Establish a plan for computerizing appropriate Town records. Obtain professional advice in conducting the evaluation and developing a program for computerization. / *Town Manager, Town Clerk, other town staff, Board and Committee Chairs as needed, Town Meeting / 2007.*

**Policy:** Develop a purchase order system.

**Policy:** Develop standard procurement procedures which maximize competitive bidding by contractors and vendors.

**Strategy:** Study the procurement systems, including bidding procedures and purchase order systems of other Towns in Maine, review any procedures and forms offered as models by the Maine Municipal Association and propose a system for Naples. / *Town Manager and staff, Budget Committee, Board of Selectmen, Town Meeting / 2007.*

**Objective:** Where practical, take advantage of potential cost savings and/or operational advantages from regional facilities, services and policies.

**Policy:** Cooperate with neighboring towns in developing regionally owned and operated services such as we now have for waste disposal.

**Strategy:** Continue to participate with neighboring towns in regional committees, corridor coalitions, and other efforts to explore options for coordinated action between towns to improve the cost effectiveness of services. / *Town Manager and staff, Board of Selectmen, Town Meeting / Ongoing.*

**Policy:** Continue to use County and State Police Services.

**Strategy:** Continue to contract and cooperate with the Cumberland County Sheriff's Department for police services in Naples. */ Town Manager, Board of Selectmen, Town Meeting / Ongoing*

**Policy:** Use joint purchasing services.

**Strategy:** Design both the Capital Improvement Program and the system of procurement to allow for the use of joint purchasing services where the Selectmen determine it will be cost-effective and timely. */ Town Manager and staff, Budget Committee, Board of Selectmen, Town Meeting / 2006*

**Policy:** Investigate regional cooperation for town planning services.

**Strategy:** Use fiscal capacity and cost-effectiveness criteria for evaluating and designing any agreements with other towns or agencies for regional or interlocal services or facilities. Include evaluation of potential regional cooperation for town planning services in this process. Bring any proposals for implementing regional cooperation to the Town Meeting for approval. / *Board of Selectmen, Town Manager, Planning Board, Land Use Ordinance Committee, Town Meeting / 2006.*

**Policy:** Coordinate water quality protection policies with neighboring towns.

**Strategy:** In the interest of protecting the value of the local tax base, continue to coordinate with neighboring towns on phosphorus control and control of invasive species. */ Conservation Commission, Planning Board, Town staff, Town Meeting / Ongoing*

**Objective:** Implement recommendations of the State Auditor to the Town as needed.

**Policy:** Review any recommendations by the State Auditor on an annual basis.

**Strategy:** Annually review the Town's audit report for recommendations to consider implementing to improve efficiency or accountability in the management of the Town's finances. / *Town Manager, Budget Committee, Board of Selectmen, Town Meeting / Ongoing*

### 4.1.2.1 Capital Investment Plan

The chart at the end of this section summarizes projected capital expenditures over the next ten years. The proposed expenditures were formulated based on conversations with town employees, department heads and volunteer personnel, survey results, public input at open forums, and analysis of needs by members of the Comprehensive Plan Committee. It is important to note that the proposed plan is a guideline only. Nothing in the plan commits the Town of Naples to a particular project. All capital expenditures must be approved by the voters at Town Meeting or by referendum. Some additional information to clarify the chart is given below.

As our rescue units reach the end of their service life, plans call for each of the bodies to be transferred to a new chassis at a significant savings over the cost of a new unit.

Both the Fire Department ladder truck and the high capacity water supply well are shared with Casco so the amounts listed are only for Naples share of the expenditures.

The Grange Hall repairs and improvements will make the building a year round facility but nothing has been included in the plan to make the second floor handicapped accessible. It is being left up to the selectmen and the townspeople to determine if the cost of an elevator, which is required before the second floor can be used, is warranted.

The opinion of the Committee and the prevailing public sentiment is that the original Naples Fire Station used as the Historical Society Museum should be preserved and not be replaced by a modern structure that would be out of place on the Village Green.

The Committee has included funds for Causeway rest rooms. This is a project that has been talked about for years and no action ever taken. As we strive to move toward a less seasonal and more economically advantageous year around tourist industry, it becomes more important to provide basic services to our visitors. The Selectmen shall take the necessary steps to locate a site and bring this project to completion.

In order to coordinate Causeway Revitalization with the replacement of the Naples Causeway Bridge by the State, the Committee has recommended a $30,000 appropriation for 2006-2007. These funds would be available for design and engineering studies and would give Naples the ability to apply for grants that have matching fund requirements. Such improvements as wider walkways and public seating would improve pedestrian flow and make the Causeway a safer and more attractive focal point for all to enjoy. These improvements, together with Causeway rest room facilities and year around Causeway maintenance by the town, will help in our goal of making Naples a four-season tourist destination thereby improving the economic base of the town.

The greatest common denominator in all the responses the committee received was the desire to preserve the rural character of Naples. A large majority (87%) felt that the town should take steps to acquire land for future park and recreation use. Accordingly, we have included funds each year for open space preservation. These funds could be used to purchase land, as matching funds for Federal, State or private grants or they could be used to acquire development rights on important pieces of land.

Marine Safety is reaching the point where they will have to replace their motor and they have determined that it is probably advantageous to replace the boat at the same time because of the substantial package savings.

The primary funding source for the items in our Capital Investment Plan will necessarily be the General Revenues of the Town as appropriated by Town meeting. We will apply for any State funds that may be available and also apply for private grants for which we may qualify. As the Town is well below the maximum debt threshold, there is the opportunity to finance improvements by bonding if that becomes necessary.

One additional source of funds for recreational facilities is the contribution of land for recreational purposes or a cash contribution in lieu by subdividers and developers.

| **Capital Expenditure** | **2005-06** | **2006-07** | **2007-08** | **2008-09** | **2009-10** | **2010-11** | **2011-12** | **2012-13** | **2013-14** | **2014-15** |
|---|---|---|---|---|---|---|---|---|---|---|
| Dispatch Recorder | | | 15,000 | | | | | | | |
| Rescue - Cardiac monitors | | | 15,000 | | | 15,000 | | | 15,000 | |
| Rescue - Rechassis Unit #2 | | | | | 80,000 | | | 95,000 | | |
| Rescue - Rechassis Unit #1 | | | | | | | | | | |
| | | | | | | | | | | |
| Fire Dept. - 12 inch well & shed (1/2 of total) | 10,000 | 10,000 | 10,000 | 10,000 | | | | | | |
| Fire Dept.- Replace Ladder Truck (1/2 of total) | | | 350,000 | | | | | | | |
| Fire Dept. - Replace Engine #2 | | | 300,000 | | | | | | | |
| Fire Dept. - Additional structure or expansion | | | | | 100,000 | | | | | |
| | | | | | | | | | | |
| Roads, Parking Lots & Culverts | 233,000 | 233,000 | 233,000 | 233,000 | 233,000 | 233,000 | 233,000 | 233,000 | 233,000 | 233,000 |
| | | | | | | | | | | |
| Town Office - Storage Building | 11,000 | | | | | | | | | |
| Town Office -sills, siding, gym renovation, heating imp. | | 39,000 | | | | | | | | |
| Town Office - replace carpet with tile, tile kitchen | | | 11,000 | | | | | | | |
| Town Office - Landscaping | | | | 5,000 | | | | | | |
| | | | | | | | | | | |
| Grange Hall - Insulate, furnace, baseboard, windows | | 23,000 | | | | | | | | |
| Grange Hall - Update Kit & Bath, sprinkler, ramp | | | 25,000 | | | | | | | |
| | | | | | | | | | | |
| Salt Shed & site work | 400,000 | | | | | | | | | |
| | | | | | | | | | | |
| Historic Society - Renovate Historic Fire Station Bldg. | | | | | | | | | 120,000 | |
| | | | | | | | | | | |
| Causeway Restrooms | | | 100,000 | | | | | | | |
| Causeway Revitalization & Improvement | | 30,000 | | | | | | | | |
| | | | | | | | | | | |
| Open Space Preservation | | 50,000 | 50,000 | 50,000 | 50,000 | 50,000 | 50,000 | 50,000 | 50,000 | 50,000 |
| | | | | | | | | | | |
| Marine safety - New Boat and Motor | | | 35,000 | | | | | | | |
| | | | | | | | | | | |
| Town Maint Dept. - Startup Equipment | | 70,000 | 20,000 | 10,000 | | | | | | |
| | | | | | | | | | | |
| Beach Improvements | | | 150,000 | | | | | | | |

### 4.1.3 Public Facilities and Services

**Goal:** Plan for, finance and develop an efficient system of public facilities and service to accommodate anticipated growth and economic development.

**Objective:** Provide community services and facilities to assure the welfare and safety of all residents consistent with sound fiscal and growth management policies.

**Town Office and Administration**

**Policy:** Periodically review town administrative staffing, municipal services and facilities. Upgrade as appropriate to address the changing needs of the growing community.

**Policy:** Maintain and improve when necessary the Town's buildings, facilities and public land.

**Policy:** Maintain and improve as needed the Town's equipment, vehicles, generators and public works equipment, administrative equipment and software, and fire and rescue services equipment.

**Strategy:** Evaluate administrative and staffing levels yearly and make adjustments as necessary. */ Town Manager / Yearly*

**Strategy:** Evaluate staff performance on a yearly basis. */ Town Manager / Yearly*

**Strategy:** Evaluation of Town buildings and real property on an annual basis making recommendations for capital improvements. */ Town Manager / Yearly*

**Strategy:** Evaluate computer systems and office equipment on a yearly basis and upgrade as required. */ Town Manager / Yearly*

**Strategy:** Evaluate Town-owned equipment such as vehicles, generators and public works equipment on a yearly basis and recommend capital improvements. */ Town Manager / Yearly*

**Public Safety**

**Fire & Rescue**

**Policy:** Continue to provide quality fire and rescue services.

**Strategy:** Determine if the use of sub-stations will allow for faster response times. / *Chiefs, Town Manager / 2006*

**Strategy:** Continue mutual aid programs with surrounding communities and explore the use of other regional approaches to enhance service levels and coverage.
*/ Chiefs, Town Manager / Yearly*

**Strategy:** Evaluate physical plant, equipment and personnel levels on an annual basis. */ Chiefs, Town Manager / Yearly*

**Strategy:** Continue to budget for capital improvements. */ Chiefs and Budget Committee / Ongoing*

**Strategy:** Determine the feasibility of locating early response equipment southeast of the bridge. */ Chiefs, Town Manager / ASAP*

### Police Protection

**Policy:** Assure adequate police services town wide, continue the summertime Causeway patrol program and increase patrols in other areas to ensure the safety of the citizens.

**Strategy:** Seek maximum coverage through the Maine State Police and County Sheriff's Department */ Town Manager, Selectmen / ongoing*

**Strategy:** Continue the summertime Causeway patrol program and evaluate on a yearly basis to ensure a proper staffing level */ Town Manager, Selectmen / Yearly*

**Strategy:** Investigate options for better town wide coverage. */ Town Manager, Selectmen / Ongoing*

### Marine Safety

**Policy:** Continue the Marine Safety Patrol on Long Lake and Brandy Pond and expand its jurisdiction to include all lakes and ponds in Naples.

**Strategy:** Evaluate personnel and equipment levels on a yearly basis. */ Harbor Master, Town Manager / Yearly*

**Strategy:** Continue efforts to involve other Lake Region towns in marine safety. */ Harbor Master, Town Manager / Ongoing*

**Strategy:** Work with state agencies and Town officials to implement a viable plan to reduce speed and noise problems on our waterways. */ Harbor Master, Town Manager, Selectmen / ASAP*

## Solid Waste

**Policy:** Provide for solid waste disposal, maintain the Naples-Casco regional facility and continue policies to increase the recycling rate in order to provide volume, thereby minimizing the cost of waste disposal.

**Strategy:** Continue to participate in the joint Casco-Naples Transfer Station and Bulky Waste Facility. */ Town Manager, Selectmen / ongoing*

**Strategy:** Arrange to provide for household hazardous waste disposal on a quarterly basis. */ Town Manager, Selectmen / Quarterly*

**Strategy:** Continue to support the Transfer Station Council in their efforts to negotiate the best disposal rates and to increase recycling through education. / *Town Manager, Selectmen / Ongoing*

## Village District Services

**Policy:** The Town shall provide adequate restroom facilities in the Village District.

**Strategy:** Restrooms */ Town Manager, Selectmen / ASAP*

**Policy:** The Town shall determine the best method to provide parking for the village district.

**Strategy:** Parking */ Town Manager, Selectmen / ASAP*

**Strategy:** Conduct a village area parking study to identify options for expanding parking opportunities in the village and Causeway area.

**Strategy:** The Board of Selectmen shall appoint a Village Advisory Committee in 2005 so that they can begin developing their recommendations for ordinance changes and non-regulatory recommendations for the village, including coordination with the MDOT on the Causeway Bridge design, as soon as possible. / *Board of Selectmen, Village Advisory Committee, Town Meeting / 2005*

## Salt and Sand

**Policy:** Provide for cost-effective indoor storage of Town salt and sand.

**Strategy:** Insure that salt and sand storage meet all environmental standards for safe storage*. / Town Manager and Selectmen /ASAP*

**Strategy:** Initiate a recording system for salt usage. / *Town Manager, Budget Committee / ASAP*

**Strategy:** Study salt usage on Town roads in order to protect Environmentally sensitive areas for lower salt usage while still keeping these areas safe for winter travel. */ Town Manager, Road Commissioner / ASAP*

## Communication

**Policy:** Provide beneficial communications between the Town and its citizens. Utilize a variety of methods to communicate with citizens

**Strategy:** Annual Town Report */ Town Manager / Ongoing*

**Strategy:** A user-friendly Town web page with feedback capabilities and links to other sites such as, SAD 61 and information on all meetings of interest to the town and upcoming agendas and recorded minutes of all prior Town Board meetings. / *Town Manager / Ongoing*

**Strategy:** Public notices posted in the Bridgton News and at the town office. / *Town Manager / Ongoing*

**Strategy:** Encourage reporters to cover meetings and report on Town affairs. / *Town Manager / Ongoing*

**Strategy:** Continue to encourage LRTV's coverage of meetings of our boards. / *Town Manager / Ongoing*

## Education[13]

**Goal:** Encourage SAD 61 to maintain high educational standards while exercising fiscal restraint.

**Objective:** SAD 61 assessment increases should be in proportion to student population and rate of inflation.

**Objective:** Encourage SAD 61 to develop alternative sources of funding such as foundation grants to reduce the burden on property owners.

**Policy:** Increase the Town's presence in the SAD 61 budgeting process.

**Goal:** Increase job opportunities for local residents.

**Objective:** Encourage area business people to work with the district in providing secondary and adult programs which develop knowledge and skills necessary for area jobs.

**Goal:** Develop a regional concept of what's "local" that views all four towns as one community.

**Objective:** Work with the other towns in the district to maintain high quality educational opportunities for children and adults.

**Objective:** Expand the regional cooperation of the four towns to other aspects of community such as economic development, delivery of services, recreation, and quality of life.

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[13] The town of Naples is one of four towns in School Administrative District #61.Since the school district is a separate entity from the Town, any policy adopted by Naples regarding education would have to assume agreement by the other towns in the district. Naples, alone, cannot adopt policies that are binding on the district. The most we can do is make recommendations and negotiate their adoption with the other towns. The following list of goals and objectives are meant to serve as a guideline for those entrusted with representing the town in its relationship with the district board and administration.

**Regional coordination**

**Policy:** Coordinate the provision of public services and facilities with neighboring communities in an effort to use resource more efficiently.

**Strategy:** Continue to participate in the joint Casco-Naples Transfer Station and Bulky Waste Facility. / *Town Manager / Ongoing*

**Strategy:** Continue to participate in regional economic development efforts such as, but not limited to the Lake Region Development Council / *Town Manager, Selectmen, Town Meeting / Ongoing*

**Strategy:** Continue to participate in ongoing regional dialogue on transportation issues in organizations such as the Lake Region Transportation Coalition, the Route 114 Committee and others. / *Town Manager / Ongoing*

**Strategy:** Continue to house and coordinate with other towns in provision of regional dispatch services. / *Fire Chief, Town Manager, Selectmen / Ongoing*

**Strategy:** Continue to participate in Cumberland County's ongoing regional hazard mitigation planning process. / *Emergency Management Director / Ongoing*

**Strategy:** Continue to coordinate with SAD 61 as a source of recreational facilities for Naples residents. / *Town Manager, Recreation Director / Ongoing*

**Strategy:** Continue the current ordinance requirements make professional engineering and resource management review services from the Cumberland County Soil and Water Conservation District available to the Planning Board and applicants before it on stormwater management and erosion and sedimentation controls. / *Land Use Ordinance Committee, Planning Board, CEO / Ongoing*

**Strategy:** Continue to participate in the regional Joint Purchasing Program of the Greater Portland Council of Governments when it will lead to cost savings on major purchases of capital equipment and bulk commodities. / *Town Manager, Selectmen / Ongoing*

**Strategy:** Continue efforts to involve other Lake Region towns in marine safety. / *Harbor Master, Town Manager / Ongoing*

### 4.1.4 Recreation and Public Access

**Goal:** Provide adequate recreational facilities to meet local recreational needs.

**Objective:** Continue providing for well-rounded, year round recreational programs to meet the needs of citizens.

**Policy:** Continue to allow and encourage public use of school recreational facilities.

**Policy:** Continue to support the Recreation Department.

**Strategy:** Ensure that the Recreation Department participates in the open space planning process to identify opportunities to develop or transfer recreation programs to new venues as these become available through negotiated use of existing private facilities and/or land, in conjunction with the open space planning process (see below).

**Objective:** Upgrade the newly acquired Grange Hall so that it can be used for year-round community use.

**Policy:** Engage the public and the Recreation Committee in a public planning process for the upgrade. Coordinate with planning activities of the Village Advisory Committee. Seek outside funding sources, to be leveraged with Town and/or private contributions, as needed, to pay for the upgrade.

**Strategy:** The Board of Selectmen will direct the Recreation Committee to develop the plan for the upgrade with assistance from the public, the Naples Historical Society and, if necessary, a consulting architect, to present to the Town Meeting for approval. */ Board of Selectmen, Recreation Committee, Town Meeting / 2006-07*

**Goal:** Provide adequate public access for Naples citizens and visitors to public open space, outdoor recreation opportunities, and lakes, rivers and streams in the Town.

**Objective:** Acquire new land or interests in land needed for public open space and public access.

**Policy:** Develop a Habitat Protection and Open Space Plan that identifies key parcels and potential points of public access, and existing and potential recreational trails.

**Policy:** Let the Habitat Protection and Open Space Plan be developed so as to have its recreational recommendations be coordinated with and help to serve related

needs such as scenic resource protection, and water quality protection, and the Future Land Use Plan section of this Comprehensive Plan.

**Policy:** Public open space should include wildlife management areas, public access to lakes and streams, public parks and playgrounds, picnic areas and bike paths.

**Policy:** As part of the Habitat Protection and Open Space Plan, seek out owners of private property who are willing to allow public access over and/or use of their land.

**Policy:** Negotiate easements or other non-fee interests in land with private landowners to economically obtain open space and/or public access.

**Policy:** Use public funds to acquire new land for these purposes only when private property is not available for a desired public use.

**Strategy:** Use the recreation and open space policies and strategies in the Habitat and Open Space Protection Plan to guide these negotiations and development of the open space plan. Seek land trust and other agency participation as appropriate under the plan. Integrate needed funding strategies for the plan into the Town's capital improvement program. / *Board of Selectmen, Recreation Committee, Conservation Commission, land trust(s), SAD 61, Town Meeting / 2007 and according to the open space plan schedule.*

**Policy:** Encourage land owners to take advantage of tax incentives available by allowing public access to their land under the State's Farm and Open Space Law.

**Policy:** Require subdividers of private property to reserve a percentage of their land for public or common access and/or open space.

**Strategy:** Draft amendments to the Subdivision Ordinance that include incentives for developers allowing public access to some or all of the dedicated open space that will be required as part of any proposed cluster subdivision. / *Board of Selectmen, Land Use Ordinance Committee, Planning Board, land trust representative(s), Town Meeting / 2007.*

**Policy:** Encourage developers to use cluster development designs so as to maximize the amount of land available for dedicated open space.

**Policy:** Provide adequate public open space and public access for all Maine citizens and visitors to Naples; reserve public use of and access to some areas for Naples residents and their guests only.

**Strategy:** Recognize that state and federal funding sources will not allow their funds to be used for facilities to be reserved for use by Town residents and property owners only, and include local funding for such areas in the open space plan funding strategies. / *Board of Selectmen, Recreation Committee, Conservation Commission, land trust(s), SAD 61, Town Meeting / 2007 and according to the open space plan schedule.*

**Policy:** As necessary, and feasible, provide public open space and access points with parking facilities and public restrooms.

**Strategy:** Integrate existing parking and trails into the open space plan where feasible in addition to adding new parking and access points. Include bike racks at these parking areas to accommodate bicyclists and to help decrease land needs for parking. Consider that integration of a trail linkage to public restrooms in the Village could not only link the Village to open space, but also broaden available public funding sources for public restrooms there or elsewhere in the system. / *Board of Selectmen, Recreation Committee, Conservation Commission, land trust(s), SAD 61, Town Meeting / 2007 and according to the open space plan schedule.*

**Policy:** Coordinate acquisition and negotiation of public access and public open space with public and private efforts to protect scenic and natural areas.

**Strategy:** Integrate this recreational open space planning process with the Habitat and Open Space Protection Plan to be developed by the Conservation Commission in a public planning process. Include a funding plan for implementation that utilizes outside sources of funding whenever possible. / *Board of Selectmen, Recreation Committee, Conservation Commission, land trust representative(s), SAD 61, Town Meeting / 2007.*

**Objective:** Develop existing public access and open space areas now owned by or available to the Town.

**Policy:** Expand and improve the Town Beach area to make it more accessible for all ages of Naples' citizens.

**Policy:** Increase the number of and improve existing public boat launch facilities to accommodate anticipated increased future use on Long Lake.

**Policy:** Improve or upgrade current water access facility at Peabody Pond that the Maine Bureau of Parks and Lands has identified as lacking in assured public access.

**Policy:** Determine if the boat launch at Trickey Pond, characterized by the Maine Bureau of Public Lands as only providing limited trailer access, should be upgraded with toilet facilities.

**Strategy:** As part of the open space planning process, conduct a systematic search for any existing, but unknown or uncertain rights of public access to water on all of the water bodies listed in the policies for this objective. Prepare a map showing existing points of access and any additional potential points of access for use in the open space planning process. / *Board of Selectmen, Recreation Committee, Conservation Commission, land trust representative(s), LEA / ASAP.*

**Strategy:** Equip all existing points of public access, as well as any new points of access with educational signage on invasive aquatic species, as well as

instructions for inspecting boats and facilities for safe disposal of any vegetative material found during inspections. / *Board of Selectmen, Recreation Committee, Conservation Commission, land trust representative(s), SAD 61, Town Meeting / 2007.*

### 4.1.5 Cultural Resources

**Historic Resources**

**Goal:** Preserve the historical character of Naples Village and keep its small town image in a rural setting.

**Objective:** Maintain the Village District.

**Policy:** Encourage the owners of new and existing structures to build and maintain in keeping with the historic architectural styles represented in the Village.

**Policy:** Involve the owners of historic properties and community organizations in promoting and preserving historic architecture.

**Strategy:** Encourage the Naples Historical Society or other private group(s) to identify, date and mark all historic structures in the Village District and provide historic property identification plaques to interested property owners. *Village Advisory Committee, Historical Society, Planning Board, Town Meeting, Code Enforcement Officer / Ongoing.*

**Policy:** Continue to administer and enforce a Land Use Ordinance that designates a Village District.

**Strategy:** Within the Village District maintain lot sizes and setbacks to levels compatible with the existing historic lot sizes and setbacks, while maintaining open spaces, etc./ *Village Advisory Committee, Land Use Ordinance Committee, Planning Board, Town Meeting, Code Enforcement Officer / Ongoing.*

**Strategy:** Building codes (see **4.1.7 Housing**) should not inhibit or prevent repair and maintenance of visible exterior or interior historical architectural styles of existing historic structure or prevent the creation and maintenance of new construction using historical styles of architecture. /*Village Advisory Committee, Historical Society, Planning Board, Town Meeting, Code Enforcement Officer / Ongoing.*

**Strategy:** Make sure any new building code requirements concerning window sizes, timber spacing, material uses, etc. do not prevent the maintenance of existing historic housing or the creation of new housing based on historical designs. / *Village Advisory Committee, Historical Society, Planning Board, Town Meeting, Code Enforcement Officer / Ongoing.*

**Policy:** Encourage commercial redevelopment in the Village District to adaptively reuse existing historic structures rather than demolishing them and rebuilding new buildings.

**Strategy:** Within the Village District maintain *minimum* lot sizes and *minimum* setbacks allowed under the Land Use Ordinance to levels compatible with the existing historic lot sizes and setbacks, while maintaining open

spaces, etc. Coordinate the development/amendment of these standards with the recommendations of the hydrogeological study of the carrying capacity of the aquifer underlying the village area. /*Village Advisory Committee, Land Use Ordinance Committee, Planning Board, Town Meeting, Code Enforcement Officer / Ongoing.*

**Strategy:** Amend the Land Use Ordinance to encourage commercial redevelopment in the Village District to adaptively reuse existing historic structures rather than demolishing them and building new buildings. Explore options for using differential floor area, signage, parking, and exterior design standards between new and existing structures as incentives for adaptive reuse. /*Village Advisory Committee, Land Use Ordinance Committee, Planning Board, Town Meeting, Code Enforcement Officer / 2005-2007.*

**Policy:** Allow only limited amount of new commercial development within the Village District, and then only if compatible with surrounding uses and historic architecture.

**Strategy:** Amend the Land Use Ordinance so that it allows only a limited amount of new commercial development within the Village District, and then only if architecturally compatible with surrounding historic architecture. Establish a maximum lot size and maximum floor area per structure for new commercial development in the Village District. */Village Advisory Committee, Land Use Ordinance Committee, Code Enforcement Officer, Planning Board, Town Meeting /2007.*

**Strategy**: Continue to apply the site plan standard that requires architectural compatibility with adjacent structures within the Village District and the southern Route 302 corridor. Extend this standard's applicability to the entire Route 302 corridor*. /Village Advisory Committee, Land Use Ordinance Committee, Code Enforcement Officer, Planning Board, Town Meeting /2006.*

**Goal:** Preserve structures and areas of Town that have historic and/or cultural significance.

**Objective:** Complete a Town-wide survey that will identify historic buildings and areas.

**Policy:** Work with property owners to preserve especially significant and/or threatened resources identified in the survey.

**Policy:** Encourage and assist owners of especially significant properties that may be eligible for inclusion on the National Register of Historic Places to nominate these properties.

**Policy:** Help property owners identify and take advantage of tax incentives and direct funding sources for historic preservation.

**Policy:** Give high priority to maintaining and/or restoring the historic character of such areas and buildings as the Causeway, the Casino, the Village Green and the Edes Falls Historic Area.

**Strategy:** Involve the owners of historic properties and community organizations in promoting and preserving historic architecture. Invite owners of known historic properties to inform and participate in completing the historic properties survey and the design of the optional historic building markers program. Work with these owners, and an existing land trust or historic preservation support organization to create and disseminate information on existing state and federal tax incentives and public and private protection options for historic properties. / *Board of Selectmen, Historical Society, with available technical assistance from the Maine Historic Preservation Commission. / 2005.*

**Strategy:** Incorporate their policies into the design studies and extended tourism season studies for the Village, so as to coordinate these efforts with overall plans for the Village. /*Board of Selectmen, Historical Society, Village Advisory Committee. / 2005-2007.*

**Archaeological Resources**

**Goal:** Protect historic archaeological and prehistoric archaeological sites from destruction by land use and development.

**Objective:** Prepare an Archaeological Resources Protection Plan.

**Policy:** Identify and map Archaeological Resource Potential Areas in cooperation with the Maine Historic Preservation Commission.

**Strategy:** The survey for historic archaeological resources shall be town-wide, while the survey for prehistoric archaeological resources should include all land within 30 yards of the shoreline of Sebago Lake, Brandy Pond, and other lakes in Naples, including ten sites already identified by the Maine Historic Preservation Commission*. /Historical Society, with a professional archaeological consultant, and the Maine Historic Preservation Commission. / 2008.*

**Strategy:** Seek funding sources for the survey. */Historical Society, Board of Selectmen, Budget Committee if matching funds required, professional archaeological consultant, and the Maine Historic Preservation Commission. / 2008.*

**Strategy:** Based on the recommendations of the survey for protection planning, integrate the Archaeological Protection Plan into the Comprehensive Plan. */Board of Selectmen. / 2009.*

**Strategy:** Work with property owners to preserve especially significant and/or threatened archaeological resources identified in the Town-wide survey. Encourage and assist owners of especially significant properties that may be eligible for inclusion on the National Register of Historic Places to nominate these properties. / *Historical Society / Ongoing after completion of the Archeological Protection Plan.*

## Cultural Resources

**Goal:** Ensure continued availability of excellent local cultural resources.

**Policy:** Continue to provide municipal support for the Library, Historical Society, and other organizations that provide cultural awareness and activities.

**Strategy:** Continue to provide municipal support for cultural resources and the groups that provide them. /*Budget Committee/ Town Meeting/ Ongoing.*

### 4.1.6 Economic Expansion

**State Goal:** To promote an economic climate that increases job opportunities and overall economic well-being.

**Goal:** Increase the number and diversity of commercial and industrial jobs available in Naples, while enhancing the tax base and retaining Naples' unique quality of life and rural character.

**Objective:** Encourage a limited amount of light, clean commercial and industrial growth.

**Policy:** Establish an Economic Advisory Committee to create and implement a program to attract small, clean, non-intrusive, light industrial and commercial development to the Town which will help offset the residential property tax burden.

**Strategy:** Assign the Economic Advisory Committee to (1) develop recommendations to the Land Use Ordinance Committee concerning the types of uses to allow within the areas outside the village where commercial and light industrial development will be allowed and make recommendations concerning what lot dimensions and private infrastructure needs should be accommodated in these areas, and (2) develop a recommended program for attraction of desired commercial and light-industrial uses to these areas. */ Board of Selectmen, Economic Advisory Committee, Town Meeting / 2006-07.*

**Policy:** All commercial or industrial expansion shall be carefully evaluated to be sure it will not have any adverse impact on the natural environment, including, but not limited to, lakes, streams and aquifers.

**Strategy:** Assign the Land Use Ordinance Committee to draft ordinance amendments to implement this policy, considering the recommendations of the Economic Advisory Committee. */ Board of Selectmen, Economic Advisory Committee, Conservation Commission, Village Advisory Committee, Town Meeting / 2006-07.*

**Policy:** Restrict new commercial and industrial uses to area(s) suitable for these uses, where these uses will not have adverse impacts on surrounding residential, agricultural, forest, village, municipal, or recreational uses.

**Strategy:** Assign the Land Use Ordinance Committee to draft ordinance amendments to implement this policy, considering the recommendations of the Economic Advisory Committee. */ Board of Selectmen, Economic Advisory Committee, Village Advisory Committee, Town Meeting / 2006-07.*

**Policy:** Avoid strip development along the major highways, screen new parking lots from the roadway, and require that new businesses appear attractive and consistent with Naples' small town image.

**Strategy:** Assign the Land Use Ordinance Committee to draft ordinance amendments to implement this policy, considering the recommendations of the Economic Advisory Committee. */ Board of Selectmen, Economic Advisory Committee, Village Advisory Committee, Town Meeting / 2006-07.*

**Policy:** Allow commercial development in the Rte. 302 corridor with strict design and performance standards that require shared access, visual screening of parking areas, and allow signage and a scale of design that respect the small town character of Naples and the unique character of the Village.

**Strategy:** Assign the Land Use Ordinance Committee to draft ordinance amendments to implement this policy, considering the recommendations of the Economic Advisory Committee. */ Board of Selectmen, Economic Advisory Committee, Village Advisory Committee, Town Meeting / 2006-07.*

**Policy:** Encourage and promote buildout of the previously approved Naples Business Park, Naples' part of the Pine Tree Zone application from Bridgton and Naples.

**Strategy:** Assign implementation of this policy to the Economic Advisory Committee as part of their recommendations to the Land Use Ordinance Committee (LUOC) and their proposed program of business attraction. The Economic Advisory Committee shall take the requirements of the Pine Tree Zone application and program into account and work with the owners of the property in developing both their recommendations to the LUOC and their proposed business attraction program. */ Board of Selectmen, Economic Advisory Committee, Town Meeting / 2006-07.*

**Policy:** Maintain and enhance the working forest industry in Naples, and encourage development of wood products-based industry in Naples and surrounding towns.

**Policy:** Support sustainable, managed forestry and timber harvesting.

**Strategy:** Implement the forestry policies and strategies contained in the Agricultural and Forest Resources section of this Plan.

**Policy:** Continue to allow and actively encourage second home development in Naples.

**Strategy:** As part of the tourism season expansion study, review local ordinances for elements that encourage or discourage seasonal home development, and develop recommended actions that will encourage second home development that are also consistent with the natural resource and water resource protection policies and strategies within this Plan. */ Town Manager, Village Advisory Committee, Board of Selectmen, Town Meeting / 2006*

**Policy:** Work with Lake Region High School Vocational Department and coordinate with the University of Southern Maine and Southern Maine Community College to take advantage of work force education opportunities and internships available to Naples residents.

**Strategy:** Assign the Economic Advisory Committee to work with the LRHS Vocational Department the above-named institutions and others if the opportunity arises to inventory student needs, business needs and potential sources of funding assistance for creating additional workforce education opportunities and internships for all ages. */ Board of Selectmen, Economic Advisory Committee, Lake Region High School vocational department / 2008*

**Policy:** Coordinate Naples' policies with existing State and regional initiatives that support enhancing and diversifying job opportunities in Naples and surrounding communities.

**Strategy:** Ensure that the extended tourism season study, the Village design study, and the workforce education and internship opportunities are developed with knowledge of, and, as appropriate, representation from regional corridor coalitions, the Lakes Region Chamber of Commerce and neighboring towns, as well as regional economic development agencies such as Lake Region Development Council, Southern Maine Economic Development District and the Oxford Hills Growth Council. */ Town Manager, Village Advisory Committee, Board of Selectmen, Town Meeting / 2006 and beyond.*

**Objective:** Maintain Naples property owners' ability to conduct home-based businesses that respect the integrity and amenities of residential neighborhoods.

**Policy:** Allow home-based businesses while regulating their impacts on neighboring properties.

**Strategy:** Write the Land Use Ordinance so that it will allow home-based businesses at a scale and with visual, noise and other impacts that are compatible with residential neighborhoods and rural character. */ Land Use Ordinance Committee, Board of Selectmen, Town Meeting / 2006*

**Goal:** Encourage and promote tourism in Naples.

**Objective:** Work with the public and the business community to complete a study of the potential for expanding the business season for existing and new businesses.

**Objective:** Create and Implement an extended-season tourism development plan for Naples.

**Policy:** Create a Village Advisory Committee made up of residents and business representatives from Naples Village to oversee creation and implementation of the extended-season tourism development plan and to provide advice to the community on other Village issues.

**Policy:** Complete a comprehensive, detailed inventory of Naples' and the region's natural and cultural assets for attracting visitors during each of the four seasons, as well as the current retail and lodging businesses that support tourism.

**Policy:** Quantify the current economic importance of tourism and estimate the four-season tourism business potential the available natural and cultural assets could support.

**Policy:** Engage the public and the business community in the development of a four-season tourism development plan that is integrated with other local planning objectives and policies. As part of the planning process, take inventory of existing and developing State and regional initiatives for tourism development and seek out ways to coordinate these with ongoing efforts.

**Strategy:** Retain an economic development planning consultant to work under the guidance of the Village Advisory Committee to implement this study. Work with State and federal agencies beforehand to identify potential funding sources to help support the study and its implementation. */ Town Manager, Village Advisory Committee, Board of Selectmen, Town Meeting / 2006*

**Objective:** Maintain and improve the water quality and recreational experience available on our lakes and streams.

**Policy:** Prevent the spread of invasive aquatic plants to lakes and ponds.

**Policy:** Require all marinas to provide dumping stations for all wastes generated by the boating public.

**Strategy:** In addition to following policies and strategies to protect water resources, as detailed in that section, the Town should also recognize very serious threat invasive aquatic plants and marine wastes discharged illegally present to the local and regional economy, which depend very extensively on clean fishable and swimable lakes with healthy cold water fisheries, by ensuring that the business community, along with environmental interests is appointed to participate in implementing these policies. Certainly this should include all marina owners who wish to participate, but beyond that it should also include other tourism-based businesses that can play an effective role in educating the boating an fishing public */ Board of Selectmen / 2005.*

**Policy:** Continue to support the Naples Marine Safety Patrol and expand its coverage to include all of Naples' waters.

**Strategy:** Work with the existing Marine Safety Patrol and a citizens' advisory committee appointed by the Selectmen that includes representatives from all affected water bodies and invites representation from other towns that share water bodies with Naples to develop a plan for implementing continued and expanded coverage. */ Board of*

*Selectmen, Maine Safety Patrol Committee, Marine Safety Patrol, Town Meeting / 2005-2006*

**Objective:** Promote improved fishing in Naples' lakes and streams.

**Policy:** Work closely with the Maine Dept. of Inland Fisheries and Wildlife concerning the stocking of lakes and streams.

**Strategy:** Assign the Conservation Commission to conduct an analysis of the fisheries stocking needs and contact the Department of Inland Fisheries & Wildlife for assistance with implementing the Commission's recommendations. / Board of Selectmen, Conservation Commission / 2005-2006

**Goal:** Expand the economic vitality of the Village while preserving its essential small town and historic character.

**Objective:** Encourage boating tourists to come ashore to participate in town activities and to patronize local businesses.

**Policy:** Expand Town docking facilities and expand and beautify the existing walkway along the Causeway to allow for seating.

**Strategy:** Include evaluation of options for expansion of Town docking facilities and beautification of the existing walkway in the Village Advisory Committee's efforts to coordinate with the State's bridge replacement design and their evaluation of previous Causeway area design study efforts. / *Selectmen, Village Advisory Committee / 2005.*

**Objective:** Encourage tourists to stay in Naples longer.

**Policy:** Assign the Village Advisory Committee to study the Causeway, the efforts and reports of previous Causeway Committees, and to come up with suggestions and recommendations for improvements and the means to fund them.

**Policy:** The Village Advisory Committee should be encouraged to coordinate their efforts with the State's bridge replacement, presently scheduled for completion in 2007.

**Strategy:** Conduct a Village area parking study to identify opportunities for expanding parking opportunities in the Village and Causeway area.

**Policy:** Beautify the Town. Support the Garden Club in its efforts to beautify Route 302, and in particular, the Causeway and the Village Green.

**Policy:** Make improvements to the Village Green, including Victorian Style lighting for the Green and the Town Hall area.

**Policy:** Support continuation and expansion of the farmers market on the Village Green.

**Policy:** Encourage development of off-street Village parking area(s).

**Strategy:** Conduct a Village area parking study to identify options for expanding parking opportunities in the Village and Causeway area.

**Policy:** Provide better picnic areas for our visiting tourists.

**Policy:** Provide public restrooms and encourage private businesses to do the same.

**Strategy:** The Board of Selectmen shall appoint a Village Advisory Committee in 2005 so that they can begin developing their recommendations for ordinance changes and non-regulatory recommendations for the Village, including coordination with the MDOT on the Causeway Bridge design, as soon as possible. / *Board of Selectmen, Village Advisory Committee, Town Meeting / 2005.*

**Policy:** Support existing public activities and promote new activities that tourists can participate in.

**Strategy:** The Village Advisory Committee shall explore options for implementing this policy as part of the extended tourism season study, for implementation at any time during whatever extended tourist season may prove feasible, and include plans for implementation in the extended tourism season study.

### 4.1.7 Housing

**State Goal:** To encourage and promote affordable, decent housing opportunities for all Maine citizens

**Goal:** Encourage a balanced diversity of housing which meets the varying needs of all citizens.

**Objective:** Review the housing needs of Naples and the region every five years.

**Policy:** The Board of Selectmen will appoint an Affordable Housing Committee.

**Policy:** Identify and track the housing needs of different groups, including the elderly, low-income households, first time homebuyers, and people with special housing needs.

**Policy:** Revise local housing policy based on the results of the five-year review of housing needs.

**Strategy:** Assign the Affordable Housing Committee to implement the two policies above as a basis for its recommendations and actions in implementing other policies, as assigned in this Plan. */ Board of Selectmen, Affordable Housing Committee / 2005 – 2006.*

**Objective:** Encourage the construction of the full range of different housing types.

**Policy:** Amend and/or adopt the land use ordinances to continue to allow construction of luxury homes, seasonal homes, mobile home parks, rental housing, duplexes, single family homes, modest single family homes on smaller lots, elderly housing, multifamily housing and other types of housing.

**Strategy:** Assign the Affordable Housing Committee to make recommendations to the Land Use Ordinance Committee concerning appropriate ordinance standards that will not inhibit, but may encourage affordable housing*. / Board of Selectmen, Affordable Housing Committee / 2005-2006.*

**Policy**: Designate areas of Town which are suitable for each of the above-listed residential uses.

**Policy:** Designate areas of Town which are suitable for mobile homes on individual lots and areas, within designated Growth Areas only, which are suitable for mobile home parks.

**Policy:** Allow mixed residential and commercial uses in those designated growth areas where commercial, but not industrial development will be allowed.

**Policy:** Allow residential development in the same buildings as commercial development in those designated growth areas where commercial, but not industrial development will be allowed.

**Policy:** Continue to encourage the development of seasonal housing, and allow seasonal housing wherever year round residential development is allowed.

**Policy:** Continue to allow and encourage the development of elderly and retirement housing, especially near the Village where retail services are within walking distance.

**Strategy:** Assign the Land Use Ordinance Committee to implement the above six policies through proposed ordinance amendments, taking into account the recommendations of the Affordable Housing Committee and the Village Advisory Committee. */ Board of Selectmen, Land Use Ordinance Committee, Affordable Housing Committee, Village Advisory Committee / 2006-2007.*

**Goal:** All housing shall be safe, attractive, durable, economical and energy efficient.

**Objective:** Apply safety, appearance, quality, affordability, and energy-efficiency standards to new construction and additions to existing structures.

**Policy:** Adopt a building code to supplement the State of Maine Fire and Safety Code that fits the needs of Naples.

**Policy:** The building code shall give priority to safety and appearance, but also should promote affordability and energy-efficiency, and maintenance of the historic character of older structures, or the creation of historic, traditional Naples housing.

**Policy:** Standards in the code shall specifically address mobile homes, modular homes, panelized homes, and precut homes including log homes, timber-framed homes, as well as traditional stick built housing.

**Strategy:** The Board of Selectmen shall assign the Code Enforcement Officer who shall consult with the Affordable Housing Committee and the Village Advisory Committee and the Fire Chief, to bring forward a recommendation to the Town Meeting for implementing the above building code policies. */ Board of Selectmen, CEO, Fire Chief, Affordable Housing Committee, Village Advisory Committee / 2007-2008.*

**Goal:** Promote better and safer building maintenance standards.

**Objective:** Improve control over the landscaping and appearance of dooryards.

**Policy:** Set a maximum amount of time allowed for finish landscaping around a new home or building in order to stabilize the soil and prevent further soil erosion and phosphorus runoff.

**Policy:** Erosion and sedimentation controls should be required during and after construction which involves soil erosion hazard.

**Strategy:** Assign the Land Use Ordinance Committee to implement the above two policies through proposed ordinance amendments. */ Board of Selectmen, Land Use Ordinance Committee / 2006-2007.*

**Policy:** Prohibit any object that is unregistered or in an unusable or unsafe condition from remaining outdoors in view of the passing public or neighbors for more than 12 months. Complete screening by fence or evergreens from the passing public or neighbors will be accepted.

**Strategy:** Assign the Land Use Ordinance Committee to implement the above policy through proposed ordinance amendments, taking into account the recommendations of the Affordable Housing Committee and the Village Advisory Committee. */ Board of Selectmen, Land Use Ordinance Committee, Affordable Housing Committee, Village Advisory Committee / 2006-2007.*

**Goal:** Encourage and promote affordable decent housing opportunities for all citizens.

**Objective**: Seek to achieve that at least 10% of the new occupied year-round units constructed in Naples over the next five years shall be affordable housing.

**Policy:** The Affordable Housing Committee will advocate for affordable housing and to help establish local eligibility for some state grant and loan programs.

**Policy:** The Affordable Housing Committee will explore options for retaining the affordability of new affordable housing beyond its first purchase price.

**Policy:** Sponsor educational programs which can explain the meaning of affordable housing and the options available.

**Strategy:** The Board of Selectmen shall assign implementation of the above three policies to the Affordable Housing Committee. */ Board of Selectmen, Affordable Housing Committee / Beginning in 2005 and ongoing, with major updates after every five-year affordable housing needs assessment.*

**Policy**: Encourage the use of cluster housing designs in the development of new housing in order to reduce roadway, driveway, and utility construction costs.

**Policy:** Create incentives for developers to use cluster-housing designs, such as Town acceptance of roads built to Town standards as soon as the subdivision's build-out reaches less than the established minimum and draft these into the new Land Use and amended subdivision ordinances

**Policy:** Continue to allow, without requiring additional lot area, accessory apartments wherever single-family homes are allowed, where adequate wastewater disposal capacity can be demonstrated.

**Strategy:** The Land Use Ordinance Committee shall write the Land Use Ordinance and amend the Subdivision Ordinance after consulting with the Affordable Housing Committee in order to implement the three

policies above. */ Land Use Ordinance Committee, Affordable Housing Committee / 2005-2006.*

**Policy:** Take inventory of tax acquired properties and evaluate their potential for use or development as affordable housing by a non-profit developer of affordable housing under agreement with the Town.

**Strategy:** Assign the Affordable Housing Committee to complete this evaluation and report recommendations to the Town. */ Board of Selectmen, Affordable Housing Committee / 2005-2006.*

**Policy:** Allow mobile homes on individual lots, subject to similar space and performance standards as single-family homes in at least some of the districts outside the Village district, in growth and rural areas, with the exception of statutorily authorized space and performance standards for mobile homes, which the Town may adopt as local ordinance.

**Strategy:** The Land Use Ordinance Committee shall write the Land Use Ordinance and amend the Subdivision Ordinance after consulting with the Affordable Housing Committee in order to implement this policy. */ Land Use Ordinance Committee, Affordable Housing Committee / 2005-2006.*

**Policy:** Take advantage of State programs that can help to reduce the cost of developing housing (e.g., land purchase programs or infrastructure grants).

**Strategy:** The Affordable Housing Committee will annually update its review of available grant and loan programs that assist municipalities, developers and individual households with finding or constructing affordable housing and related infrastructure, and report its findings and recommendations to the Town. */ Affordable Housing Committee / 2005 and annually thereafter.*

**Policy:** Designate areas of Town that are particularly suitable for affordable housing.

**Strategy:** The Land Use Ordinance Committee shall write the Land Use Ordinance and amend the Subdivision Ordinance after consulting with the Affordable Housing Committee in order to implement this policy. */ Land Use Ordinance Committee, Affordable Housing Committee / 2005-2006.*

**Policy:** Identify developers who are interested in building affordable housing.

**Strategy:** The Affordable Housing Committee will work with the region's development community to implement this policy. */ Affordable Housing Committee / 2005-2006.*

**Policy:** Review existing development standards, building codes and design revisions and new ordinances and codes to ensure that they do not unnecessarily increase the cost of developing new housing, including street and infrastructure design standards.

**Strategy:** The Land Use Ordinance Committee shall write the Land Use Ordinance and amend the Subdivision Ordinance after consulting with the CEO, the Road Commissioner and the Affordable Housing Committee in order to implement this policy. */ Board of Selectmen, Land Use Ordinance Committee, Affordable Housing Committee, CEO, Road Commissioner / 2005-2006.*

**Objective:** Promote the development of housing for the elderly and the handicapped.

**Policy:** Help developers secure matching State and Federal money to build housing this type of housing.

**Strategy:** The Affordable Housing Committee will work with interested developers it identifies, as needed, to help connect them with sources of funding needed to build affordable housing units. */ Affordable Housing Committee / beginning in 2005 and ongoing thereafter*.

**Policy:** Designate areas of Town which are particularly suited for housing for the elderly and/or handicapped, and encourage its development in these areas. Suitable areas should be close to stores, public buildings, services, and public transportation.

**Strategy:** The Land Use Ordinance Committee shall designate these areas within Growth areas delineated on the Future Land Use Map, after consulting with the Affordable Housing Committee in order to implement this policy. */ Board of Selectmen, Land Use Ordinance Committee, Affordable Housing Committee / 2005-2006.*

**Policy:** Install sidewalks within the Village District.

**Strategy:** The Selectmen shall appoint the Village Advisory Committee to work with citizens, the Affordable Housing Committee, the Road Commissioner and the Maine Department of Transportation to implement this policy. / *Board of Selectmen, Village Advisory Committee, Affordable Housing Committee, Road Commissioner, MDOT / 2007- 2008 or otherwise so as to coordinate with the Town's evolving capital investment policies and program schedule.*

**Objective:** Help elderly homeowners who have fixed incomes to deal with problems presented by rising property taxes.

**Policy:** Inform elderly homeowners of the State's circuit breaker program.

**Policy:** Explore other alternatives for payment of taxes by elderly homeowners, such as putting a tax lien on the property with the understanding that the Town will be paid what it is owed in back taxes plus interest when the property is sold or inherited.

**Strategy:** Assign the Affordable Housing Committee with completing this evaluation and report recommendations to the Town. / *Board of Selectmen, Affordable Housing Committee / 2006-2007.*

### 4.1.8 Future Land Use

**Goal:** Preserve the historic character of Naples Village, maintaining and enhancing its role as a community center while also protecting the rural character and rural land uses of most of the rest of Naples.

**Objective:** Expand the existing Village District to include a portion of the land on both sides of Route 114 from Route 302 to the golf course.

**Objective**: Establish Residential Growth Areas that will surround most of the Village District and will also include several approved large subdivisions that are still in the process of building out.

**Objective:** Establish Commercial Growth Areas along Routes 302 to the north and south of the Village District.

**Objective:** Establish Critical Rural Areas that include sensitive natural resources and existing Stream Protection and Resource Protection Districts.

**Objective:** Establish Rural Areas to include land that is outside all of the above districts and includes land enrolled in the Tree Growth and Farm and Open Space Tax Programs and other rural undeveloped and residential areas.

**Policy:** Assign land to the above areas according to the general pattern depicted on the Future Land Use Map in Section 5 of this Comprehensive Plan.

**Policy:** Establish standards for permitted land uses, lot dimensions and other dimensional standards and design and performance standards for each district that are consistent with the purposes of each area as expressed in the Future Land Use Plan.

**Policy:** Design and implement the standards for each district so that they support attainment other goals, objectives, and use of other policies and strategies listed in Section 4 of this Comprehensive Plan.

**Strategy:** The Selectmen shall appoint a Land Use Ordinance Committee to prepare proposed amendments to the Land Use Ordinance that will be needed to establish the above districts and related standards*. / Board of Selectmen / 2005*

**Strategy:** The Land Use Ordinance Committee shall prepare and present proposed amendments to the Land Use Ordinance that will establish the above areas as land use districts on a land use district map, separate from but based on the Future Land Use Map. The land use districts map shall be integrated with Shoreland Zoning Map, whether part of or separate from it, and the proposed ordinance amendments shall establish the principal purposes, permitted uses, space standards and design and performance standards for each new land use district */ Land Use Ordinance Committee, with input from the Village Advisory Committee, the Economic Advisory Committee, the Planning Board, the*

*Conservation Commission, the Selectmen and the Public / by the 2007 Town Meeting*

**Strategy:** As it prepares its proposed amendments to the Land Use Ordinance, the Land Use Ordinance Committee shall take guidance from several simultaneous planning processes outlined in several other parts of Section 4. These include:

- Sections 4.1.4 Recreation and Public Access (Habitat and Open Space Protection Plan)
- 4.1.5 Cultural Resources (Historic Resources Inventory, Archeological Resources Protection Plan)
- 4.1.6 Economic Expansion (Causeway Bridge Design, Public Restrooms, Public Parking, Village Design, Extended Tourism Season)
- 4.1.7 Housing (Affordable Housing Plan)
- 4.1.9 Transportation (Causeway Bridge Design, Official Roadways Map)
- 4.1.11 Water Resources (Naples Village and west shore of Brandy Pond Aquifer Study, Crooked River Aquifer Study, Wastewater Alternatives Study, or updates thereof)
- 4.1.12 Natural Resources (Habitat and Open Space Protection Plan).

**Strategy:** Since not all planning studies referred to above will be completed by the 2007 Town Meeting, but all will be at least underway, the Land Use Ordinance Committee shall maintain ongoing open communication with the Committees and Town officials appointed and assigned to complete them, as it prepares its proposed amendments for the 2007 Town Meeting. Any proposed amendments to the Land Use Ordinance that cannot be completed by the 2007 Town Meeting, because the study on which they are to be based is not completed, will be completed as soon as possible thereafter and brought to the Town Meeting for a vote. */ Board of Selectmen, appointed Committees and Town officials, Land Use Ordinance Committee / by the 2007 Town Meeting or as soon as possible thereafter.*

**Goal:** Establish a settlement pattern that will support long-term cost savings in the provision of public services, minimize the loss of additional rural land to new development, and help maintain a strong sense of community.

**Objective:** Allow home occupations wherever residential uses are allowed, but limit new commercial development to the Commercial Growth Areas and to the Village District.

**Objective:** Allow a full range of residential, commercial, office, institutional, municipal and light industrial uses, as well as home occupations, in Commercial Growth Areas.

**Objective:** Limit new commercial development in the Village District to only those types that are compatible with the unique character and environmental constraints of the Village District.

**Objective:** Allow commercial development along the entire Route 302 corridor, but take steps to mitigate the adverse impacts that can accompany unrestrained commercial strip development.

**Policy:** Provide incentives to encourage commercial subdivisions to use a clustering option that will include protection of open space, shared access and parking areas, reduced road length and, for non-retail uses, a vegetative visual buffer from Route 302.

**Policy:** Require that commercial developments reserve a right of way to the adjacent property and that when the new adjacent property is built that they build a road in their section to their property line, so as to gradually create a privately maintained marginal access road.

**Strategy:** The Land Use Ordinance Committee will propose amendments to the Land Use Ordinance and the Subdivision and Site Plan Review Ordinances to implement the above policy changes. */ Land Use Ordinance Committee, Economic Advisory Committee, Village Advisory Committee, Planning Board, CEO / by the 2007 Town Meeting*

**Objective:** Whenever possible locate new municipal facilities centrally and in the Village District or a Commercial Growth Area. Except for possible expansions of the Songo School, which abuts a Commercial Growth Area, limit new schools or school expansions to Growth Areas.

**Objective:** Encourage the development of an interconnected roadway network with few cul-de-sacs and with dead-ends of only limited length that offers multiple routes from one address to another for day-to-day vehicular and pedestrian traffic, and for emergency access.

**Policy:** Create an Official Map that sets forth the Town's preferred roadway locations in the Residential and Commercial Growth Areas.

**Policy:** Offer incentives for conformity of development with the Official Map that will result in the construction, over time, development by development, of the Town's preferred roadway network.

**Policy:** For each district, establish a maximum permitted length for dead-end and cul-de-sacs that will help foster the development of an interconnected roadway network and help limit extension of roads into large unfragmented habitat blocks and areas of forest managed for timber production.

**Strategy:** The Land Use Ordinance Committee will propose amendments to the Land Use Ordinance and the Subdivision and Site Plan Review Ordinances to implement the above policy changes. */ Land Use Ordinance Committee, Economic Advisory Committee, Village Advisory Committee, Planning Board, CEO / by the 2007 Town Meeting*

**Objective:** Direct most of the residential growth that is projected to take place over the next ten years to locate within Residential Growth Areas and to extent additional residential growth can be accommodated there, in the Village District and in Commercial Growth Areas, where it should also be permitted, except within in business parks or industrial parks that exist or may be proposed there.

**Policy:** Allow mixed residential, commercial and office uses in Commercial Growth Areas and in the Village District.

**Policy:** There shall be a firm policy for the Town to accept newly constructed roads that meet Town Standards in the Residential Growth Areas adjacent to the Village District and not to accept any new roads in Rural Areas.

**Policy:** The Town should construct sidewalks on existing Town roads to tie in to sidewalks constructed by developers in the new Residential Growth Areas adjacent to the Village District.

**Policy:** The Town should allow developers that install a community water system in a development constructed in the new Residential Growth Areas adjacent to the Village District to build on lots of as small as 20.000 square feet if the soils are suitable for septic disposal and aquifer protection can still be achieved when aquifers or their recharge areas are present.

**Policy:** Any public water or sewage system that may be constructed in the village should be extended if possible to include the new Residential Growth Areas adjacent to the Village District, but not extended further into the Rural Areas for at least the ten years.

**Policy:** Limit the development of new mobile home parks to areas within Residential Growth Areas, wherever they can meet all applicable state and local licensing and land use requirements.

**Policy:** Continue to allow a full range of housing types in all districts, consistent with recommendations on affordable housing to be developed by the Affordable Housing Committee.

**Strategy:** The Land Use Ordinance Committee will propose amendments to the Land Use Ordinance and the Subdivision and Site Plan Review Ordinances to implement the above policy changes. */ Land Use Ordinance Committee, Affordable Housing Committee, Village Advisory Committee, Planning Board, CEO / by the 2007 Town Meeting*

**Objective:** Allow residential development to take place in the Rural Areas, but discourage it from doing so.

**Policy:** Building permits in rural areas could be limited to a percentage of the total building permits issued.

**Policy:** The Habitat and Open Space Protection Plan will be an integral part of the Future Land Use Plan that will help to reinforce the rural nature of Rural Areas.

**Policy:** Rural land uses such as agriculture and forestry and directly related commercial uses such as mobile sawmills and farm stands will remain permitted uses in Rural Areas.

**Policy:** The Conservation Commission will conduct active outreach to find and assist landowners interested in retaining their land in a rural, undeveloped and/or productive condition, including directing such interested landowners to the land trusts for possible assistance.

**Policy:** The Conservation Commission will also conduct active outreach to encourage large landowners to keep or place their land in Tree Growth or Farm and Open Space Tax Program.

**Policy:** After adoption of ordinance amendments implementing the policies above, give further study to the feasibility of establishing a maximum density requirement in the Rural Areas to help protect rural resource production and directly related land uses

**Policy:** In Rural Areas, within new subdivisions, prohibit direct access from individual lots onto existing Town roads and require direct access onto one or more new roads that will provide shared access to one or more existing Town roads.

**Strategy:** The Land Use Ordinance Committee will propose amendments to the Land Use Ordinance and the Subdivision and Site Plan Review Ordinances to implement the above policy changes. */ Land Use Ordinance Committee, Conservation Commission, Planning Board, CEO / by the 2007 Town Meeting*

**Objective:** Protect Critical Rural Areas from nearly all forms of new development.

**Policy:** Maintain the existing Resource Protection and Stream Protection Districts.

**Policy:** Prohibit alteration of wetlands except when there is no alternative but to alter a wetland to gain access to private property, in any districts.

**Policy:** Prohibit development on any slope with a gradient of 25% or more in any district.

**Strategy:** The Land Use Ordinance Committee will propose amendments to the Land Use Ordinance and the Subdivision and Site Plan Review Ordinances to implement the above policy changes. */ Land Use Ordinance Committee, Conservation Commission, Planning Board, CEO / by the 2007 Town Meeting*

### 4.1.9 Transportation

**Goal:** Make Route 302 and adjoining roads and highways a safe, efficient roadway system serving both regional and local needs.

**Objective:** Work with the Maine Department of Transportation, the Route 302 and You Committee and neighboring towns to improve the flow of traffic on Route 302 and through the Causeway area.

**Policy:** Work with the MDOT, the Route 302 and You Committee and with neighboring Towns to develop regionally coordinated land use and traffic control strategies.

**Strategy:** Develop regionally coordinated land use and traffic control strategies to improve traffic flow and safety on Route 302 and through the Causeway area. Strategies should include altering and enforcing speed limits, and adding or improving traffic control signals, signs and striping along the entire corridor as well as major reconstruction projects including the new Causeway bridge already in the planning stages at MDOT. Consideration should also be given to establishing paved bike and pedestrian lanes along the shoulders of major roads. / *MDOT, Board of Selectmen, Town Manager, Road Commissioner, Route 302 and You, Village Advisory Committee / 2006 for new bridge portion, or prior to start of work whichever comes first - 2008 for rest of corridor*

**Policy**: Designate commercial zones that will allow and encourage clusters of commercial development while minimizing traffic problems associated with commercial corridor development.

**Strategy:** Designate commercial zones that will encourage clusters of commercial development while minimizing traffic problems associated with commercial corridor development and requiring all new commercial developers to provide for a right of way to adjacent commercial property. / *Land Use Ordinance Committee, Planning Board, Code Enforcement Officer, Board of Selectmen, Town Manager, Town Meeting / 2006*

**Policy:** Require all new commercial development on Rte. 302 to provide for a right of way to adjacent commercial property, and require the developer to agree to construct a roadway in it simultaneously with the development of the adjacent property.

**Policy:** Discourage future development along the Causeway to help prevent increased traffic congestion in this area.

**Policy:** Minimize the number of new curb cuts and driveways along Route 302.

**Policy:** Establish curb cut standards for new development and coordinate with MDOT Access Management Rules where these apply.

**Strategy:** Establish curb cut standards in the Site Plan Review and Subdivision Ordinances for new development that are coordinated with MDOT Access Management Rules and will limit the number and spacing of curb cuts along Route 302. / MDOT, Planning Board, Board of Selectmen, Code Enforcement Officer, Town Manager, Town Meeting / 2008

**Strategy:** Assign the Land Use Ordinance Committee to draft proposed amendments to the Town's land use ordinances to implement the six policies above, taking into account the recommendations of the Village Advisory Committee, the Economic Advisory Committee and the Route 302 and You Committee. / / *Board of Selectmen, Land Use Ordinance Committee, Village Advisory Committee, Economic Advisory Committee, Route 302 and You Committee, Town Meeting / 2006-07.*

**Policy:** Encourage the development of additional off-street parking.

**Strategy:** Take steps to acquire land or contract with property owners for establishing off-street public parking in the downtown and Causeway areas. */ Board of Selectmen, Town Manager, Village Advisory Committee / Immediately*

**Strategy:** For the Village District, draft the Land Use Ordinance so it includes minimum standards for off street parking based on the typical parking needs for each type of use. Also include incentives for provision of additional off-street parking for use by the general public, to encourage voluntary development by businesses of additional off-street parking spaces over time. */ Land Use Ordinance Advisory Committee, Village Advisory Committee, Board of Selectmen, Town Meeting / 2006*

**Policy:** Control traffic flow through signalization and/or improved signage and striping at dangerous or busy intersections, where these are warranted.

**Policy:** Improve roadway signage and striping concerning speed limits, pedestrians, and turning lanes.

**Policy:** Work with neighboring towns, the Rte. 302 and You Committee and MDOT to participate effectively in the present redesign and upgrading of the Causeway Bridge to improve the flow of both vehicular and boat traffic.

**Policy:** Explore the local and regional impacts of more radical traffic improvements, including, but not limited to a center travel lane, and an elevated bridge at the Causeway.

**Strategy:** Implement the above policies by appointing representatives of Naples to participate in emerging regional transportation corridor coalitions, now being organized in the Lakes Region, as well as through the organizations named in the policies above, for so long as these continue to function. These include the Lakes Region Transportation Corridors Coalition and the Rte. 114. Use these organizations to represent Naples' needs as part of a regional needs assessment to be presented to MDOT. */ Board of Selectmen, Road Commissioner, Town Meeting / 2005 and ongoing.*

**Objective:** Improve traffic safety on Route 302 and adjoining roads.

**Policy:** Study the intersections of Routes 302 and 114, and Route 302 and Route 11, in particular and encourage MDOT to install traffic controls where these are warranted.

**Strategy:** Taking into account any existing studies or other work done by the MDOT and the Route 302 and You Committee, request that the MDOT include implementation of this policy in their Biennial Transportation Improvement Program as soon as possible or as soon as projected traffic volumes warrant. With the support of the Route 302 and You Committee if possible, ask that these intersections' performance be evaluated in the context of the rebuilt Causeway Bridge. */ Board of Selectmen, Economic Advisory Committee, Village Advisory Committee, Town Meeting if local share required. / 2005.*

**Policy:** Encourage police to enforce slower speed limits along the Causeway, especially during peak summer use.

**Strategy:** As necessary, amend the Town's contract with the Cumberland County Sheriff's Department to improve enforcement of the speed limits along the Causeway. */ Board of Selectmen, Town Manager / 2005*

**Policy:** When roads with substantial bicycle traffic are repaved establish or encourage paved bike lanes along the road shoulder to separate bicycle and pedestrian traffic.

**Strategy:** Work with the Route 302 and You Committee, the Village Advisory Committee and the Economic Advisory Committee to request that any MDOT reconstruction projects, including the Causeway Bridge use shoulder and lane designs that will accommodate bike and pedestrian traffic. / *Board of Selectmen, Economic Advisory Committee, Village Advisory Committee, Town Meeting if local share required. / 2005.*

**Objective:** Provide adequate and safe parking.

**Policy:** Require new commercial developments to provide adequate off-street parking for their businesses' needs.

**Strategy:** Ensure that Naples' off-street parking standards, whether in the Land Use Ordinance or the Site Plan Review Ordinance, are up to date and based on the most recent studies of parking demand for the full range of business and institutional uses. / *Land Use Ordinance Committee, Board of Selectmen, Town Meeting / 2006*

**Policy:** Provide adequate off-street parking open to the public through public and/or private venture.

**Strategy:** Assign the Village Advisory Committee to utilize a public planning process to identify and evaluate opportunities for public off-street parking that can be developed as a public private partnership to serve the village. Instruct the Committee to evaluate any options identified against the recommendations of the tourist season extension study and other village studies based on public planning processes that deal with village infrastructure, including public restrooms, and other design preferences from these studies. / *Board of Selectmen, Village Advisory Committee, Town Meeting / 2006-7.*

**Goal:** Maximize the efficiency and coordination of our systems of roads and trails.

**Objective:** Integrate existing and proposed trails and sidewalks with existing and proposed roadways.

**Policy:** Work with the Town's Road Commissioner and existing groups that maintain pedestrian, cross-country ski and off-road vehicle trails to ensure that all trail crossings of new and existing roads and highways are safely marked and designed.

**Strategy:** Establish a committee under the Town's Road Commissioner to oversee the integration of existing and proposed trails and sidewalks with existing and proposed roadways following policies established in this comprehensive plan. / *Board of Selectmen, Road Commissioner, trail management clubs, property owners / 2006, with Road Commissioner's work to be ongoing.*

**Policy:** Encourage the creation of a network of sidewalks within the Village and in growth areas using a system of incentives such as but not limited to increased density.

**Strategy:** As part of the Village design and tourism season extension studies, create a map showing where sidewalks are needed in the Village. Apply to MDOT or other agencies, as appropriate for public funds to develop sidewalks in these locations. / *Board of Selectmen, Village Advisory Committee, Road Commissioner, Town Meeting / 2008 and beyond.*

**Objective:** Ensure that new roads in new development are coordinated with existing roads and highways into an efficient and interconnected network.

**Policy:** Prepare an "Official Map" that shows where, within undeveloped portions of designated growth areas, the Town prefers that roadways within future subdivisions should be located in order to help create this road network.

**Policy:** Create an Official Map that maximizes potential for creating an interconnected network of roads, minimizes the use of dead end roads, and is integrated with the existing road and highway network.

**Policy:** Establish incentives for development to conform to the Official Map, such as allowing increased residential or commercial density within the development.

**Strategy:** Create an Official Map to encourage developers to coordinate new roads in new development with existing roads and highways into an efficient and interconnected network using policies established in this comprehensive plan. */ Board of Selectmen, Road Commissioner, Land Use Ordinance Committee, Planning Board, Village Advisory Committee / 2008*

**Strategy:** Amend the Site Plan Review and Subdivision Ordinances to require conformity with both the Official Map and policies established in this comprehensive plan / */ Board of Selectmen, Road Commissioner, Land Use Ordinance Committee, Planning Board, Village Advisory Committee / 2010*

**Policy:** Require that larger subdivisions with new roads connect to the existing road or highway network in at least two places to allow for alternate car, plow and school bus routes and help ensure continuous access in the event of emergency.

**Policy:** For new subdivisions that include new roads, prohibit new driveway access to existing roads, and require instead that driveways connect the new development in the subdivision to a new road proposed within the subdivision.

**Policy:** Establish a maximum allowable length for any dead end road within new subdivision.

**Policy:** Choose reasonable minimum road frontages that offer the opportunity for developers to reduce the length of new road per additional dwelling unit.

**Strategy:** Amend the Land Use Ordinance as needed so that it will authorize the Planning Board to allow cluster subdivisions, and to keep minimum road frontage requirements from being required to be unnecessarily long. *Board of Selectmen, Land Use Ordinance Committee, Planning Board, Town Meeting / 2007*

**Strategy:** Ensure that the subdivision ordinance limits the maximum length of dead-end roads, whether public or private, that it requires access by new residential units in a subdivision to be achieved by new internal roadways, rather than by driveways directly onto existing roads, and that two points of emergency access are required for subdivision with over ten lots. *Board of Selectmen, Land Use Ordinance Committee, Planning Board, Town Meeting / 2008*

**Objective:** Insure that town roads are maintained and preserved in an efficient manner that will maximize road life and ride quality.

**Policy:** Set up a road maintenance and improvement schedule based on a comprehensive survey of existing town road conditions and update the schedule on an annual basis.

**Strategy:** Complete an annual townwide survey of Town road conditions with the assistance of the Maine DOT Local Roads Center (Road Ranger) or other qualified professional engineer. */ Road Commissioner / Annually*

**Strategy:** Develop a proposed schedule for maintenance and improvements based on the survey results. */ Road Commissioner / Annually*

**Strategy:** Integrate needed capital improvement projects into the Town's capital improvement programming, which will be subject to annual update and Town Meeting approval. */ Board of Selectmen, Town Manager, Road Commissioner, Town Meeting / 2006.*

### 4.1.10 Agricultural and Forest Resources

**Goal:** Protect the Town's agricultural and forest resources from development which threatens them.

**Objective:** Discourage the removal of agricultural land from production due to replacement by residential development.

**Policy:** Include as much agricultural and equestrian land as possible in designated rural areas.

**Strategy:** Draft the Future Land Use Map and the Land Use Ordinance Map so as to include as much agricultural and equestrian land as possible in designated rural areas*. / Land Use Ordinance Committee, Town Meeting / 2006*

**Strategy:** Draft the Land Use Ordinance so it retains agriculture as a permitted use in rural areas. */ Land Use Ordinance Committee, Town Meeting / 2006*

**Policy:** Encourage the use of cluster development designs in conjunction with heavy buffers against dust, noise, and agricultural chemicals for residential subdivisions proposed or adjacent to fields and pastures.

**Strategy:** Amend the Subdivision Ordinance to encourage the use of cluster development designs in conjunction with heavy buffers against dust, noise and agricultural chemicals for residential subdivisions proposed adjacent to fields and pastures. */ Land Use Ordinance Committee, Town Meeting / 2006*

**Policy:** Where hayfields, pasture, cropland or orchard are part of land being subdivided, encourage the cluster development to retain as much of this land as common open space as possible, and to lease that portion of the common open space to the farmer or other tenant for continued agricultural use.

**Strategy:** Amend the Subdivision Ordinance to encourage these areas to be retained as open space that can be leased back to the farmer or other tenant for continued agricultural use. */ Land Use Ordinance Committee, Town Meeting / 2006*

**Objective:** Inform owners of agricultural land of available legal instruments for continuing to farm or lease their land for farming.

**Policy:** Encourage continued or expanded participation by owners of agricultural land in the State's Farm and Open Space Tax Program.

**Policy:** Encourage continued or expanded use of conservation easements to protect and reduce taxes on farmland.

**Strategy:** Work with property owners interested in protecting the undeveloped character of their land to help them learn about options for its protection. */ Conservation Commission / Ongoing*

**Objective:** Continue to allow commercial development and land uses that support the agricultural economy.

**Policy:** Continue to allow animal husbandry, consistent with lake phosphorus protection needs and groundwater nitrate standards, so as not to deter owners of agricultural land and others from capitalizing on emerging niche and specialty markets.

**Strategy:** Encourage interested landowners to work with the Cumberland County Soil and Water Conservation District to develop a soil and water conservation plan that includes animal waste management that will meet the per- acre phosphorus allocation. */ Conservation Commission / Ongoing*

**Policy:** Continue to allow the weekly farmers market to be held on the Naples Village Green.

**Strategy:** When working on proposed improvements to the Village as part of any Village design, refrain from proposing or building improvements to the Village Green that would preclude continuation of the weekly farmers' market. */ Village Advisory Committee, Board of Selectmen / Ongoing*

**Policy:** Allow roadside farm produce stands where adequate parking is provided.

**Strategy:** Draft the Land Use Ordinance so as to continue to allow roadside farm produce stands where adequate parking is provided. */ Land Use Ordinance Committee, Town Meeting / 2006*

**Policy:** Preserve the opportunity for developing and engaging in commercial land uses that support the agricultural and equestrian economy in growth areas, and in some cases in rural areas.

**Strategy:** Draft the Land Use Ordinance so as to continue to allow commercial land uses that support the agricultural and equestrian economy in growth areas, and in some cases in rural areas. */ Land Use Ordinance Committee, Town Meeting / 2006*

**Objective:** Discourage the replacement of productive forest resource land by residential or other kinds of development.

**Policy:** Locate growth areas so as to contain development sprawl, while assigning as much productive forestland as possible to rural areas.

**Strategy:** Draft the Future Land Use Map and the Land Use Ordinance Map so as to include as much forestland as possible in designated rural areas*. / Land Use Ordinance Committee, Town Meeting / 2006*

**Policy:** Encourage continued and expanded participation by owners of forestland in the Tree Growth Tax Program.

**Policy:** Encourage the use of conservation easements that allow for continued sustainable timber harvesting.

**Strategy:** Work with property owners interested in protecting the undeveloped character of their land to help them learn about options for its protection. */ Conservation Commission / Ongoing*

**Policy:** Encourage the use of cluster development designs in forested areas in order to preserve open space and reduce the volume of trees taken by roads and yards.

**Strategy:** Amend the Subdivision Ordinance to encourage these areas to be retained as open space that can be leased back to the forester or other tenant for continued timber production use. */ Planning Board, Town Meeting / 2006*

**Policy:** Integrate forest protection measures with open space and habitat protection measures.

**Strategy:** Invite owners of large undeveloped properties to participate in the Habitat Protection and Open Space Plan. / *Conservation Commission / Ongoing*

**Policy:** Ensure that land use regulations in both rural and growth areas allow for continued and new activities and land uses involving harvesting and processing forest products.

**Strategy:** Draft the Land Use Ordinance so that these uses remain permitted uses in all districts, and so it allows new or continued management for sustainable harvest on dedicated open space associated with subdivisions. */ Land Use Ordinance Committee, Town Meeting / 2006*

**Policy:** In rural areas apply lot size regulations that support continued economic viability of woodlots.

**Strategy:** See Future Land Use Plan.

**Objective:** Promote environmentally safe forest management.

**Policy:** Implement the requirements of Public Law 622 that requires any subdivider to certify to the Planning Board that any timber harvesting during the past 5 years on the land to be subdivided has complied with Maine Forest Service rules.

**Strategy:** Amend the Subdivision Ordinance to make this a local requirement. */ Planning Board, Town Meeting / 2006*

**Policy:** The Code Enforcement Officer shall report all suspected violations of Maine Forest Service rules to the Maine Forest Service for investigation.

**Strategy:** The Town Manager shall make it part of the Code Enforcement Officer's job description to report suspected violations of Maine Forest Service rules to the Maine Forest Service for investigation. */ Town Manager / 2006.*

### 4.1.11 Water Resources

**Lakes and Ponds**

**Goal**: Protect and preserve existing water quality of the Town's lakes and ponds.

**Objective:** Maintain existing and future lake and pond water quality so that each lake or pond meets or exceeds the water quality standards of State of Maine Water Quality Classification System, Class GPA.[14]

**Policy:** Continue to monitor results of water quality sampling in all lakes and ponds in Naples.

**Strategy:** Continue to monitor water quality in all lakes and ponds in Naples*. / Town Manager, Budget Committee, Code Enforcement Officer, Town Meeting, LEA / Ongoing*

**Policy:** Ensure that adequate and convenient wastewater disposal services for boat owners exist and are utilized in a manner which protects water quality.

**Policy:** Require all marinas to provide dumping stations for all wastes generated by the boating public.

**Strategy:** Evaluate present options for boat owners and develop a plan to expand available services that provides guidance for compliance with this requirement. */ Selectmen, Conservation Commission, Marine Safety Dept., Town Meeting / By the 2006 Town Meeting, and ongoing.*

**Policy:** Provide safe, convenient, sanitary, and economical public restrooms at particularly congested public areas.

**Strategy:** See Strategy under public restrooms policy in 4.1.6 Economic Expansion.

**Policy:** Apply stormwater management standards that meet or exceed state standards to new construction.

**Strategy:** Require a written stormwater management plan for subdivisions, like that required for site plans, that limits post-development runoff to pre-development runoff or less. */ Land Use Ordinance Committee, Planning Board, Code Enforcement Officer, Town Meeting / by the 2006 Town Meeting and ongoing*

**Policy:** Implement erosion and sedimentation control standards for new development and road, bridge and ditch repairs.

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[14] As defined in 38 MRSA, Section 465-A, Class GPA waters "…are suitable for the designated uses of drinking water after disinfection, recreation in and on the water, fishing….and navigation and as habitat for fish and other aquatic life. The habitat shall be characterized as natural."

**Strategy:** Continue to require and enforce written erosion and sedimentation control plans for all shoreland zoning, site plan and subdivision applications*. / Planning Board, Code Enforcement Officer / Ongoing*

**Strategy:** Ensure that the Road Commissioner utilizes erosion and sedimentation control best management practices when engaged in road, bridge and ditch repairs, and that the Town requires them of any subcontractor as well. */ Town Manager, Road Commissioner / Ongoing*

**Policy:** Continue to regulate shoreland density so as to control funnel development and dockage of watercraft.

**Strategy:** Evaluate options for using expanded minimum shore frontage requirements for new waterfront lots. */ Land Use Ordinance Committee, Planning Board, CEO / By the Town Meeting in 2006.*

**Policy:** Maintain the Shoreland Zoning Ordinance so that it complies with the State's Guidelines for Municipal Shoreland Zoning Ordinances.

**Strategy:** Monitor the DEP's proposed changes to the Guidelines as they proceed through rulemaking in 2005, and, if and when the Guidelines are amended, amend Naples' Shoreland Zoning Ordinance to comply with any new state requirements. */ Land Use Ordinance Committee, Planning Board, Code Enforcement Officer, Town Meeting / beginning in 2005*

**Policy:** Make every effort to minimize shoreland erosion.

**Strategy:** Strictly enforce existing erosion and sedimentation control requirements in the Shoreland Zoning, Site Plan and Subdivision Ordinances. Carefully review stormwater management and erosion and sedimentation control plans for use of best management practices by continuing to require professional review of these plans by the Cumberland County Soil and Water Conservation District. */ Planning Board, Code Enforcement Officer / Ongoing*

**Objective:** Continue to implement long-term phosphorus management for Naples' lakes and ponds.

**Policy:** Continue to use the Maine DEP phosphorus control method to establish appropriate levels of phosphorus control for each of the town's lake and pond watersheds.

**Policy:** Continue to provide, at a minimum, a 'high' level of protection, as defined in the DEP manual, "Phosphorus Control in Lake Watersheds: A Technical Guide to Evaluating New Development", for Brandy Pond, Cold Rain Pond, Holt Pond, Long Lake, Peabody Pond, Sebago Lake, and Trickey Pond.

**Strategy:** Continue to apply the requirement for phosphorus control planning to site plans and subdivisions*. / Planning Board, Code Enforcement Officer / Ongoing.*

**Strategy:** Amend the Subdivision Ordinance to add the explicit requirement for phosphorus controls and phosphorus control standards.[15] */ Land Use Ordinance Committee, Planning Board, Code Enforcement Officer, Town Meeting / 2006*

**Strategy:** Amend Town ordinances as necessary to allow the Planning Board to require independent professional verification of phosphorus control plan assumptions, techniques and effectiveness when necessary. */ Land Use Ordinance Committee, Planning Board, Code Enforcement Officer, Town Meeting / 2006*

**Policy:** Increase cooperation with neighboring towns to protect water quality, including the management of phosphorus, in shared lake and pond watersheds.

**Strategy:** Coordinate monitoring plans and phosphorus export standards for shared lakes and lake watersheds with surrounding towns and with the Portland Water District. */ Town Managers, Selectmen, and Planning Boards of surrounding Towns, LEA, Portland Water District / beginning in 2006 and Ongoing*

**Policy:** Except where necessary to stabilize steep slopes supporting or adjacent to existing roadways or other development, prohibit new development of slopes whose gradient exceeds 25%.

**Strategy:** Expand this existing regulation, now applicable within the shoreland zone only, so that new development is prohibited on slopes of 25% or more Townwide. */ Land Use Ordinance Committee, Code Enforcement Officer, Town Meeting / 2006*

**Policy**: Except where necessary to achieve vehicular access to public or private property, continue to prohibit development, filling, draining or excavating of wetlands.

**Strategy:** Continue to enforce existing wetland restrictions in the Shoreland Zoning Ordinance */ Town Manager, Planning Board, Road Commissioner, Code Enforcement Officer / Ongoing*

**Strategy:** Amend the Site Plan Review and Subdivision Ordinances to prohibit development, filling, draining or excavating of wetlands, except where necessary for gaining access to public or private property */ Land Use Ordinance Committee, Code Enforcement Officer, Town Meeting / 2006*

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[15] Phosphorus export must now be reviewed by local planning boards for subdivisions proposed in great pond (lake of 10 or more acres) watersheds under the State subdivision statute.

**Objective:** Prevent the spread of invasive aquatic plant species to lakes, ponds and waterways in Naples.

**Policy:** Work with the Maine DEP, the Lakes Environmental Association, the Maine Dept. of Inland Fisheries & Wildlife, the Portland Water District, neighboring towns, marinas and other owners of public boat launches to enhance existing efforts to prevent the spread of invasive aquatic plant species.

**Strategy:** Develop and implement a plan for public education on invasive species for Naples residents and visitors that is coordinated with existing regional and state efforts*. / Selectmen, Conservation Commission, Marine Safety Officers, marinas, LEA, PWD, DEP, IF&W, Town Meeting / 2005 and ongoing.*

**Strategy:** Coordinate local education efforts with a plan for local development of washing stations or other facilities for inspection and removal of any vegetative matter from boats, engines and trailers. */ Selectmen, Conservation Commission, Marine Safety Officers, marinas, LEA, PWD, DEP, IF&W, Town Meeting / 2005 and ongoing.*

## Streams and Rivers

**Goal:** Protect and preserve existing water quality of the Town's streams and rivers.

**Objective**: Maintain existing and future river and stream water quality so that each stream or river shall meet or exceed the water quality standards of State of Maine Water Quality Classification System, Class A.[16]

**Objective:** Maintain existing and future water quality of the Crooked River so that it meets or exceeds the water quality standards of the State of Maine Water Quality Classification System, Class AA.[17]

**Policy:** Continue to maintain a Stream Protection District, pursuant to the Shoreland Zoning Law, which applies to all perennial streams, including all of their perennial headwaters.

**Strategy:** In addition to continuing to administer this ordinance, also refer applicants for Town permits for activities adjacent to streams and wetlands to check with the Maine DEP regarding Natural Resource Protection Act permit requirements*. / Planning Board, Code Enforcement Officer / beginning in 2005*

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[16] As defined in 38 MRSA, Section 465, Class A waters "…are suitable for the designated uses of drinking water after disinfection, recreation in and on the water, fishing….and navigation and as habitat for fish and other aquatic life. The habitat shall be characterized as natural."

[17] As defined in 38 MRSA, Section 465-A, Class AA waters are defined as above, except that, "The habitat shall be characterized as *free flowing* and natural." [Emphasis added to show difference.]

**Policy:** Continue to implement standards for stormwater management ponds to apply to new construction, where less expensive methods will not suffice to meet applicable standards.

**Strategy:** Integrate these standards into new stormwater management standards called for above as amendments to the Subdivision Ordinance and into phosphorus control standards. */ Land Use Ordinance Committee, Planning Board, Code Enforcement Officer, Town Meeting / by the 2006 Town Meeting and ongoing*

**Policy:** Continue to implement erosion and sedimentation control standards for new development and road, bridge, and ditch repairs.

**Strategy:** See strategy above under Lakes and Ponds.

**Policy:** Regulate erosion and sedimentation and water temperature changes to cold water fisheries from timber harvesting, if current Stream Protection District standards are not adequate.

**Strategy:** Seek technical assistance from the Maine DEP and IF&W with evaluation of the need for additional protections beyond current Stream Protection District requirements. Amend Stream Protection District requirements if needed. */ Conservation Commission / Planning Board / 2008*

**Policy:** Except where necessary to stabilize steep slopes supporting or adjacent to existing roadways or other development, prohibit new development of slopes whose gradient exceeds 25%.

**Strategy:** See strategy above under similar policy for Lakes and Ponds.

**Policy:** Coordinate with neighboring towns to protect shared water quality in streams and rivers.

**Strategy:** See strategy above under similar policy for water quality monitoring and protection in Lakes and Ponds.

## Groundwater

**Goal:** Protect and preserve existing water quality of the Town's groundwater resources, including sand and gravel aquifers.

**Objective:** Protect all existing groundwater, including that within sand and gravel aquifers, and all existing and future drinking water supplies from pollution and maintain their water quality so that it meets federal Drinking Water Standards.

**Policy:** Update results of hydrogeological studies of the Crooked River aquifer and the Naples Village/Brandy Pond – west shore aquifer to ascertain the extent of the aquifer's recharge area and what special precautions should be taken concerning land use and development. Also evaluate and update as needed the 1997 Wastewater Alternatives Study for Naples Village.

**Strategy:** Evaluate and, as necessary, update these two hydrogeological studies and the wastewater study and their recommendations concerning appropriate aquifer protection land use ordinance standards. Seek out and utilize technical assistance from the Maine DEP and/or Portland Water District, if that should prove available, in the design of this evaluation process and in the design of any needed update process. / *Board of Selectmen, Land Use Ordinance Committee, Town Meeting / 2006.*

**Strategy:** Once the existing studies have been validated or updated, as the case may be, the Land Use Ordinance Committee will draft an Aquifer Protection Overlay District to achieve aquifer protection from new development. */ Board of Selectmen, Land Use Ordinance Committee, Town Meeting / 2007.*

**Policy:** Apply conservative interim performance standards for land use and development on sand and gravel aquifers, to serve, particularly in the Village area, until the results of the aquifer hydrogeological study can be acted upon.

**Strategy**: Once the Town has committed to update the study, if applications for commercial uses or subdivisions in the recharge area of the Village aquifer are received, request, but do not require compliance with recommended standards from the 1995 Naples Village Aquifer Study. */ Planning Board / 2005 until study is updated. After update request compliance with recommendations of the new study until such time as new standards may be adopted pursuant to the updated study.*

**Policy** Continue to notify public water suppliers, as defined by the Source Water Protection Act, when development review applications are proposed within their source water areas, as shown on the Source Water Protection Area map kept at the Town Office, when notifying abutters of the application.

**Strategy:** Maintain and use the most up to date map of public water suppliers and their source water areas available from the Source Water Protection Program at the Maine Dept. of Human Services for use in notifications. */ Town Manager, Town Clerk, Code Enforcement Officer, Planning Board / Ongoing.*

**Policy:** Cooperate with neighboring towns to protect water quality in shared sand and gravel aquifers.

**Strategy:** Using the results of the Crooked River Aquifer Study, and coordinating with the Casco Zoning Advisory Committee, match Casco's ongoing effort to protect the Crooked River aquifer water quality on the Naples side of the aquifer. Propose aquifer protection standards for new development. */ Land Use Ordinance Committee, Planning Board, CEO, Town Meeting / 2008.*

**Policy:** Ensure that new development has adequate wastewater disposal services in all locations where development takes place, including sand and gravel aquifers and their recharge areas.

**Strategy:** Continue to ensure that new septic systems meet the Maine State Plumbing Code. */ Code Enforcement Officer (Licensed Plumbing Inspector) / Ongoing*

**Strategy:** Amend the Site Plan and Subdivision Ordinances to require that new site plans and subdivisions shall meet the federal drinking water standards for nitrate- nitrogen concentrations in groundwater at the property line. The amendments shall authorize the Planning Board to require submission of a hydrogeological impact study of the proposed development from the applicant by a professional hydrogeologist during the application review period, and allow the Planning Board to enlist independent professional review assistance when needed to help it interpret and/or evaluate any hydrogeological studies submitted*. / Land Use Ordinance Committee, Planning Board, CEO, Town Meeting / 2008.*

**Policy:** Continue to implement and enforce the Ordinance Regulating Septic Sludge.

**Strategy:** Include evaluation of the ordinance's use over aquifers and aquifer recharge areas as part of the Naples Village Hydrogeologic Study update. */ Land Use Ordinance Committee, Planning Board, CEO, Town Manager, Town Meeting / 2006*

**Policy:** Continue to use the Town's permit to enable Naples citizens and businesses to dispose of septic sludge at the Auburn sewage treatment plant.

**Strategy:** Plan for renewal or renegotiation of permit years ahead of its expiration*. / Town Manager, Selectmen, Town Meeting / time to be determined by the Town Manager and Selectmen after checking on expiration date in 2005*

**Policy:** Continue to annually monitor groundwater quality near the town landfill, as required by the landfill's DEP approved closure plan.

**Strategy:** Continue to budget annually for monitoring costs and to carry out the approved monitoring program. */ Town Manager, Budget Committee, Town Meeting / Ongoing*

**<u>All Water Resources</u>**

**Goal:** Give interested citizens the opportunity to help protect water quality.

**Objective:** Educate and involve the public concerning water quality.

**Policy:** Develop and implement a public education program to make citizens and visitors to the Town more aware of water quality issues, including both

nonpoint source pollution and invasive aquatic species, and how they can contribute to improved water quality of both surface water and ground water.

**Policy:** Develop and implement a water quality education program including both nonpoint source pollution and invasive aquatic species, for school children.

**Policy:** Encourage participation by students and adults in the Lakes Environmental Association's Monitoring Program to provide monitoring data for all lakes in Naples on an ongoing basis.

**Strategy:** Assign the Conservation Commission to coordinate with neighboring towns, the Portland Water District, DEP and the Lakes Environmental Association, as well as representatives of local businesses that depend on clean lakes, directly or indirectly, to prepare a proposed local public education program for protecting Naples waters from both non-point source pollution and invasive aquatic species. Give first priority to protecting against invasive species, since they are already present in the Songo River and will easily spread to other Naples water bodies if not addressed quickly. */ Board of Selectmen, Conservation Commission, LEA, PWD, business community representatives appointed by the Selectmen, Maine DEP / 2005 and ongoing.*

### 4.1.12 Natural Resources

**Goal:** Protect and preserve critical natural resources, including unique natural communities, endangered, threatened and rare plant and animal species, wetlands, wildlife habitat, fisheries, and shorelands.

**Objective:** Protect habitats of Naples' endangered, rare and threatened plant and animal species, and designated unique natural areas from development.

**Policy:** Re-establish the Naples Conservation Commission.

**Policy:** Work with neighboring towns wherever possible to achieve this goal.

**Policy:** Include remaining large habitat blocks in designated rural areas within the Future Land Use Plan.

**Policy:** Include identified rare and threatened plant and animal habitats and unique natural areas within the critical rural area portions of the Future Land Use Plan.

**Policy:** Develop and adopt a Habitat and Open Space Protection Plan through a public planning process.

**Strategy:** Assign the Conservation Commission the responsibility of developing a proposed Habitat and Open Space Protection Plan with public input and in coordination with the Recreation Program's open space and public access planning needs. */ Board of Selectmen, Conservation Commission, Recreation Committee, Town Meeting / 2007*

**Policy:** Use the Habitat and Open Space Protection Plan as one means of directing projected growth away from designated rural areas and toward designated growth areas in the Future Land Use Plan.

**Strategy:** Direct the Conservation Commission to focus its planning efforts on habitat and open space opportunities in the rural areas and critical rural areas. */ Board of Selectmen, Conservation Commission, Recreation Committee, Town Meeting / 2007*

**Policy:** Integrate open space, trail and public access planning with habitat protection planning, scenic view protection, and promotion of continued agriculture and timber harvesting.

**Policy:** Establish a capital fund for acquisition of development rights to especially valuable habitat and open space from willing landowners.

**Policy:** Explore options for obtaining funds for acquisition of development rights to especially valuable habitat and open space from willing landowners.

**Strategy:** Involve land trust representative(s) in the habitat and open space planning process. Direct the Conservation Commission to include a report on funding sources and strategies for acquisition of fee and/or

easement interests in land for publicly accessible and/or habitat protected open space. */ Board of Selectmen, Conservation Commission, Recreation Committee, Town Meeting / 2007*

**Policy:** Seek out opportunities to protect open space adjacent to existing protected open space and opportunities to link areas of protected open space with trails, including trails along or next to existing wildlife corridors.

**Policy:** Work with one or more local or regional land trusts to identify and pursue open space and habitat protection opportunities that will help to implement the Habitat and Open Space Protection Plan.

**Strategy:** Cooperate with, encourage and financially support non-profits currently involved in Naples preservation such as Loon Echo, LEA, and the Nature Conservancy*. / Conservation Commission, Town Manager, Board of Selectmen, Town Meeting / 2008*

**Strategy:** Use Maine's Wetland Characterization Map for Naples to help establish open space and wetland protection priorities. */ Conservation Commission / 2006*

**Policy:** To help preserve wildlife's access to undeveloped riparian areas, develop specialized land use standards for shoreland development where large undeveloped habitat blocks still connect with undeveloped shorefront.

**Policy:** Require submission of development plans that will affect identified rare or threatened plant or animal species or unique natural areas to the Maine Natural Areas Program (if plant habitat or a unique natural areas) or the Maine Department of Inland Fisheries & Wildlife (if animal habitat) for review and recommendation of protection measures which may be required of a developer.

**Policy**: If any development is proposed in or near these areas, encourage the use of cluster designs which will preserve all or portions of these areas as open space.

**Strategy:** Amend the Shoreland Zoning Ordinance and Subdivision Ordinance to authorize the Planning Board to implement the three policies above. */ Conservation Commission, Planning Board, CEO, Town Meeting / 2006*

**Objective:** Protect the wildlife habitat, flood hazard reduction, water purification, aquifer recharge, and other natural values of freshwater wetlands.

**Policy:** Except where necessary to achieve vehicular access to public or private property, prohibit development, filling, draining or excavating of wetlands.

**Strategy:** Amend the Land Use Ordinance to implement this policy. */ Conservation Commission, Land Use Ordinance Committee, Planning Board Town Meeting / 2007*

**Objective**: Protect the essential functions of deeryards, wildlife nesting areas, and fish habitat from the adverse impacts of development.

**Policy:** If any development is proposed in or near these areas, encourage the use of cluster designs which will preserve all or portions of these areas as open space.

**Strategy:** Draft the cluster subdivision provisions so that development proposals involving land with deer yards, wildlife nesting areas, fish spawning areas, or unique natural communities listed with the Maine Natural Areas Program must be referred by the Planning Board for review and comment by the Maine Department of Inland Fisheries & Wildlife and/or the Maine Natural Areas Program. */ Board of Selectmen, Conservation Commission, Land Use Ordinance Committee, Town Meeting / 2007*

**Policy:** Require submission of development plans that will affect such areas to the Maine Department of Inland Fisheries and Wildlife for review and recommendation of protection measures which may be required of a developer.

**Strategy:** Amend the Land Use Ordinance to implement this policy. */ Conservation Commission, Land Use Ordinance Committee, Planning Board Town Meeting / 2007*

**Objective:** Protect shoreland areas.

**Policy:** Enforce state speed limits within 200 feet of the shore in order to limit shoreline erosion from wakes of motorized watercraft.

**Policy:** Continue to participate in the National Flood Insurance Program and maintain Naples Floodplain Ordinance in good standing with the State's Floodplain Management Program.

**Strategy:** Annually request a review of the Town's Floodplain Management Ordinance by the State's Floodplain Management Program. */ Code Enforcement Officer / beginning in the fall of 2005.*

**Policy:** Continue to assign 100-year floodplains, and other significant shoreland natural resources, all as more particularly described in the State of Maine Guidelines for Municipal Shoreland Zoning Ordinances to a Resource Protection District.

**Strategy:** Monitor the availability of updated FEMA maps and the cumulative effects of FEMA approved letters of map amendments, and adjust the Shoreland Zoning map if necessary, in conjunction with the annual request for review of the Floodplain Management Ordinance by the State */ Code Enforcement Officer, Town Meeting / beginning in the fall of 2005.*

**Policy:** Update and maintain the Town of Naples Shoreland Zoning Ordinance and Map so that it meets or exceeds the standards of the most current Guidelines for Municipal Shoreland Zoning Ordinances.

**Strategy:** Monitor current proposed changes to the Maine Shoreland Zoning Guidelines as they make their way through Rulemaking to determine whether and when a need may arise for Naples to amend its Shoreland Zoning Ordinance to continue to comply with the amended Guidelines. */ Code Enforcement Officer / beginning in the summer of 2005.*

**Goal:** Preserve significant natural and scenic areas.

**Objective:** Identify and prioritize natural and scenic areas for preservation and protection.

**Objective:** Avoid development sprawl, and concentrate development within areas of the Town which are suitable for growth.

**Policy:** Utilize scenic easements to protect scenic views.

**Policy:** Use the open space planning process to consider adding protection for open space that is also part of the scenic areas identified in this comprehensive plan.

**Strategy:** Work with willing landowners of scenic vistas identified in the list of scenic views, after the Habitat and Open Space Protection Plan has been adopted to apply voluntary scenic view protection measures*. / Conservation Commission / 2008.*

**Goal**: Maintain the current vistas.

**Objective:** Survey this list of vistas yearly and encourage the establishment of a Naples Scenic Trail.

**Policy:** Encourage the development of this trail as an activity for Scouting Troops or as a community service project for Lake Region High School students or a combination of both, as part of the Habitat Protection and Open Space Plan.

**Strategy:** Require that the participants identify a consecutive trail list of views and what signage would be necessary for presentation to the Selectmen for review and eventual approval at Town Meeting.

**Strategy:** Require that the participants prepare written materials for the use of residents or tourists.

**Policy:** As part of this project, the participants would have to survey and prepare a yearly review of the trail with suggestions for improvements or additions to be presented to the Selectmen and the Town Meeting.

**Objective**: Review and amend Town ordinances to insure that these scenic views will endure.

**Policy:** Amend Naples land use ordinances to allow the Planning Board to require the retention of these views before any application approval.

**Strategy:** Amend the subdivision ordinance and site plan review ordinances to screening and height limitations for mitigation of visual impacts of new development. */ Board of Selectmen, Conservation Commission, Land Use Ordinance Committee, Town Meeting / 2007*

**Strategy:** If additional scenic view protection standards are needed, use the scenic views listed in this comprehensive plan to develop a list of significant scenic viewshed criteria and a map of scenic views based on these scenic viewshed criteria. Amend the Town's ordinances to reflect additional scenic viewshed protection standards as warranted */ Board of Selectmen, Conservation Commission, Land Use Ordinance Committee, Town Meeting / 2007*

# SECTION 5:

# FUTURE LAND USE PLAN

## 5.1 Future Land Use Planning Process

**The Future Land Use Mapping Process**

The goals, objectives, policies and strategies listed in Section 4 and the Vision Statement and Community Survey results in Section 1 spell out the Town's vision for its future until the year 2015. Based on these Goals, Objectives, and Policies, the Town has decided to encourage projected new development over the next ten years to occur in the general pattern shown on the Future Land Use Map, which appears in Section 5.2.

The Future Land Use Map has been developed according to a five-step process:

First, future land use patterns over the next ten years were projected based on the patterns of growth during the past five years and assuming that the Town took no action to direct growth into any particular pattern. This map of growth in the last five years appears on page 68.

Second, the Comprehensive Plan Committee reviewed this pattern of land use in light of the public opinion survey and public meeting results, and the goals, objectives and policies they had developed in response to them, and drew desired modifications to the future land use pattern projected in the first step.

Third, the Comprehensive Plan Committee compared its desired future land use pattern with a map of the environmental constraints to development, which exist within the Town. The Development Constraints Map represents a composite of the natural resource and current land use maps as developed in the Inventory and Analysis section of the Plan. Based on the comparison of the desired future land use pattern with the Development Constraints Map, the Committee modified its desired future land use map as needed to be consistent with the goals of protecting water resources and critical natural resources from the adverse impacts of development. The Development Constraints Map is shown on page 104.

Fourth, the Committee considered existing land use patterns in neighboring towns, and, to the degree that those towns' comprehensive planning committees had developed them at the time, considered the future land use maps of neighboring towns.

Finally, the Comprehensive Plan Committee compared its future land use map to the Planning and Land Use Regulation Act’s definitions of Growth and Rural Areas to ensure that the resulting Future Land Use Map would be consistent with the basic requirements of the Act. Growth Areas are areas into which the Town will seek to direct projected growth over the next 10 years. Rural Areas are areas the Town desires to see remain rural and grow more slowly.

## 5.2 Future Land Use Map

The Future Land Use map contains five categories for different types of land use. These include three types of Growth Areas: The Village District, Commercial Growth Areas and Residential Growth Areas, and two types of Rural Areas: Rural and Critical Rural Areas.

A. The Village District will maintain uses and restrictions as currently exist. This Naples Village Area is meant to be a mixed residential, limited commercial and municipal service area with a generally higher density than surrounding areas, based on the existing density and setbacks of the area.

Developers of private property are to be encouraged to apply architectural design matching the historic character and small town image of the area, to all new construction and maintenance of existing buildings.

The Village District is to be extended a reasonable walking distance from the causeway along Route 114, which would bring the boundary line to the end of the Naples Golf Course. This would allow room for the eventual growth of the Village. Additional development along Route 114 should be subject to strict phosphorus export controls due to the high sensitivity of the Brandy Pond watershed. The Village District will also be extended a short distance up Lake House Road and Lambs Mill Road.

B. Commercial Growth Areas are those areas of Naples into which future commercial growth should be channeled. These areas will continue to allow new residential uses except for mobile home parks. These areas are located on Route 302 southeast of the Village District, on the west side of Route 302 Northwest of the Village District and on Route 11 between Route 302 and the Casco line.

Commercial pressures are most intense along Route 302 southeast of the Village from Route 35 to the Casco line. This area is already moderately commercially developed and is close to the existing commercial center, Naples Village.

Fortunately, most of the undeveloped land with frontage on Route 302 has slopes and soils that are suitable for development. Unfortunately, nearly all of this generally suitable land lies within the potentially very phosphorus-sensitive Brandy Pond watershed. Accordingly, the area designated for commercial represents the least area feasible for accommodating new commercial development in the Brandy Pond watershed. Effective phosphorus controls, which minimize runoff and maximize infiltration, will therefore be especially important for development in this area.

Along the southern part of Route 302, in the Crooked River watershed, a sand and gravel aquifer underlies the highway and the land on either side of it. Additional commercial development on this land should be subject to performance standards necessary to protect the water quality of the aquifer which already serves many residences and some businesses in this area. The aquifer also provides base flow for the Crooked River that flows into Sebago Lake via the Songo River.

Moving northward along Route 302 from the Naples Village District, there is some existing intermittent commercial development and some residential development. Generally, the land here is suitable for more commercial development on the west side of the highway. The long commercial strip will be broken up by the existing conservation parcel. New commercial development will be encouraged to take place intermittently, in clusters sharing common accesses to Route 302 and adjacent commercial properties will be required to have access to one another without using Route 302. The Long Lake side of Route 302 has been extensively developed for residential use and is not suitable for commercial development. Existing commercial activities outside the Commercial Growth Area are grandfathered for their present use

and home occupations will be allowed everywhere in Naples except in the Critical Rural Areas.

C. Residential Growth Areas are those areas in which the town should encourage future residential growth. These are areas that have already been designated for development and those areas close to the Village, which lend themselves to Smart Growth development. These areas will allow all types of residential development including mobile home parks providing space and other requirements are met.

The existing subdivisions included in these Growth areas will have their growth occur as infill construction. Other areas that have been included close to the Village District form a transition area that should be developed with sidewalks that would tie in to existing sidewalks or sidewalks that would be constructed to meet existing Town sidewalks. This would create pedestrian friendly residential areas adjacent to the Village District. Land use requirements should be studied by the Town for these areas to determine what can be done to encourage development in these areas. It should be Town policy to accept new roads that are constructed by developers in these areas to Town specifications.

D. Critical Rural Areas include conservation land and easements, parks, critical habitat areas, significant wetlands, stream protection areas, etc. These areas should remain undeveloped and not allow residential or commercial uses. The areas could be used for environmentally friendly activities.

E. Rural Area includes most of the land in Naples. This is in accord with our survey results in which the most desired aspect of Naples was its rural character. Rural Area includes those areas not included in one of the other areas. Home occupations, commercial activities grandfathered for their present use, forestry, agricultural activities, and residential uses except for mobile home parks are allowed in this area. Excessive growth and sprawl in this area should be discouraged. It should be Town policy not to accept new roads in the rural areas.

In addition to the five areas outlined above, the existing Shoreland Zoning Ordinance would provide another over-riding set of constraints on land use in covered areas.

**Projected Growth and the Future Land Use Map**

The Future Land Use Map allows sufficient land area for all of the above residential uses within the Growth Areas. The 312 new occupied non-seasonal housing units projected over the next ten years can be accommodated within the Growth Areas shown, at an average density of more than twice the current minimum lot size of 40,000 square feet. And, since some of the projected units will include mobile home parks, multifamily units, elderly housing and affordable housing; and some single family units are typically developed at considerably higher densities; and because many areas will be suitable for more than one kind of residential use; there should be ample room within the Growth Areas for lower density housing as well. In addition, a certain percentage of the new occupied housing units will be accessory apartments added to the existing or newly constructed housing stock, as allowed under current Town ordinances.

Although almost all of the land in the Growth Areas is suitable for development, not all of this land is environmentally suitable for every type and density of residential use. The Development Constraints Map, and the Natural Resource Overlay Maps can serve as a

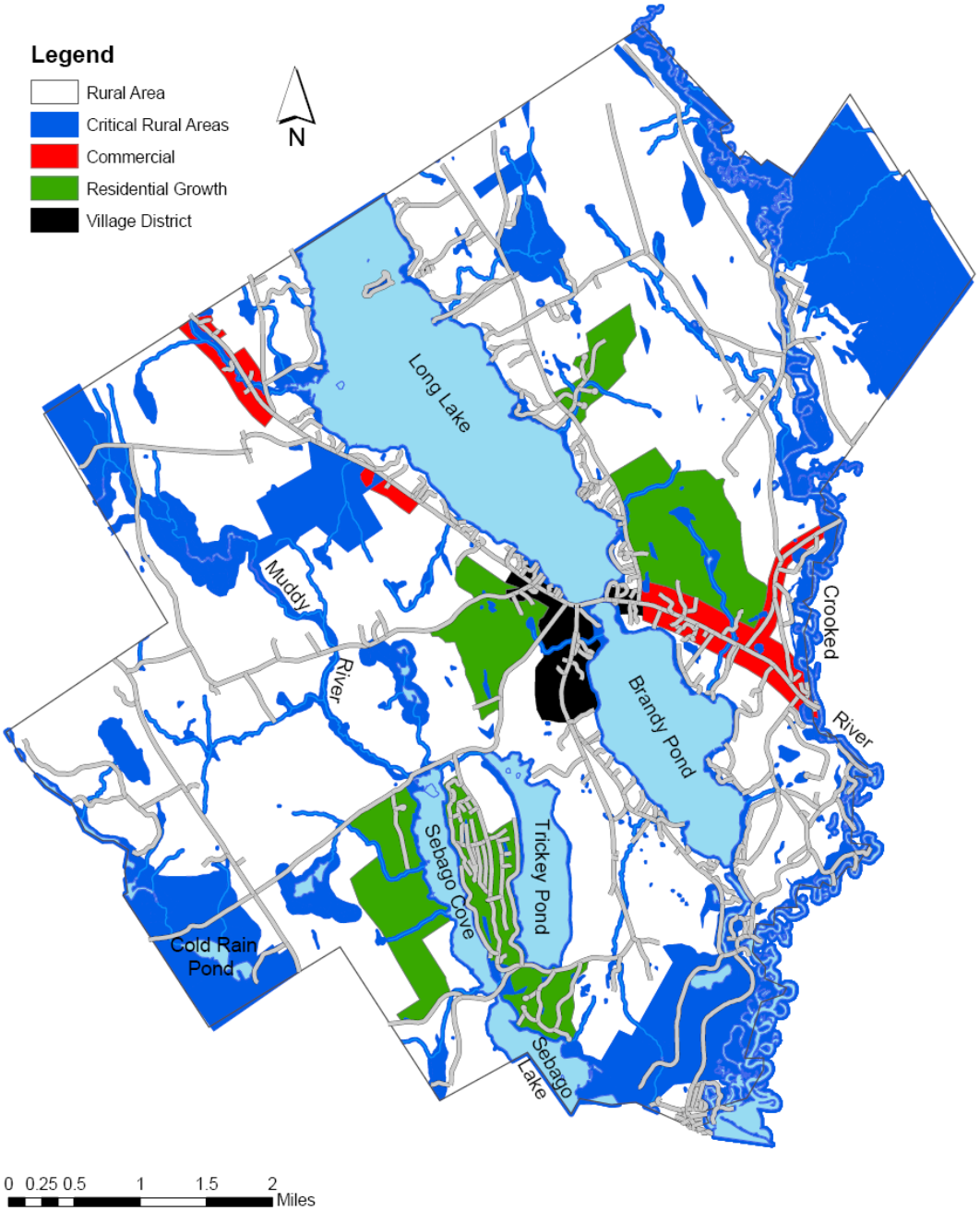
general guide to developers for selecting environmentally suitable subareas within the Growth Areas suitable for each of the various residential uses and another for industrial use.

**Steps to Encourage Future Development in Residential Growth Areas and Encourage Rural Areas to Remain Rural**

In formulating its Land Use Ordinances, the Town shall take the following steps to encourage future development to locate in Residential Growth Areas instead of Rural Areas:

1. There should be a firm policy to accept any roads in Residential Growth Areas that are constructed to Town Standards and not to accept new roads in Rural Areas.
2. The Town should construct sidewalks on existing Town roads to tie in to sidewalks constructed by developers in the new Residential Growth Areas adjacent to the Village District.
3. The Town should allow developers that install a community water system in a development constructed in the new Residential Growth Areas adjacent to the Village District to build on lots of as small as 20,000 square feet if the soils are suitable for septic disposal and aquifer protection can still be achieved when aquifers or their recharge areas are present.
4. The Town shall allow garages in Residential Growth Areas to have a setback of ten (10) feet from the road right-of-way provided that the actual travel lane will be a minimum of twenty (20) feet from the garage structure.
5. Any public water or sewage system that may be constructed in the village should be extended if possible to include the new Residential Growth Areas adjacent to the Village District, but not extended further into the Rural Areas for at least the ten years.
6. Create an Official Map that sets forth the Town's preferred roadway locations in the Residential and Commercial Growth Areas. Offer incentives for conformity of development with the Official Map that will result in the construction, over time, development by development, of the Town's preferred roadway network.
7. For each district, establish a maximum permitted length for dead-end and cul-de-sacs that will help foster the development of an interconnected roadway network and help limit extension of roads into large unfragmented habitat blocks and areas of forest managed for timber production.
8. In Rural Areas, within new subdivisions, prohibit direct access from individual lots onto existing Town roads and require direct access onto one or more new roads that will provide shared access to one of more existing Town roads.
9. Building permits in rural areas could be limited to a percentage of the total building permits issued.
10. The Habitat and Open Space Protection Plan will be an integral part of the Future Land Use Plan that will help to reinforce the rural nature of Rural Areas.
11. Rural land uses such as agriculture and forestry and directly related commercial uses such as mobile sawmills, farm stands will remain permitted uses in Rural Areas.
12. The Conservation Commission will conduct active outreach to find and assist landowners interested in retaining their land in a rural, undeveloped and/or productive condition, including directing such interested landowners to the land trusts for possible assistance.
13. After adoption of ordinance amendments implementing the policies above, give further study to the feasibility of establishing a maximum density requirement in the Rural Areas to help protect rural resource production and directly related land uses.

# Naples
# Future Land Use




These data present generalized information sufficient for the Comprehensive Planning purposes and should not replace on-the-ground inspection of resources for site-specific uses.

Prepared by:
Lakes Environmental Association
April 2005

# SECTION 6:

# APPENDIX

## A. Naples 2020 – Community Survey Questionnaire

# Naples 2020 - A Vision for the Future

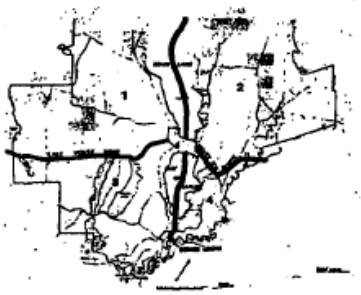
*The Comprehensive Plan Committee needs your input to help arrive at a 20/20 collective vision for Naples in the year 2020.*

1. The following are things in Naples that should be **preserved** and **maintained**:

2. The following are **changes** the community **wants/needs** in Naples:

3. The following are **changes** that are **undesirable** in Naples:

4. The map to the right shows the Town divided into five areas. Please indicate which of the areas you live in.



1. Northwest ____
2. Northeast ____
3. Southwest ____
4. Southeast ____
5. Village ____

For the following questions, please check yes, no, yes with tight standards, or no opinion.

5. Do you favor the following land uses in your neighborhood?

| | Yes | No | Yes with tight standards | No opinion |
|---|---|---|---|---|
| Commercial Uses | ___ | ___ | ___ | ___ |
| Big Box Stores | ___ | ___ | ___ | ___ |
| Industrial Uses | ___ | ___ | ___ | ___ |
| Home Occupations | ___ | ___ | ___ | ___ |
| Multi-Family Homes | ___ | ___ | ___ | ___ |
| Mobile Home Parks | ___ | ___ | ___ | ___ |
| Cluster Development | ___ | ___ | ___ | ___ |

6. Do you favor these same land uses elsewhere in Naples?

| | Yes | No | Yes with tight standards | No opinion |
|---|---|---|---|---|
| Commercial Uses | ___ | ___ | ___ | ___ |
| Big Box Stores | ___ | ___ | ___ | ___ |
| Industrial Uses | ___ | ___ | ___ | ___ |
| Home Occupations | ___ | ___ | ___ | ___ |
| Multi-Family Homes | ___ | ___ | ___ | ___ |
| Mobile Home Parks | ___ | ___ | ___ | ___ |
| Cluster Development | ___ | ___ | ___ | ___ |

| | Yes | No | Yes with tight standards | No opinion |
|---|---|---|---|---|
| 7. Should Route 302 be allowed to develop commercially from the Casco to Bridgton town lines? | ___ | ___ | ___ | ___ |
| 8. Should there be restrictions on the types of businesses that are allowed to locate in Naples? | ___ | ___ | ___ | ___ |
| 9. Should the Town take steps to maintain the rural character of Naples? | ___ | ___ | ___ | ___ |
| 10. Should the Town acquire open space for present and future park and recreational use? | ___ | ___ | ___ | ___ |
| 11. Should the Town seek additional regional cooperation in items such as Fire Protection, Rescue, and Road Maintenance? | ___ | ___ | ___ | ___ |

12. Please indicate whether you are: a. Male ___ b. Female ___.

13. Are you:

| | Yes | No | | Yes | No |
|---|---|---|---|---|---|
| a. a Naples Resident? | ___ | ___ | b. a Naples Property Owner? | ___ | ___ |
| c. Employed full time? | ___ | ___ | d. Employed part time? | ___ | ___ |
| e. a Naples Business Owner? | ___ | ___ | f. Seeking employment? | ___ | ___ |
| g. Retired? | ___ | ___ | h. a Non Resident Taxpayer? | ___ | ___ |
| i. At Home | ___ | ___ | j. a Student | ___ | ___ |

14. Please indicate how many people are living year round in your household ___.

***Please feel free to use the reverse side for any additional comments - they will be read! If your comments on the back side are a continuation of your response to any of the first three questions, please give the question number on the back as well.***

THANK YOU FOR TAKING TIME TO ANSWER THIS QUESTIONNAIRE. ALL RESPONSES WILL REMAIN CONFIDENTIAL.

## B. Development Constraints Mapping Process

The Naples Community Survey and Vision Statement are the embodiment of Naples citizens' expressed preferences for how they envision the future of Naples is the principal set of tools for writing the Future Land Use Plan and drawing the Future Land Use Map.

The Naples Development Constraints Map serves as a significant tool for selecting and designating the locations of growth, transitional, rural and critical rural areas as part of the Town's Future Land Use Plan and Future Land Use Map in a manner that responds to those preferences in a manner that most effectively respects the rural character and water quality that are among the highest preferences expressed in the Vision Statement and the Community Survey.

Together these two tools identify and locate opportunities and constraints on the landscape that can be used to direct future growth toward areas where it is desired and away from areas where it is undesired and would not respect environmentally sensitive areas.

Except for redevelopment, planning for future land use is concerned primarily with the future use of undeveloped land. All land has some degree of constraints that limit either the technical feasibility or cost of developing it. Also, developing the particular characteristics of the land in question may pose environmental costs of one or more types.

For instance, it may be relatively inexpensive and easy to develop a level upland field with deep sandy loam soils, but more costly to place the same development on steeply sloping thin soils, or on a low-lying floodplain with frequently-saturated soils and areas of wetland. Similarly, it would also be inexpensive and easy to develop a level upland field in the recharge area of a sand and gravel aquifer, but the low clay content and large particle size of the soil would likely require a lower density of development to protect groundwater recharge capacity and/or achieve sufficient setbacks between wells and septic systems to prevent pollution of one's own or neighboring wells. For still another site development may be so expensive as to be impossible, such as when an entire lot is covered by wetland. Moreover, the wetland's value to society for wildlife habitat, flood water retention, sediment removal, aquifer recharge, rare plant or animal habitat, fisheries habitat or other environmental values may make development inadvisable as well.

These are just a few examples of how the individual costs and social costs of land development can vary from place to place. In fact, every piece of land has a unique set of characteristics affecting its environmental values and individual costs for development. Individually, the Waters of Naples map and the Wildlife Habitat of Naples map each characterize key ecological and resource values present in any given location. The Naples Land Use map shows where land is currently developed and where it is currently undeveloped.

To make a Development Constraints Map, all these maps have been placed on top of one another, so that the key features of each map will be, in effect lined up with one another. This combined data allows for comparison all the various constraints on land development from place to place. Because the combined map gets extra difficult to read, it has been generalized to reflect simply the relative degree of constraint present in any given location, and it does not reflect the specific reasons for the degree of constraint.

More specifically, the Naples Development Constraints Map divides the undeveloped land into areas of least, moderate and severe constraints. These categories include:

**Least Constraints:**

- Land Not Developed, and Not subject to Moderate or Severe Constraints

**Moderate Constraints:**

- Sand and Gravel Aquifers
- Wellhead Protection Areas
- Unsuitable or Marginal Soils (Septic)
- Deeryards
- Unique Natural Areas
- Habitat for Rare, Threatened or Endangered Species
- USFWS Grassland Habitat

**Severe Constraints:**

- Wetlands
- 100 yr floodplain (FEMA)
- Stream Protection District
- Resource Protection District
- State Park and Conservation Lands

In general, least constraint areas require a minimum of permitting and development costs for home or business development when compared to moderately or severely constrained locations. Moderately constrained areas can generally be developed, but only if extra efforts are made to protect the resources present. Severely constrained areas by contrast are often not developable, or can support only very limited development because (a) they are already legally protected, or (b) they have high environmental values and may be subject to strict state permitting requirements that severely limit what development can take place there.

Other resource categories are not easily mapped and assigned to particular constraint categories. These include:

- Prime agricultural soils and agricultural soils of additional statewide importance
- Undeveloped Blocks of Wildlife Habitat
- Land in the Tree Growth and Farm and Open Space tax programs
- Scenic Vistas

However, maps of these resources have also been considered in drawing the Future Land Use Map and in writing the Future Land Use Plan.

## C. Fact Sheets on Rare and Threatened Species and Unique Natural Communities

# *Spotted Turtle*

*Clemmys guttata*

**THREATENED**

**DESCRIPTION:**

The spotted turtle is the only turtle in Maine with distinct yellow spots on a smooth, low, black carapace (upper shell). The skin on the head, limbs and tail is gray to black and is also patterned with yellow spots. The undersurface of limbs may be orange, pink, or salmon-red. The plastron (lower shell) is yellow or yellow-orange and patterned with black blotches on each scute. These small turtles are only 4-5 1/2 inches long. Males have a concave plastron, tan chin, brown eyes, and longer, thicker tails, whereas females have a convex or flat plastron, yellow chin, orange eyes, and shorter tails.

**RANGE AND HABITAT:**

This species occurs in the northern tier states from Michigan to Maine and down the eastern seaboard to Florida. Maine is at the northern edge of the range. Populations in York and Cumberland Counties are contiguous with those in New Hampshire, but disjunct populations occur along the coast and interior central Maine as far north as Farmington and the Bangor area. In Maine, spotted turtles are most frequently associated with complexes of small, acidic wetlands and vernal pools located in large, intact forested landscapes. They also use small streams, shrub swamps, wet meadows, bogs, and forested swamps. Although these turtles spend most of their time in the water, they readily travel overland between wetlands during the spring and summer. Upland habitats are critical for basking, estivating (a period of late summer inactivity), and as travel corridors for movements between isolated wetlands.

**LIFE HISTORY AND ECOLOGY:**

Spotted turtle life history and movements are documented from radio-telemetry studies conducted throughout the species range, including a study in southern Maine in the 1990's. Turtles emerge from hibernation in April and disperse to vernal pools and other wetlands used by breeding frogs and salamanders. Amphibian eggs and larvae are crucial to the survival of turtles because they likely consume much of their annual food needs in May and June. Most wetlands used are less than a ¼ acre in size. Spotted turtles in Maine traveled an average of 3/4 mile annually and used up to 3 different wetlands. They attain sexual maturity at 7-10 years of age. Mating occurs from March to May. During June, females leave the wetlands and travel up to 1/3 mile to a sunny site with sandy soils to lay a clutch of 3–7 eggs. Spotted turtles occasionally nest in natural forest openings, exposed bedrock areas, or sedge hummocks in swamps, but are frequently attracted to yards, pastures, gravel pits and road edges. Nests are often concentrated in human created habitats where nest loss may be high from predators or road grading. Incubation time depends on soil temperature, but typically lasts 88-125 days, and hatching occurs in September and October. Eggs may not hatch in cold, wet summers. Hatchlings probably overwinter in nearby wetlands, but little is known of their habitat use and movements until they become adults. Turtles bask on sphagnum mats, logs, brushpiles, hummocks, rocks, and wetland shores. As vernal pools dry and food supplies diminish, turtles may estivate (a period of dormancy) for 15 to 90 days in upland habitats in late summer. During estivation, turtles burrow into the forest leaf litter up to 260 feet from the nearest wetland. With the coming of fall rains, spotted turtles move to wetlands for hibernation, typically vernal pools, under root hummocks in red maple swamps, or along the undercut banks of small streams. They sometimes hibernate communally. Feeding begins in early spring as the ice thaws. Food items include amphibian eggs and larvae, worms, molluscs, and aquatic insects.

**THREATS:**

Turtles have evolved a life history strategy of long life (greater than 30 years for spotted turtles) to offset a long age to first reproduction and high nest mortality. Because of this unusual life history, spotted turtle populations occur at low densities (only about 21 turtles/mi.2 in Maine), and are extremely vulnerable to any source of adult mortality. Road mortality and collecting for pets can be deleterious, and the attrition of just a few individuals every year can lead to the long-term decline and extinction of a population. Habitat fragmentation and sprawl also threaten spotted turtles. Roads cause mortality, separate wetlands from nesting sites, and act as barriers to movement. Fragmentation isolates populations and greatly increases their risk of extinction. Roadside turtle nests are easily found by predators and graded by highway crews.

In addition to being illegal, collecting for pets affects populations by removing valuable breeding adults. Secondary effects of human development – increased predator populations, pollution, filling of small wetlands and blocking upland travel corridors – also limit populations.

## CONSERVATION AND MANAGEMENT:

The spotted turtle was state-listed as threatened in 1986. Surveys of over 2500 wetlands conducted in Maine in the 1990's documented spotted turtles at about 100 new sites. It is believed that only a few thousand spotted turtles occur in the state in a highly fragmented landscape. Spotted turtles are strictly protected from take (collecting, killing or in possession) by the MESA. Effective conservation of this species entails identification and conservation of the largest populations and protection of large blocks of open space. Spotted and Blanding's turtles overlap greatly in range and have similar conservation needs. Rare turtle populations documented in York, South Berwick, Biddeford, Wells, Alfred, and Lyman have the greatest conservation potential, while smaller, peripheral populations isolated by physical barriers, like Interstate 95 and urban areas, may be in greater jeopardy of local extinction. Towns having spotted and Blanding's turtles should consult with MDIFW to develop strategies for conserving large blocks of land (particularly those >500 acres that have small wetland complexes) in rural, open space where further fragmentation, development, and road building should be discouraged. Maine's Natural Resource Protection Act (NRPA) protects wetlands, but not adjacent upland habitats. If current wetland regulations, voluntary protection, or municipal zoning fail as habitat protection strategies, spotted turtle habitat is eligible to be protected by Significant Wildlife Habitat provisions of NRPA (vernal pools and endangered species) and Essential Habitat provisions of the Maine Endangered Species Act.

Conservation recommendations:

- No activities should be permitted that could lead to the loss or degradation of turtle wetlands including filling, dredging, sedimentation, or changing hydrology unless the activity is approved by MDIFW;
- A minimum 250-foot forested buffer zone should be maintained around mapped spotted turtle locations.
- All wetlands, regardless of size, within ¼ mile of mapped spotted turtle locations should be considered potential habitat, protected from direct impacts, and buffered by forested upland;
- Avoid new roads and improvement projects (e.g. paving, widening) that may lead to increased traffic volume and speed within ¼ mile of known turtle wetlands;
- Impervious surfaces such as yards, buildings and roads should be minimized in uplands adjacent to turtle locations. Intensive developments (e.g. subdivisions, service centers) that concentrate human populations and traffic within ¼ mile of turtle wetlands should be avoided.
- Towns should strive to maintain important habitat areas identified by MDIFW in a low density, rural setting by identifying important habitat areas in comprehensive plans and zoning accordingly.

# Pygmy Snaketail

**Scientific Name**: *Ophiogomphus howei*

**Taxonomic Group**: Dragonflies

**Range in Maine**: Saco, Crooked, Aroostook, East Branch, West Branch, and mainstem Penobscot, St. Croix, and Machias Rivers

**Habitat**: Flowing waters of medium to large, unpolluted rivers

**Seasonal Residency**: Year-round

**State Listing Status**: Threatened

**Federal Listing Status**: None (former Candidate)

**Basis for Listing**: The Pygmy Snaketail is Threatened in Maine because 1) its rangewide population trend is marked by widespread declines, 2) it is recognized rangewide as a species which may warrant federal listing status, 3) it is known from only 6 rivers in Maine, 4) it has a restricted distribution within these rivers, and 5) it is found in low numbers at all locations where it occurs.

This dragonfly occurs only in the eastern U.S. from North Carolina and Tennessee north to Maine, and in Wisconsin and Minnesota (Schweitzer 1989, Tenneson 1993). It is patchily distributed throughout this range and is typically not abundant at most sites where it is found. Significant declines and many local extirpations have been documented throughout the species' range. Schweitzer (1989) cites dams and deteriorating water quality as the primary factors responsible for these declines.

Rangewide concern for the Pygmy Snaketail's status has prompted increased efforts to find new populations. In 1987, a partial status survey was completed, but no new occurrences were found in its previously known range (Schweitzer 1989). More recently, Tenneson (1993) documented records in WI, MN, KY, and ME. However, all data suggest this dragonfly is quite rare throughout its range, and may warrant federal listing status (Schweitzer 1989).

In Maine, the Pygmy Snaketail was first documented in 1988 by F. Carle on the Aroostook River and East Branch of the Penobscot. Small populations have since been discovered in the Saco, Crooked, St. Croix, Machias, and West Branch and mainstem Penobscot Rivers by D. Boland and MDIFW during 1994 to 1996, after searching more than 20 river drainages statewide with suitable habitat. In 1994, graduate students at the University of Maine initiated studies to document the habitat use and life history of the species in the Aroostook River (Bradeen 1996). Both these intensive studies on the Aroostook and the statewide survey efforts confirm that the Pygmy Snaketail is much

less common than other co-existing species of dragonflies, and is generally restricted to mid-river reaches of the rivers where it occurs.

Continuing studies of rare dragonflies in Maine are summarized in the Wildlife Division's Research and Managment Report.

**Selected References:**

Bradeen, Billie J. 1996. Life histories of sympatric Ophiogamphus spp. (Odonata: Gomphidae) in the Aroostook River, Maine. M.S. Thesis. University of Maine, Orono.

Maine Department of Inland Fisheries and Wildlife: Endangered Species/Natural Heritage files and other unpubl. files.

Schweitzer, D.F. 1989. A review of Category 2 Insecta in USFWS Regions 3, 4, 5. Unpub. rept. prepared for U.S. Fish and Wildlife Service. Newton Corners, MA. 143 pp.

Tenneson, K.J. 1993. New distribution records for *Ophiogomphus howei* (Odonata: Gomphidae). The Great Lakes Entomologist 26 (3):245-249.

U.S. Dept. of Interior. 1991. Animal candidate review for listing as Endangered or Threatened species, proposed rule. Federal Register: Vol. 56, No. 225. pp. 58804-58836.

FMU2

# Red Oak - Northern Hardwoods - White Pine Forest

*Oak - Northern Hardwoods Forest*

Upland forests with red oak and northern hardwoods in the canopy: some stands are almost entirely deciduous (typically oak - beech), others mixed with white pine, red spruce, or (especially along the coast) northern white cedar. Red oak 45-85% RD; beech less than half that of red oak. Large red oak trees are prominent. Red maple is frequent. The shrub/sapling layer is usually sparse (< 25%) but occasionally up to 50% cover. The herb layer is likewise spotty (typically <10% cover, sometimes 20-50% cover), with very few dwarf shrubs aside from lowbush blueberry, and with typical forest herbs (see box) and tree regeneration (red maple, red oak, white pine, beech) more typical. Few bryoids are found on the leaf-litter covered forest floor.

*( 13 samples)*

Gently to somewhat steeply sloping (15 - 35%) mid- and lower slopes, occasionally upper slopes, usually not highly exposed sites. Moderately well drained mineral soils, often rocky but not extremely shallow (typically 25-50 cm to obstruction), loamy, pH 5.0 - 5.4. Known sites are at fairly low elevations (<1200').

## Characteristic Species

**Canopy**

| | |
|---|---|
| Red oak | (F,C) |
| American beech | (F) |
| Paper birch | (F) |
| Red maple | (F) |
| Striped maple | (F) |
| Sugar maple | (F) |
| Northern white cedar | (C) |

**Sapling/shrub**

| | |
|---|---|
| Maple-leaved viburnum | (F) |
| Striped maple | (F) |

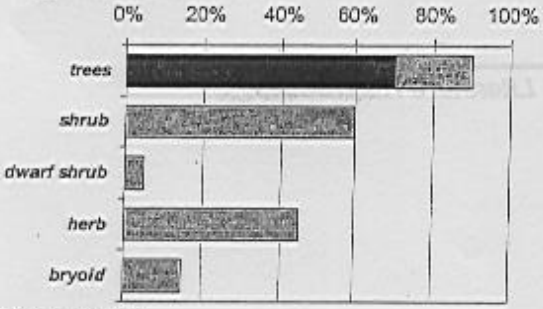
**Dwarf Shrub**

**Herb**

| | |
|---|---|
| Bracken fern | (F) |
| Canada mayflower | (F) |
| Starflower | (F) |
| Wild sarsaparilla | (F) |
| Wild-oats | (F) |

**Bryoid**

## Vegetation Structure *(total cover by stratum)*




## Associated Rare Plants

- American chestnut
- Back's sedge
- Mountain laurel
- Nantucket shadbush
- Ram's-head lady's-slipper
- Veiny hawkweed
- White wood aster

## Diagnostics

Closed-canopy forests in which red oak and at least one northern hardwood species (beech, sugar maple, or, infrequently, yellow birch) dominate the canopy. Maple-leaved viburnum is an indicator shrub.

## Similar Types

Oak - Pine Forests, the most similar type, generally lack sugar maple, white ash, and hop-hornbeam. Beech - Birch - Maple Forests have only minor amounts of red oak (<10% RD if even present), and generally are strongly deciduous (>75%) rather than mixed. Spruce - Northern Hardwoods Forests lack red oak.

FMU2

# Red Oak - Northern Hardwoods - White Pine Forest

*Oak - Northern Hardwoods Forest*

## *Distribution*

***State Rank*** **S4**

Primarily the Laurentian Mixed Forest Province (except for the far northern portion) and southern portion of the New England - Adirondack Province, extending eastward and westward from Maine.

Landscape Pattern: Large Patch; possibly formerly a matrix type in central Maine.

## *Where to see it (examples on conservation lands)*

| | |
|---|---|
| Sebago Lake State Park | Cumberland Co. |
| Mt Megunticook, Camden Hills State Park | Knox Co. |
| Alonzo Garcelon Wildlife Management Area | Kennebec Co. |
| Patte Hill, White Mountain National Forest | Oxford Co. |
| Lombard Pond Hill, White Mountain NF | Oxford Co. |
| Albany Mountain, White Mountain Nat'l Forest | Oxford Co. |
| Center Hill, Mount Blue State Park | Franklin Co. |

## *Conservation, Wildlife, and Management Considerations*

Most sites in Maine are on lands with a long settlement history, and have apparently been timbered, pastured, or burned in the 1700s-1800s. Several sites occur on public lands but are not necessarily designated as areas to be set aside from timber harvest. Small and isolated protected areas (on the order of 25 acres or less) would probably not be viable as forests in the long run; larger stands, or naturally small stands protected within a managed forest matrix, could be.

## *Cross-references to Other Classifications*

### *SAF Type(s)*

| | | |
|---|---|---|
| 55 | Northern red oak | ? |

### *New Hampshire*

| | |
|---|---|
| Hemlock - beech - oak - pine forest | S5 |
| Semi-rich Apalachian oak-sugar maple forest? | S2S3 |

### *National Vegetation Classification* *(Type, Global Rank)*

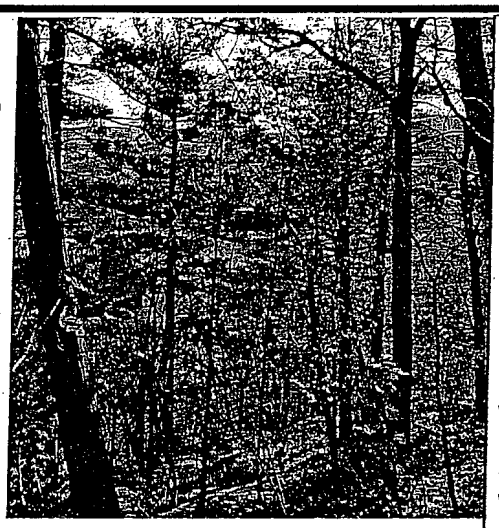
| | | |
|---|---|---|
| CEGL005005 | Acer saccharum - Pinus strobus / Acer pensylvanicum Forest | G? |
| CEGL006173 | Quercus rubra - Acer saccharum - Fagus grandifolia / Viburnum acerifolium Forest | G? |

## *Literature References*

# Oak - Pine Forest

*Oak - Pine Forest*

Closed-canopy forests (>75% closure) in which red oak or a mixture of oak and white pine (rarely red spruce) dominates. Red maple (up to 30% RD) and paper birch (up to 15% RD) can be common in younger stands. Striped maple is a common subcanopy associate; several other shrubs may be occasionally important (see box). The herb layer is usually somewhat sparse (<30% cover), and features bracken fern, lowbush blueberry, and various herbaceous species (see box); dwarf shrubs contribute 0-15% cover. The herb layer often includes forest species such as wild-oats and Indian cucumber-root that are seldom found in the more open oak-pine woodlands. Bryoids are sparse and are almost exclusively mosses rather than liverworts or lichens.



*( 16 samples)*

Lower to mid-slopes, occasionally upper slopes on low hills; slopes typically 10-25%. Aspect varies. Well drained mineral soils, somewhat but not extremely shallow (10-50 cm to obstruction), usually sandy loams or loamy sands, acidic (pH ~5.0).

## *Characteristic Species*

**Canopy**

| | |
|---|---|
| Red maple | (F,C) |
| Red oak | (F,C) |
| White pine | (F,C) |
| Paper birch | (F) |
| Red spruce | (F) |
| American beech | (C) |
| Balsam fir | (C) |

**Sapling/shrub**

| | |
|---|---|
| Beaked hazelnut | (C) |
| Black huckleberry | (C) |
| Witch-hazel | (C) |

**Dwarf Shrub**

| | |
|---|---|
| Lowbush blueberry | (F,C) |
| Black huckleberry | (C) |

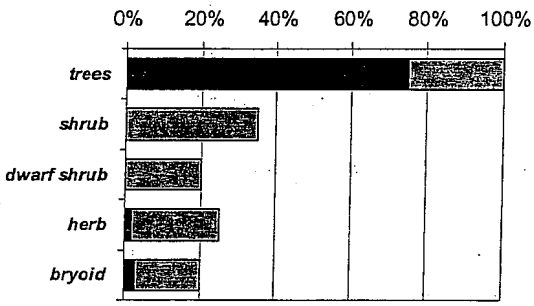
**Herb**

| | |
|---|---|
| Bracken fern | (F,C) |
| Canada mayflower | (F) |
| Starflower | (F) |
| Big-leaved aster | (C) |

**Bryoid**

| | |
|---|---|
| Dicranum moss | (F) |
| Large hair-cap moss | (F) |

## *Vegetation Structure* *(total cover by stratum)*




## *Associated Rare Plants*

American chestnut
Mountain laurel
Variable sedge
Wild indigo

## *Diagnostics*

More-or-less closed-canopy forests with dominance of red oak or red oak - white pine mixture (occasionally, red spruce replaces white pine); absence or at least low cover of northern hardwood species and other oaks.

## *Similar Types*

Oak - Pine Woodlands are similar and sometimes contiguous with this type. Their canopy is more open and the dwarf shrub layer much more well developed (usually >15% cover of dwarf shrubs). Red Oak - Northern Hardwoods - White Pine Forests occur on more mesic sites and feature at least 10% RD of other tolerant hardwoods (beech, sugar maple, white ash, or hop-hornbeam). White Oak - Red Oak Forests contain white oak in the canopy.

FMU1

# Oak - Pine Forest

*Oak - Pine Forest*

## Distribution

**State Rank** S4

Extending southward and southwestward from southern and central Maine; characteristic of the Eastern Broadleaf Forest Province.

Landscape Pattern: Large Patch; possibly formerly a matrix type in southern Maine and lower New England.

## Where to see it (examples on conservation lands)

| | |
|---|---|
| Sebago Lake State Park | Cumberland Co. |
| Bald Mountain, Little Concord Pond Public Lands | Oxford Co. |

## Conservation, Wildlife, and Management Considerations

Most, if not all, oak-pine forests in Maine are on land that was once cleared or pastured and have since regrown. The known sites are subject to fragmentation by timber harvesting, clearing for agriculture, and residential development. Fire or other soil disturbance may be important in maintaining this type, at least some of the ground flora.

## Cross-references to Other Classifications

### SAF Type(s)

| | | |
|---|---|---|
| 20 | White pine - northern red oak - red maple | ME < SAF |

### New Hampshire

| | |
|---|---|
| Dry red oak - white pine / heath / bracken fern forest | S3S4 |
| Pitch-red-white pine - red oak / heath forest/woodland | S1 |

### National Vegetation Classification

*(Type, Global Rank)*

| | | |
|---|---|---|
| CEGL006506 | Quercus rubra - Acer rubrum - Betula spp. - Pinus strobus Forest | G? |
| CEGL006293 | Pinus strobus - Quercus (rubra, velutina) - Fagus grandifolia Forest | G5 |

## Literature References


Fahey and Reiners 1981

Russell 1983

Singleton et al. 2000

# Jugtown Plains

Naples, Otisfield, Casco, & Harrison, Maine

***Description:***

Site Description:

Jugtown Plains is a pitch pine/heath barren on a sandy outwash plain, part of a glacial outwash plain rising to approximately 300 feet in elevation to the east of the Crooked River. The pitch pine/heath barrens at Jugtown Plains is the northernmost example of this natural community type. Their distribution follows the occurrence of glacially-derived sandy soils in southwestern Maine, where the history of fire and droughty soil conditions combine to create adequate conditions for this community type. The relatively open canopy consists primarily of white pine, pitch pine and gray birch. The understory consists of a heath shrub layer dominated by blueberry that is essentially continuous and well-developed. This community type is found on sandy, porous glacial deposits. The soils derived from these coarse glacial sands, such as Windsor loamy sand, are very well-drained soils which yield droughty conditions for vegetation. Pitch pine growing in optimum conditions can live up to 200 years old and grow to a maximum of 100 feet high. Fire is a significant factor in the perpetuation of this community type and is necessary to preserve the long-term dynamics, species composition and vegetation structure of pitch pine/heath barrens. In the absence of fire, reproduction of pitch pine is less likely and succession may lead to the dominance of white pine. Other disturbance mechanisms which expose mineral soil, such as logging, may also encourage regeneration of pitch pine.

The bog elfin (*Incisalia lanoraieensis)* (G3S3) was found east of the Crooked River approximately 0.7 miles north of Edes Falls. The larva of this species feeds exclusively on black spruce (*Picea mariana*), which is abundant in wetlands and along stream courses that bisect Jugtown Plains. The adults fly in mid to late May often high in the treetops which hampers survey efforts. Maine is considered the center of the bog elfin's range.

The pitch pine/heath community of Jugtown Plains is dependent upon recurrent disturbance for creation and maintenance (Anderson and Sneddon 1994) and is influenced by climate, soils, topography, and periodic fire. The dry, nutrient poor soils create harsh growing conditions resulting in a depauperate flora adapted to drought and fire.

***Rare Species/Natural Community Table for Jugtown Plains:***

| Common Name | Latin Name | Status | S-Rank | G-Rank |
|---|---|---|---|---|
| **Exemplary Natural Communities** | | | | |
| Pitch Pine – Heath Barren | | n/a | S1 | no rank |
| **Rare Animals** | | | | |
| Acadian Swordgrass Moth | *Xylena thoracica* | SC | S3 | G4 |

*see last page for explanation of ranks

***Conservation Considerations :***

**Fire Suppression:** Fire suppression is a source of stress at Jugtown Plains. Without the reintroduction of fire or some equivalent vegetation management program, pine barrens and heath barrens community types will succeed to more mesic forest types dominated by red and white oak, and white pine. Only those sites that are the most xeric or frost prone will likely maintain barrens habitat. A loss of barrens community types will lead to a loss of habitat for barrens dependent moths and butterflies. Small pockets of barrens may persist, but the distribution of these pockets may not be adequate to maintain the viable populations of these species.

**Gravel Mining:** Mining can have a direct negative impact through permanent loss of habitat, as well as potentially impacting stream sedimentation and water quality. In some cases, restoration of abandoned gravel pits may be possible but the feasibility of such projects may be restrictive.

**Timber Management:** Timber management can lead to increased fragmentation and isolation of habitat patches and conversion to other forest types. However, timber management, applied properly within pitch pine habitats may actually help regenerate some barrens community types.

**Wetlands and Aquatic Systems**: The integrity of wetlands and aquatic systems including all the processes and life forms they support are dependent on the maintenance of the current hydrology and water quality of these systems. Intensive timber harvesting, vegetation clearing, soil disturbance, new roads, and development on buffering uplands can result in greater runoff, sedimentation, and other non-point sources of pollution.

**Aerial spraying:** If Gypsy moths become a problem in the vicinity of Jugtown Plains and aerial spraying BT (Bacillus thuringensis) is called for, care should be taken not to let BT impact the barrens area. While BT is believed to pose no threat to higher organisms, it is NOT host specific within the order Lepidoptera and thus poses a potentially severe threat to the area's rare lepodopterans (moths and butterflies). For this reason, wide buffers (1/2 mile) should be flown around sections of pine barrens hosting known occurrences of rare lepodopterans when spraying pesticides for control of gypsy moths and other pests.

***Protection Status:***
The core area of the site is owned by The Nature Conservancy. Surrounding the core area is a forested block that is under a conservation easement that is held by The Nature Conservancy.

## STATE RARITY RANKS

**S1** Critically imperiled in Maine because of extreme rarity (five or fewer occurrences or very few remaining individuals or acres) or because some aspect of its biology makes it especially vulnerable to extirpation from the State of Maine.

**S2** Imperiled in Maine because of rarity (6-20 occurrences or few remaining individuals or acres) or because of other factors making it vulnerable to further decline.

**S3** Rare in Maine (on the order of 20-100 occurrences).

**S4** Apparently secure in Maine.

**S5** Demonstrably secure in Maine.

**Note**: **State Ranks** are determined by the Maine Natural Areas Program.

## GLOBAL RARITY RANKS

**G1** Critically imperiled globally because of extreme rarity (five or fewer occurrences or very few remaining individuals or acres) or because some aspect of its biology makes it especially vulnerable to extirpation from the State of Maine.

**G2** Globally imperiled because of rarity (6-20 occurrences or few remaining individuals or acres) or because of other factors making it vulnerable to further decline.

**G3** Globally rare (on the order of 20-100 occurrences).

**G4** Apparently secure globally.

**G5** Demonstrably secure globally.

**Note:** **Global Ranks** are determined by The Nature Conservancy.

## STATE LEGAL STATUS FOR PLANTS

**Note**: State legal status is according to 5 M.R.S.A. § 13076-13079, which mandates the Department of Conservation to produce and biennially update the official list of Maine's endangered and threatened plants. The list is derived by a technical advisory committee of botanists who use data in the Natural Areas Program's database to recommend status changes to the Department of Conservation.

**E** ENDANGERED; Rare and in danger of being lost from the state in the foreseeable future, or federally listed as Endangered.

**T** THREATENED; Rare and, with further decline, could become endangered; or federally listed as Threatened.

**SC** SPECIAL CONCERN; Rare in Maine, based on available information, but not sufficiently rare to be considered Threatened or Endangered.

Visit our web site for more information on rare, threatened and endangered species!
http://www.state.me.us/doc/nrimc/mnap/factsheets/mnapfact.htm

# DEER WINTERING AREAS

Prepared by Gary Lamb – May 2002

## INTRODUCTION

White-tailed deer in Maine are at the northern limit of their geographic range. During winter months, deer are exposed to cold temperatures and deep snow that make it hard to find food and keep warm. Deer adapt to Maine winters by congregating in a deer wintering area (DWA), or habitat that offers reduced snow depths, ample food, and protection from the wind.

## DEFINITION

Deer wintering areas, commonly referred to as deer yards, are one of the natural resources recognized by the Maine Legislature to be of statewide significance, and therefore, worthy of protection under the Natural Resources Protection Act (NRPA). The Maine Department of Inland Fisheries and Wildlife (MDIFW) defines a deer wintering area as a forested area used by deer when snow depth in the open/hardwoods exceeds 12 inches, deer sinking depth in the open/hardwoods exceeds 8 inches, and mean daily temperatures are below 32 degrees Fahrenheit. Non-forested wetlands, non-stocked clearcuts, hardwood types, and forest stands predominated by Eastern Larch are included within the DWA only if they are less than 10 acres in size. Agricultural and developed areas within DWAs are excluded regardless of size.

## HABITAT

Deer wintering areas ideally consist of forested stands with a dense softwood canopy interspersed with mixed stands of hardwoods and softwoods. The dense softwood (spruce, fir, cedar, hemlock and white pine) core areas provide shelter for deer by reducing snow accumulation and wind within the stand. The mixed hardwood and softwood cover provides food close to the core area. Oak, birch, hobblebush, and red, sugar, mountain, and striped maple are preferred foods and should be retained and cultivated whenever possible. Hemlock, cedar and balsam fir provide both cover and food.

Use of wintering areas is traditional and specific sites may receive annual use by many generations of deer. In some instances, continuous use of specific areas has been documented for 50-100 years. The size of the DWA and the portion occupied by deer varies with the severity of the winter. When the winter is severe and deer mobility is poor, deer occupy a small portion of their winter range and are largely confined to the most dense softwood portion of the DWA. Under less severe conditions, deer may travel widely, even far beyond the normal boundaries of the DWA. As winter weather varies greatly from year to year, so too does the area that deer occupy within and beyond the DWA in response to variations in snow cover, sinking depth, and temperature.

## MANAGEMENT CONSIDERATIONS

Per MDIFW's guidelines, deer wintering areas ideally are composed of over 50% conifers, have a conifer canopy closure of over 50%, and have predominate tree heights of over 35 feet. Simply put, approximately half of the DWA should be in mature conifers at any one time, while the remainder is made up of several age classes of regenerating forest that are interspersed throughout the DWA.

Proper management of a DWA involves timber harvesting. It is most common to use an even-aged management, 75-year rotation with a 15 year cutting interval. This will produce five age classes that will ensure perpetual softwood winter cover and a mix of available browse (see Figure 1).

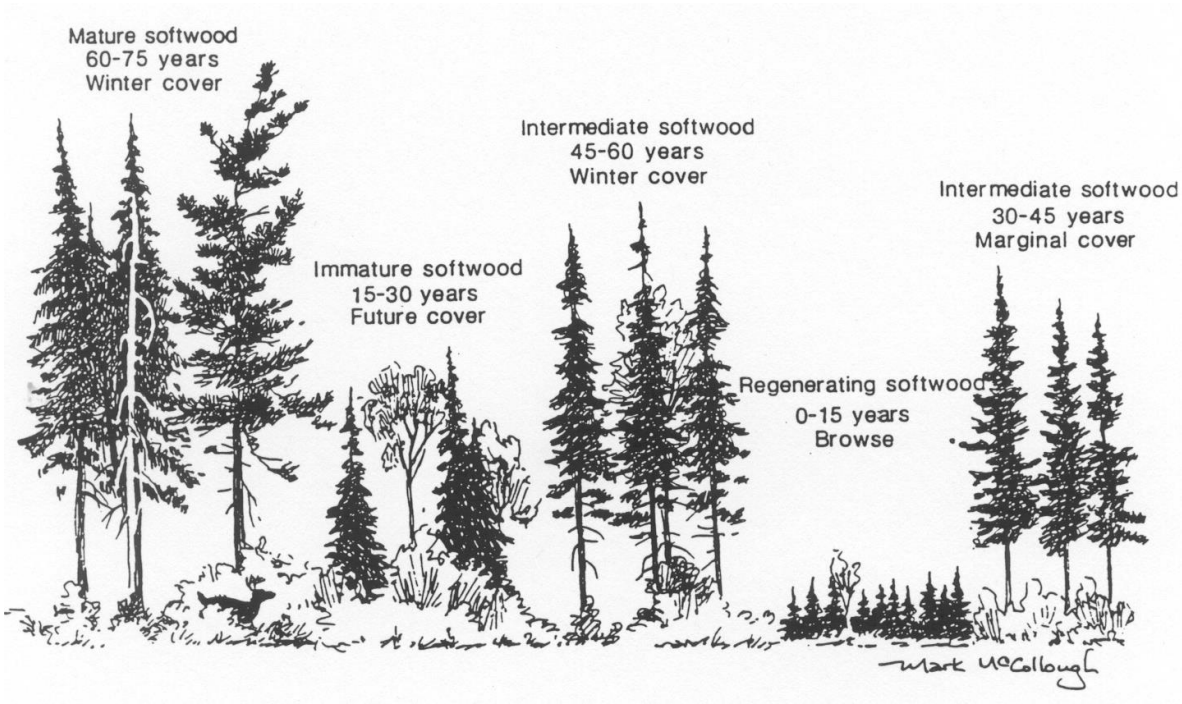



**Figure 1.** A 75-year rotation with a 15-year cutting cycle produces five age classes of softwood and perpetual winter cover for deer.

Since the early 1980's, Maine's population of wintering deer has increased from 160,000 to approximately 300,000. MDIFW has met population objectives in about 10 of a total of 30 Wildlife Management Districts. As expected, MDIFW has been more successful in achieving deer population goals in central and southern Maine where wintering habitat and other factors are more favorable. Today, deer abundance ranges from 2 to 5 deer per square mile in the north, to 15 to 25 deer per square mile in central and southern areas. Some locations, in which access to recreational deer hunters has been limited or denied entirely, support deer populations of 40 to 100 deer per square mile. These latter areas are substantially above desired population levels, and they are the focus of most deer/people conflicts in our state today.

Increasing deer populations in Maine's northern and eastern timberlands will depend on our success in protecting and increasing current amounts of deer wintering habitat. In Maine's heavily developed southern and coastal regions, we will need to develop innovative approaches to safely increase deer harvests in order to bring high current deer populations

down to more tolerable levels. In all of Maine, we will need to improve access to huntable land through pro-active landowner relations programs in order to keep deer populations at tolerable levels.

For more information, contact Maine Department Inland Fisheries and Wildlife
207-287-8094

# Vernal Pools

***Habitat Description and Threats***

Vernal pools are currently defined by the Maine Department of Inland Fisheries and Wildlife (MDIFW) as naturally-occurring, temporary to permanent bodies of water occurring in shallow depressions that fill during the spring and fall and may dry up completely during the summer. Vernal pools have no permanent predatory fish populations, thus providing the primary breeding habitat for several species of fishless pond associates, including Maine's five vernal pool indicator species: spotted-, blue-spotted-, and four-toed salamanders, wood frogs, and fairy shrimp. Vernal pools also provide habitat for other wildlife including several of Maine's rare and endangered species including Blanding's turtle (Endangered), spotted turtle (Threatened), wood turtle (Special Concern), ribbon snake (Special Concern), and the ringed-boghaunter dragonfly (Endangered).

Vernal pools vary in size, ranging from several square feet to several acres. They can be found in a variety of sites, such as isolated wooded depressions or as part of larger wetland complexes (commonly forested or scrubshrub wetlands). The Natural Resources Protection Act (NRPA), administered by the Department of Environmental Protection, regulates impacts to wetlands in organized towns. However, disturbances to wetlands that impact less than 4,300 square feet (~0.1 acres) are exempt under NRPA, and impacts between 4,300 and 15,000 square feet (~0.3 acres) require the lowest level of review, with an expedited 30-day review process and no requirement of compensation for wetland loss. As a result, many vernal pools fall below the size threshold of wetland impact that is regulated. For example, a vernal pool study in York County demonstrated that 58% and 80% of the vernal pools identified were less than 4,300 and 15,000 square feet, respectively. **Thus, the protection of this significant wetland resource falls largely to the voluntary efforts of informed landowners and town planners.**

***Management Considerations***

**(**THE FOLLOWING GUIDELINES ARE RECOMMENDED FOR VOLUNTARY USE AND ARE NOT INTENDED FOR MUNICIPAL ZONING PURPOSES**)**

The following management considerations are based on current knowledge of vernal pool conservation in Maine. If utilized by landowners and town planners, this information can help to conserve this unique wetland resource.

- **Vernal Pool Identification:** Some maps and aerial photographs can be helpful in locating vernal pools on the landscape. Isolated vernal pools are often indicated on National Wetland Inventory (NWI) maps, available from the Maine Geologic Survey, using the PUB ("palustrine unconsolidated bottom"; usually PUBH or PUBF) and PSS ("palustrine scrubshrub"; usually PSS1E or PSS1F) designations (Palustrine refers to non-tidal wetlands such as swamps and small ponds). Vernal pools can also be embedded within larger wetland complexes, particularly within emergent marsh (PEM) or forested wetland (PFO) systems that are not connected to permanent streams. Because vernal pools are often too small (<1 acre) to be identified on NWI maps, large-scale (e.g. 1:4,800 or 1:12,000), leaf-off aerial photographs are an excellent identification tool for delineating smaller vernal pools on the landscape. The "Maine Citizen's Guide to

Locating and Documenting Vernal Pools" (available from MDIFW or Maine Audubon Society) provides detailed information on vernal pool identification in the field.

- **Upland Life Zone Conservation:** The ecological functions of vernal pools are intimately dependent on the integrity of the surrounding upland forest. A vernal pool's food-chain is fueled by leaf, branch, and other plant material from the adjacent forest. Because of their generally small, defined watersheds, vernal pool water quality is strongly influenced by land-uses in the immediate vicinity. Further, Maine's vernal pool amphibians and several endangered species regularly make use of the forested uplands abutting vernal pools to complete their life needs. Indeed, it is probably more appropriate to refer to the intact forest surrounding most vernal pools as a "life zone" rather than a "buffer zone". For these reasons, it is important to leave a zone of intact natural vegetation around the pool for as great a distance as possible from the edge of the pool's high water mark. A buffer of at least 100 feet will help maintain water quality, but will only partially protect amphibians and turtles living in and around the pool. **Vernal pool amphibians and reptiles require several hundred feet of relatively undisturbed upland habitat surrounding the pool basin to ensure their continued existence.**

  Best Management Practices (BMP's) for forestry and residential development around vernal pools have recently been published and are available to the public from Maine Audubon Society and MDIFW. Finally, in areas where vernal pool densities are exceptionally high, and endangered species values have been documented, it may be more efficient to consider treating vernal pool clusters and the associated upland matrix as a single planning unit rather than developing protection strategies for one pool at a time.

- **Protection Alternatives:** A variety of tools are available at the local level to help protect areas of the landscape with high vernal pool densities including:
  - Municipal Open Space Planning and Resource Protection Districts
  - Municipal or Landtrust Acquisition and Easements
  - Strong Municipal Enforcement of Shoreland Zoning
  - Careful Review and Planning of Subdivision and other Development Footprints
  - Landowner Outreach and Education

In most cases, voluntary protection by responsible landowners remains the most effective means of maintaining these important habitats.
For more information, please contact:

Phillip deMaynadier
Endangered Species Group
Maine Department of Inland Fisheries and Wildlife
650 State Street
Bangor, ME 04401
207-941-4239