

2022 Comprehensive Plan Town of Kennebunk

1 Summer Street
Kennebunk ME 04043
Plan Adopted: June 14, 2022



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Vision Statement

The Town of Kennebunk completed its first major Comprehensive Plan in 1991 in accordance with the State of *Maine Growth Management Act*. The vision for the Town at that time was to maintain the small-town character, support the three villages, preserve the Town’s rural character and agricultural uses, preserve open space, protect natural resources, support the local business community and manage the Town’s growth so it was concentrated in designated growth areas where public services and infrastructure were available.

Kennebunk Today

The creation of this Plan is a snapshot in time. The Town pattern of growth has (mostly) aligned with the 1991 vision. The population in 1991 was about 8,300, with approximately 3,200 households. According to 2020 census numbers, the population has increased to 11,536, living in approximately 5,300 households. Residential growth has, in general, followed a pattern that clusters housing in designated growth areas near services and infrastructure and preserves open space, and Kennebunk Land Trust works closely with developers and donors to increase the number of parcels available for public enjoyment and maintenance of wildlife habitat, resulting in an increase of total open space acreage from 20% in 2003 to 24.7% in 2020.



The Kennebunks are frequently listed as a superior vacation and beach destination and coastal living spot in popular travel and coastal magazines, evidence that historic properties, attractive shops and restaurants, and the natural draw of the ocean and natural environment are considered positive attributes for visitors and residents alike.

Residents value the “small-town charm” that is embodied in neighborhoods of older homes (*Summer Street pictured to the left*), small-scale subdivisions, sidewalks and shade trees, the relative absence of national-chain merchants, the clustered (and convenient) nature of commercial offerings, the village structure of Upper Square, Downtown, Lower Village, and West Kennebunk Village, locally-owned businesses, views of salt marshes, and significant outdoor recreational activities provided by Town beaches, walking trails, bicycle paths, kayaking, surfing, and commercial boat trips.

Kennebunk has, for several years, been rated as the “one of the safest towns in Maine.” It prides itself on responsive municipal services, with many working Boards and committees involved with research and informed decision-making. The RSU-21 school system offers a highly-rated scholastic and athletic program, making Kennebunk a great place for kids to grow up. People are friendly, caring, and involved in community life – they know their neighbors and look out for them. There is an active artists’ community, a well-stocked library, an ever-growing museum, service clubs, and many churches.

One of Kennebunk’s strengths is the close relationship it maintains with other nearby towns, particularly Kennebunkport and Arundel. These towns “play well together,” offering complementary services and

attractions, and cooperating to regionalize functions when possible. Because they present such a united front, visitors are often surprised to learn that the towns are not all one entity, and that when standing in Kennebunk, they are not in Kennebunkport, which still, perhaps due to long-time association with the Bush family, has greater name recognition.



Wednesday night concert at Lafayette Park

In the past 30 years, economic development has expanded north and south along Route 1 beyond the Downtown (the Town’s primary “village”), making it easy for residents to satisfy many of their everyday needs within Town borders, and providing jobs. As measured during 2019, the average work commute for Kennebunk workers is 24 minutes. Lower Village has seen an increase and expansion of excellent quality privately-owned restaurants, shops and service businesses that attract both tourists and full-time residents. The Town’s embrace of the Complete Streets program has visually enhanced both business districts

and provided increased safety for pedestrians and bicyclists. Selective use of Contract Zones has enabled hyper-local zoning changes that added commercial growth adjacent to Kennebunk’s Maine Turnpike interchange and enabled redevelopment of old schools into affordable housing.

Transportation is still mostly by automobile, although some visitors arrive by train or bus, landing at the Wells Transportation Depot, the nearest Amtrak stop and bus station, and some local and seasonal inter-town service exists.

There are more houses here now than in 1991, the Downtown has been revitalized, and the schools remodeled. Another change, however, is the acceleration of sea level rise and climate change, a process that has impacted the Town’s coastline with more frequent “splash-over” onto Beach Avenue and into the yards of oceanfront homes, with damage to the seawall. The Town is now part of a multi-municipality group working on ways to plan for future sea level rise.



Early morning in Downtown during the holidays

Kennebunk Tomorrow

Kennebunk’s 43.87 square miles are comprised of 35.05 square miles of land, and 8.82 square miles of water. By 2031, the population of Kennebunk is estimated to be approximately 12,500, a ten year increase of 7.8%, and another 260+ housing units will exist. Commercial growth, which comprised just 4.8% of properties in 2017, will likely only increase that use to 5%. The 81.3% of land currently being used for residential will increase, to perhaps 84%, reducing the 8.3% of vacant/undeveloped land to under 6%. More than half of this growth will be clustered in the York Street Mixed Residential and Commercial District, the Village Residential District, and areas near Route 1 and other main roads radiating out from Downtown, which will help limit the tax burden of providing necessary Town services such as snow plowing of roads and sidewalks, and Emergency services, to new streets in further-out neighborhoods, and will protect wetlands, watercourses and groundwater in the more rural Districts. The West Kennebunk Village Residential District will see growth as well, due to the relative

availability of larger undeveloped parcels and its location near two schools and the entrance to the Maine Turnpike.



The Memorial Day Parade

Downtown Kennebunk will continue to be the town center for a variety of businesses and services, including restaurants, specialty shops, banking, Town Hall, the Kennebunk Free Library, historical buildings, and the Brick Store Museum.

Residents and visitors will come for Downtown events that have been traditions for many years: the weekly Farmer’s Market, free concerts at Lafayette Park, the holiday Tree Lighting and Carol Sing, the Waterhouse Center and its seasonal ice skating,

pickleball league, and weekly vendors’ market. Residents will continue to spend weekend afternoons watching a live band perform in Tibbitts Square, ice cream in hand, and couples will continue to get married in the gazebo at Rotary Park, overlooking the Mousam River. The Memorial Day parade will come through. Parking will continue to be available both on-street and in Town lots tucked behind businesses, bordered by long-established residential neighborhoods, where Halloween draws thousands of trick-or-treaters each year. The Summer Street Historic District, including the beloved Wedding Cake House, will continue to receive Historic Preservation Commission oversight to maintain its integrity, with praise from tour guides bringing groups of visitors through.

Lower Village will continue to evolve as a mixed use neighborhood of homes and businesses, some of which cater seasonally to visitors and others that serve residents year-round. This includes boat cruises, kayak, bike and scooter rentals, gift and clothing shops, working marinas, restaurants, lunch spots and bars, gyms and wellness specialists, real estate agencies, narrated tours, and hospitality offerings. It will continue to be a venue for seasonal events such as the Chamber of Commerce’s annual LAUNCH festival celebrating the area’s maritime history, and Christmas Prelude, which draws thousands of visitors each December to engage with Santa, lobster rolls, shopping and craft fairs.

In Lower Village, parking will continue to be made available on-street and in (mostly) paid lots, with shuttle service available from Downtown or Sea Road School at peak times, as the population grows.

West Kennebunk Village, host to an elementary school, middle school, community center, the Animal Welfare Society, playground and businesses clustered near the Maine Turnpike interchange and rest stop, will see more homes. Zoning ordinances will continue to position such growth to protect the agrarian look and feel along the roadways that connect West Kennebunk to Downtown and to the adjacent towns of Wells, Sanford and Biddeford. The Blueberry Plains will continue to be a protected destination for walkers, anglers and berry picking.

The beaches and walking trails scattered around town will continue to be a magnet for visitors and residents alike, with Town commitment to maintaining beach access at its current level. Gooch’s Beach will continue to be the place where dogs go to see, and be seen, as the “Pooches on Gooch’s” popularity continues. Surfing lessons will continue, and every storm will bring out dozens of wetsuit-clad souls to take advantage of the big waves. At Mother’s Beach, kids will continue to run between the tidal pools and the KBIA playground. Testing of the water for bacteria will continue, and because of mitigation efforts by Kennebunk and its upstream neighbors, water quality will be better than it is in 2021.



Gooch’s Pooches

Route 1 North will further evolve from a condensed and convenient mix of business, shopping and age-friendly residential uses to selectively add smaller scale residential units suitable for multigenerational and workforce housing, to leverage the existing network of sidewalks and designated bike lanes.



Route 1 South will see continued small scale mixed residential and business growth that can mesh well with existing wetlands constraints. “Home Improvement Mile” branding will expand to include signage to provide identity and attract like businesses. When travelers enter Kennebunk from Wells, enhanced “welcome” wayfinding signs will

provide directions to town attractions.

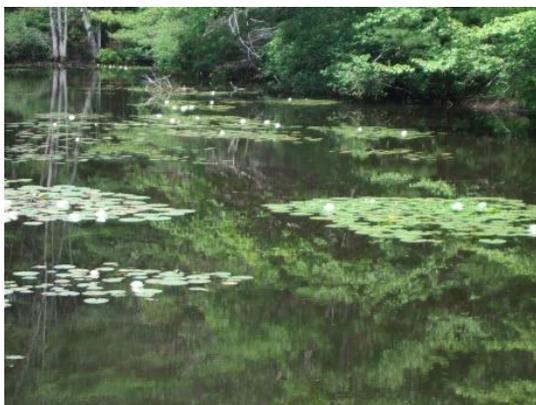
The Western Avenue corridor from the Wells border into Lower Village will be maintained in its current rural state, with much of the land conserved by Rachel Carson Wildlife Refuge, so that visitors can continue to enjoy the views of salt marshes up and down the Mousam River from the bridge, where anglers try for striped bass and kayakers drop their boats into the river. As they approach Lower Village, the small-scale mixed residential/business look and feel will increase anticipation of what lies just ahead in Lower Village.



Entering Lower Village on a winter's day

Keeping what we value as we grow

As noted, the Town’s previous Comprehensive Plans and resulting changes to Zoning ordinances have, for the most part, directed growth to places where it is wanted, and that is expected to continue over the next ten years. The Planning Board and Site Plan Review Board receive ongoing guidance from many community members, which results in an ongoing dialogue around such things as improving the Town’s carbon footprint, creating and applying Design Standards for better commercial development, addressing the needs of elderly and financially-challenged residents, preserving historic structures and scenic views, preparing for climate change and sea level rise, and providing compelling recreational opportunities. The Select Board is a valuable player in these goals as well, providing guidance to help the Town grow gracefully.



A Lower Village pond along Bufflehead Cove Road

To preserve the “small town look and feel” desired by residents, massing, scale, height and placement of most new residential housing will necessarily mimic what exists in 2021 (and earlier periods). It is also possible to creatively combine residential units with commercial or industrial uses, with such units assuming the form, shape and aesthetics of primary use of those buildings. Redevelopment of existing properties should echo the “small town look and feel” mandate.

Residents clearly want to preserve open space as well as the existing marine and water resources, but do want middle- and lower-income families as well as seniors to have the financial ability to live here. There is concern about the ability of long-

time residents to continue to live in Kennebunk. Honoring both goals is a balancing act. Ordinance changes will expand opportunities to more efficiently utilize infill lots in the Village Residential and York Street Mixed Residential and Commercial Districts, and the concept of contract zones will enable the Town to incent the development of more small-scale units, including one-floor units, that are more affordable and functional for small families and seniors than some of the larger single family homes that currently exist. While there is room for residential expansion in the West Kennebunk Village Residential District - categorized as a growth area - the lack of sewers warrants discretion, as there are significant networks of wetlands and streams that flow into the already-impaired Kennebunk River. Lots there will necessarily be larger than those in neighborhoods that have access to sewers, and this has the potential to create neighborhoods that are not affordable, as well as more costly for the Town to provide plowing and emergency services.

In Kennebunk, wetlands are an omnipresent factor that impacts the size and design of subdivisions. Wetlands are also the unsung heroes of groundwater and surface water protection, and their integrity has a direct impact on water quality in the Kennebunk and Mousam Rivers, which affect the Town's economically important beaches. The recently-released Wells Reserve Kennebunk River Management Plan offers a guide for Kennebunk and its neighboring towns to take steps to reduce an ongoing problem with bacteria in the Kennebunk River. Although Kennebunk's wetlands regulations are stringent, there are opportunities to increase required setbacks and put into place nuanced mitigation techniques to replace functionality lost when wetlands are filled to enable driveway and road crossings. It will also be important for the Town to complete its project of stormwater system GIS mapping, to plan upgrades to improve the quality of water flowing into rivers, and to consider expanding aquifer protection regulations beyond the already-protected Branch Brook aquifer to encompass other aquifers within the Town borders.



Looking toward Lord's Point from Beach Avenue on a stormy day

Climate change will continue to be a focus for Kennebunk and its neighboring towns, which are working with Southern Maine Planning & Development to plan for projected sea level rise and its impact on the Town's beaches and coastal neighborhoods. This planning will necessarily involve some difficult decisions, and the possible need to move, replace or raise infrastructure prior to 2031.

By 2031, the Town will likely have a new Town Garage, and will be a few years into the execution of a multi-year project to evaluate and upgrade as necessary other Town facilities, including Town Hall, police, fire and emergency infrastructure, in order to provide enhanced services for residents and visitors into the future.

Kennebunk's popularity as a tourist destination will continue to impact traffic and parking on a seasonal basis, and the Town will assess ways to create a means to transport visitors to Lower Village and the beaches from more distant lots. Tourism will continue to be a dominant industry in Kennebunk and its neighboring oceanfront towns.

Public Participation

Overview and Acknowledgements

The Comprehensive Plan Update Committee began its work in 2016, charged with evaluating demographic changes, population, and economic trends that have affected recent development, while addressing changes in transportation patterns and demands, adequacy of public facilities and services, fiscal capability and capital improvement plans, the effects of climate change on natural resources, and assessing the overall changes that have occurred in the community over the past decade. The purpose of creating the plan is to provide solid planning guidance to Town leaders for the coming decade, guidance that is based on the wants and needs of residents. To begin the creation of this plan, the Town solicited public input through community surveys, outreach to key town organizations, public open houses, an online commentary app, and workshop meetings with the Select Board and Planning Board.

The Comprehensive Plan Update Committee received assistance at different points from Town staff, the Southern Maine Planning & Development Commission and Kennebunkport-based consultant Carol Morris. Committee volunteers were appointed by the Select Board on the basis of diversity of experience. Members both past and present include:

- Robert Metcalf, Chair, *Planning Board Representative*
- Robert Georgitis, *Economic Development Committee Representative*
- Nick Branchina, *Conservation & Open Space Committee Representative*
- Elizabeth Smith, *Lower Village Committee Representative*
- Barbara Fleshman, *Historic Preservation Commission Representative*
- Janice Vance, *Community Representative*
- Edward Trainer, *Resident Representative*
- Jeffrey Bonney, *Community Representative*
- Keith Wallace, *Resident Representative*
- Joseph E. Bergeon, *Youth Representative*
- Philip K. Parker, Jr., *Site Plan Review Board Representative*
- Maureen Adams, *Historic Preservation Committee Representative*
- Daniel Lyons, *Community Representative*
- Thomas Cahoon, *West Kennebunk Village Committee Representative*
- Kyle Ryan, *Youth Representative*
- Chris Osterrieder, *Community Development Director*
- Judith Bernstein, John Stoll, and Brittany Howard, *Town Planner*
- Mathew Eddy and James Black, *Economic Development Director*
- Edward Karytko and Blake Baldwin, *Select Board Liaison*

Community Survey

The first step in the public participation process was to send a survey to all Town taxpayers by mail that asked both specific yes/no questions as well as an open-ended “what are the biggest challenges for Kennebunk” query. Responses could be made either online and in hard copy format. A total of 505 responses were received, with 247 respondents providing answers to open ended questions.

A plurality of respondents:

- Lived in Kennebunk 20+ years;
- Wanted to neither encourage nor discourage residential growth, and new business/industrial development but direct it to appropriate areas;
- Felt Kennebunk's Land Use Regulations struck a good balance between the need for regulation and property owners' rights;
- Wanted to encourage new business and industrial development, but did not want to see more land set aside exclusively for these uses;
- Felt the Town could do more to encourage low and moderate priced housing options;
- Felt all new residential dwellings should be charged an impact fee to help defray the cost of public infrastructure improvements, such as schools, traffic and recreation;
- Felt user fees were a good way to cover the cost of additional services (i.e., Parks & Recreation trips, dump services, beach parking);
- A very slim majority did not want to expand the Historic Preservation Overlay District to include additional areas;
- By a very wide margin, wanted to support (through the use of a portion of tax dollars) the purchase of land or conservation easements as a means of protecting natural areas;
- Felt the Town was doing a good job protecting the Town's rivers, marshes and other areas of scenic beauty and environmental importance;
- Gave generally very good marks to the quality of service that is provided by Town of Kennebunk employees, Ambulance/Rescue services, Police protection, Fire protection, trash and recycling, education, public library, Town Hall, and public service resources for children;
- Were slightly less enamored with street maintenance and repair, recreation services, speed control, traffic management, parking and accessibility for voting, land use planning, code enforcement, and services for seniors and the disabled;
- Felt a proposal to construct more sidewalks and bike lanes along public streets was high priority.

The open-ended question "What is the biggest challenge for Kennebunk?" produced some unique responses, but also many versions of the same set of values, which could be summed up as:

- Keeping taxes at a level that residents can afford while still maintaining Town services;
- Creating housing that is affordable to younger families, seniors, and long-time residents;
- Making the downtown a viable destination;
- Building the commercial/industrial base to reduce reliance on residential taxes;
- Keeping and attracting local businesses and not chain businesses;
- Preserving the town's natural resources;
- Traffic, parking, bike lanes;
- Keeping small-town charm, limiting development.

A complete breakdown of comments can be found in the Appendix.

Outreach to Town Organizations

In 2018 committee members went out to local organizations to explain the purpose and importance of the Comp Plan, solicit input, and invite individuals to view and comment on the draft Chapters that were posted to the Town website. Organizations visited included the Energy Efficiency Committee, Kennebunk Land Trust, Lower Village Committee, KHS Environmental Club, Parks & Rec Dept., Historic Preservation Committee, American Legion, Conservation and Open Space Planning Committee, West Kennebunk Committee, Committee

on Aging, River Committee, Bicentennial Committee, Rotary, Chamber of Commerce, and Kennebunk Fish and Game.

Public Open Houses

Two open houses were held at Town Hall, one in on a Saturday morning in January 2019 and another on a weekday evening in February 2019. Notice of the open houses was provided in local newspapers, the RSU-21 newsletter, the Town website and Town Facebook page. Preliminary plan recommendations based on earlier public input were displayed on posters segmented by subject matter. Participants placed green dots on the recommendations they agreed with, and red dots on those they disagreed with. There was no limitation on the number of dots they could use. Each open house was attended by 30-40 people. Popular recommendations were:

- Create a Housing Committee to help find solutions to the lack of affordable and workforce housing;
- Build smaller and lower cost homes; limit development in general to protect rural areas; consider assessing impact fees to developers;
- Adopt stormwater best management practices (BMP) to protect river and ocean waters;
- Create a program for septic inspection and mandated pump-out schedules;
- More regionalization of services for cost savings and greater efficiency;
- Interest in looking at inter-town public transportation;
- Need to proactively address climate change and sea level rise by adopting zoning ordinances that increase wetlands setbacks and prohibit new development in vulnerable areas;
- Support for local fishermen; balance of commercial and recreational use of the harbor;
- Work more closely with Kennebunk Sewer District to ensure proposed growth areas can be properly supported;
- Expansion of sidewalks and bike paths on main roads;
- Look at existing ordinances to support historic preservation; work with the Brick Store Museum;
- Enhance public access to the Kennebunk and Mousam Rivers;
- Recognition that the Monastery property is a valuable open space along the Kennebunk River and if the current owner wishes to sell the property, the Town should consider an option to purchase all or part of it to ensure public access to the river.

A complete breakdown of comments can be found in the Appendix.

Online Community Conversation

In 2018 the Town set up an online app that allowed members of the public to comment and interact with each other to provide more detail about Kennebunk's strengths and weaknesses. Town staff posted topical questions and monitored responses, allowing the public to easily provide input on Plan topics. This opportunity was promoted on the website and Town Facebook page.

All comments are captured in the Appendix.

Select Board and Planning Board Workshops

In March and April of 2019 four joint workshops open to the public took place with the Select Board to discuss the project and the work that had been produced thus far. The Planning Board considered and commented on the work at a meeting in June 2019, and began discussions on ordinance changes to enable affordable housing and mitigate wetlands impacts. Another Select Board workshop took place in February 2021 to restart the

project after a lapse during Covid-19 restrictions. In May 2021, the Planning Board and Select Board provided final input to the Comprehensive Plan Committee. In September 2021, the Comprehensive Plan Committee voted the Plan to be complete.

Final Public Hearings

The Draft 2021 Comprehensive Plan was posted to the Town website October 29, 2021, with notice to residents provided via Facebook, on the website itself, text messages and via a Kennebunk Post article on November 19. A public hearing was held December 1 via Zoom (due to pandemic restrictions). Over 500 fliers advertising the Plan's availability for review, and the upcoming public hearing, were given out at Town Hall on Election Day. Out of approximately 40 attendees, 14 residents provided verbal comments, which included a request for the town to ban synthetic herbicides; acknowledged support for enhanced protection of wetlands and river quality; and posed questions about projected school enrollment, senior and affordable housing, and reasons behind the 2009 closing of town shellfish beds. The Town received separate written comments from Hope Woods Cemetery, Kennebunk Land Trust, Kennebunk Free Library, and the Energy Efficiency Advisory Committee. The Comprehensive Plan Committee met on December 6 to review all comments and outlined minor copy changes needed to address them, which are incorporated into this document.

All comments are captured in the Appendix.

Incorporating Residents' Wishes into the Plan

Since initial public comments were received and tabulated, a few desired projects came to fruition. New sidewalks and bike paths were added along the entire width of Summer Street to connect the Downtown with the Lower Village. Hope Cemetery added of a network of walking paths close to the Downtown, with one designated as a Universally Accessible Trail. Multi-town discussions have taken place with Southern Maine Planning to address the effects of climate change and sea level rise on the oceanfront. Part of the Beach Avenue seawall and adjacent sidewalk and roadway have been rebuilt and hardened. A discussion with Southern Maine Planning to address affordable housing is in the works. The Planning Board and Conservation Commission are working together on wetlands mitigation procedures.

Most of the action items shown in the Future Land Use Plan are designed to maintain and enhance Kennebunk's natural and marine resources, local businesses, recreational activities, and small-town look and feel. Residents do not express a desire for wholesale changes to the quality of life offered in town, and have valid concerns about the escalating cost of government and housing as well as "too much development too quickly." These concerns will be taken seriously by Town leaders.

Regional Coordination Program

Overview

There are a variety of cooperative arrangements between southern Maine towns that allow the exchange of information, assets and cost sharing.

Coastal towns from Kittery north are impacted by sea level rise, and all are engaged in managing the thriving tourism industry. All towns have been impacted by the effects of Covid-19, which has changed the logistics of education, jobs, healthcare, traffic, transportation, recreation and local business. These challenges have necessitated more inter-town communication and consideration of regional solutions. At this time, there are no conflicts with neighboring towns' policies or strategies, and there is a shared sense of responsibility to serving the needs of residents, businesses and visitors.

Long-Term Regional Partnerships

- Kennebunk, Kennebunkport and Arundel have an ongoing conjoined relationship in the form of a shared pre-K through Grade 12 school system – RSU-21, which serves in excess of 2500 students in the three towns.
- The Chamber of Commerce also serves the three towns as a unified whole, with more than 500 member businesses.
- Kennebunk and Kennebunkport share a Harbormaster, to manage the use of moorings and work with the (also shared) Kennebunk River Committee to protect the safety of river users.
- Kennebunk's emergency dispatch for Fire Rescue and KPD is managed by the Sanford Regional Communications Center, which handles calls for Acton, Alfred, Kennebunk, Lebanon, Limerick, Hollis, Newfield, North Berwick, Sanford, Springvale, Shapleigh and Waterboro.
- Kennebunk Fire Rescue works with all its immediate neighbors to provide Mutual aid for both fires and EMS calls, including Arundel, Wells, Kennebunkport and Alfred. Outside of that immediate circle it also operates under the York County Mutual Aid agreement and serves many other Towns, including Sanford, Biddeford, Goodwin's Mills, and Wells. In 2020 the Department provided mutual aid 90 times and receive aid 63 times. These numbers are on the increase.
- The Kennebunk, Kennebunkport and Wells Water District's service area is joined to a larger network that extends 25 miles along the York County coast and includes the Towns of Kennebunk, Kennebunkport, Wells, Ogunquit, Arundel and portions of Biddeford and York.
- Kennebunk's active participation in the Southern Maine Planning and Development Commission (39 member communities) provides economies of scale for planning and regulatory issues.
- Kennebunk is one of the 26 towns and 3 cities in York County that signed a Disaster Mutual Aid Agreement to establish and implement a plan for disaster preparedness and response in case of an event or incident that may prove too great for any one municipality to deal with unassisted.
- Community Outreach Services of Kennebunk operates the Food Pantry, which provides both perishable and non-perishable food daily upon request to residents of Arundel, Kennebunk, and Kennebunkport.
- The Police Department shares some specialty services with other towns, including York County assistance for Accident Reconstruct, and has a staff Drug Recognition Expert called upon by other agencies. The Department is part of District 1 Training Counsel that encompasses all law enforcement agencies in York County, which collaborates on bringing training at shared costs to all departments.
- Along with other towns in the Southern Maine Planning & Development region, the Town Public Services Department participates in a program to purchase bulk materials including sand and salt, which allows the Town to take advantage of cost efficiencies. The Department has informal agreements with

other area towns, in particular Kennebunkport and Arundel, and with the RSU, to share larger pieces of equipment for specific tasks as needed.

- Kennebunk and Kennebunkport share costs for the annual July 4th fireworks.
- Kennebunk, Kennebunkport and Wells Water District initiated the Branch Brook Consortium consisting of the towns of Kennebunk, Wells and Sanford to protect Branch Brook surface water.

Ad hoc Regional Partnerships

- Kennebunk, Kennebunkport, Arundel and Lyman are partially funding a multi-year study overseen by York County Soil and Water Conservation to investigate sources of pollution in the Kennebunk River and recommend strategies to improve the River's water quality. The 2021-2031 Kennebunk River Management Plan report detailing "next steps" was issued in February 2021.
- Kennebunk and Arundel are currently exploring joint adoption of an Independent Transportation Network for residents who cannot drive.
- Kittery, Kennebunk, Kennebunkport, Ogunquit, Wells, and York, working with the Southern Maine Planning and Development Commission (SMPDC) in a Regional Sustainability and Resilience Program, with town funding to support the regional two-year pilot program and the creation of a Sustainability Coordinator position. Housed within and managed by SMPDC, the Sustainability and Resilience Program will support both regional and individual community efforts. SMPDC staff will coordinate and lead sustainability and coastal resiliency efforts for the six-town group with the aim of enhancing sustainability, climate preparedness, and coastal community resilience of the individual towns and of the region.
- Kennebunk Parks & Recreation Department has partnered in past years with both Kennebunkport's and Arundel's Recreation Departments to put on a community fall and spring soccer (KAK Soccer) as well as a basketball program (KAK Basketball). Residents of each town registered with their respective town to facilitate expense tracking and volunteer coach participation, but practices and games are held jointly. In 2020, during the pandemic, all three recreation departments joined together to supply and deliver themed summer camp recreation bags with fun activities to homes of registered children in the three-town area.

Topic Areas

Historical and Archaeological

Overview

Kennebunk, a designated Maine Certified Local Government, prides itself in its heritage and culture and maintains its heritage through written records as well as its architectural structures and archeological sites. The Town established a Historic Preservation Overlay District in 1963 as well as the Historic Preservation Commission to preserve its architecture detailing various eras of significance and historic archeological sites. Federal, State and Town preservation ordinances (Zoning Ordinance Article 8, Section 17; Article 12) are followed by the Kennebunk Historic Preservation Commission which works with Town staff, Maine Historic Preservation Commission and other local town historic commissions to ensure historic assets are maintained and protected. The Kennebunk Town Historian is also used as a resource, especially for archeological issues. Significantly, the Town recently supported several phases of an archeological survey of the freed enslaved-peoples settlement site. The site was prized by the Maine State Archeologists for being previously undisturbed. The goal of the project is to achieve historic designation status in the not-too-distant future.

Because of the irreplaceable nature and historic value of architectural and archaeological resources, they are protected by town, state and federal laws. This includes structures or sites enrolled in the National Register of Historic Places or are eligible for nomination to the register. Often archaeological resources are the only record of towns' historic heritage about women, children, black, indigenous, and poor inhabitants.

History of Kennebunk

Kennebunk has maintained a rich historical record of its development as a village and town through written records and its architectural structures and archeological sites. In the Abenaki language, Kennebunk means "the long cut bank," presumably the long bank behind Kennebunk Beach. The phrase, "Kennebunk, the only village in the world so named," was originally featured on a large locally famous sign attached to the Kesslen Shoe Mill and is still displayed on the Lafayette Center on Route 1.

A group of Kennebunk volunteers have begun research through several organizations to discover Kennebunk's early history prior to arrival of European colonists to add to the many existing histories written by our local authors. Much of this pre-colonial history is difficult to uncover. The group is carefully researching native/tribal views on issues as far back as possible. The tribes themselves did not think of territory and "ownership" of land in the way that has been used to categorize them much later in time.

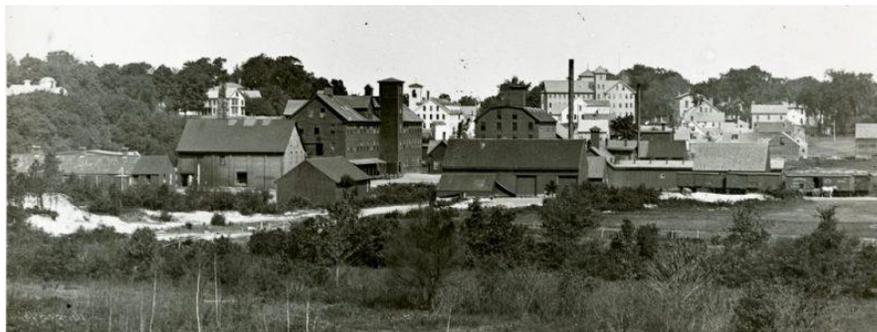
Kennebunk was first settled by European colonialists in 1621. In the very earliest days of colonization, "*the kennebunk*" was shared sacred land. The Abenaki people journeyed south as seasonal migrants from their homelands each Spring to the "long cut bank."

As early as the 1620s, a series of waterfalls on the Mousam River provided power for sawmills and grist mills, and the Kennebunk River served as a port of entry and base for the building of wooden ships. Homes, churches and mercantile uses clustered around these early centers of commerce, and rudimentary early roads were created to allow teams of oxen and horses to haul loads of lumber from the western forest to supply the burgeoning shipbuilding industry.

The Landing area between Lower Village and Downtown played a primary role in the town's 18th and 19th century shipbuilding industry and still shows visible remnants of this history, including a shipway and timbers from an old dock. As the size of merchant ships increased in the 1850s and it became too difficult to maneuver them downstream, shipbuilders moved their enterprises to Lower Village. An article in the Eastern Star Newspaper, dated 2 April 1915, lists all of the ships built in Kennebunk Landing from 1800 until 1885. The first ship was built in 1755 on the Kennebunk River at Mitchell's Wharf by John Bourne. The list was created by Seth E. Bryant and a copy of the article can be found at the Brick Store Museum or at its website: www.brickstoremuseum.org

Kennebunk was part of the town of Wells until 1820, when it incorporated as a separate town. By 1835, four distinct village centers had emerged: Mousam Village, the most populous of the village centers, which bordered "the turnpike" that would later become Route 1; Lower Village, at the mouth of the Kennebunk River and home to many wharves used by coastal shipping vessels; the Landing, center of the early shipbuilding trade; and the Plains-Alewive farming community. Small farms filled the areas between the villages, and houses were built along the expanding network of roadways. In 1842, the Portsmouth, Saco and Portland railroad line came through the western part of Kennebunk, and a depot was built next to the twine mill at Middle Falls, which resulted in the creation of Kennebunk Depot (later renamed West Kennebunk), a small village with eateries, lodging and stores to support the needs of residents, workers and travelers.

Mousam Village continued to grow with the advent of a thriving manufacturing complex along the Mousam River in the Water Street-Brown Street-Route 1 area, producing a variety of products including twine, cotton, thread, doors, sashes and blinds, and shoes; nearby worker housing began to mix with the grander homes along Summer Street owned by ship



Factories along the Mousam River – late 1800s Photo credit: Brick Store Museum

merchants. Among the firms doing business there were the Kennebunk Manufacturing Company, the Mousam Manufacturing Company, the Leatheroid Company and the Rogers Fibre Company. Stores and community gathering places opened along Main Street. In the 1870s the Boston & Maine Railroad laid tracks from South Berwick through Kennebunk to Portland, with a new station off Summer Street that delivered tourists to newly built hotels and cottages being developed by the Boston and Kennebunkport Seashore Company. Inter-town travel was further extended during the 1899 to 1927 period when Kennebunk was a stop on the Atlantic Railway, a trolley line that connected many York County points.

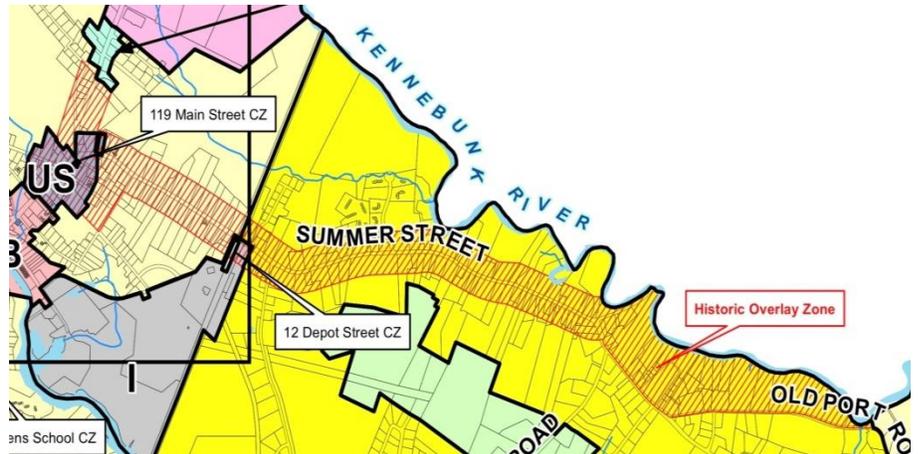
Lower Village initially served as a coastal shipping point, and later supplanted the Landing for shipbuilding, until the era of wooden ships and their construction largely came to an end in 1918. Its next role, as a destination for the growing tourist trade, was cemented in 1883 when a 4.5 mile Boston & Maine branch line along Kennebunk Beach into Lower Village opened the area to development of hotels, summer homes and supporting mercantile establishments. As automobiles began to dominate the transportation scene and roads were paved, train ridership declined and in 1926 the Lower Village branch line was abandoned.

Most of the industrial businesses disappeared by the early to mid-20th century leaving fishing, small independent businesses and tourism to become the primary commercial enterprises. The Town's historic architecture became a prominent feature of the cultural development of Kennebunk and led to the creation of

the Kennebunk Historic Preservation Overlay District in 1963. The district's role in the development of Maine's coastal tourism industry has continued to grow.

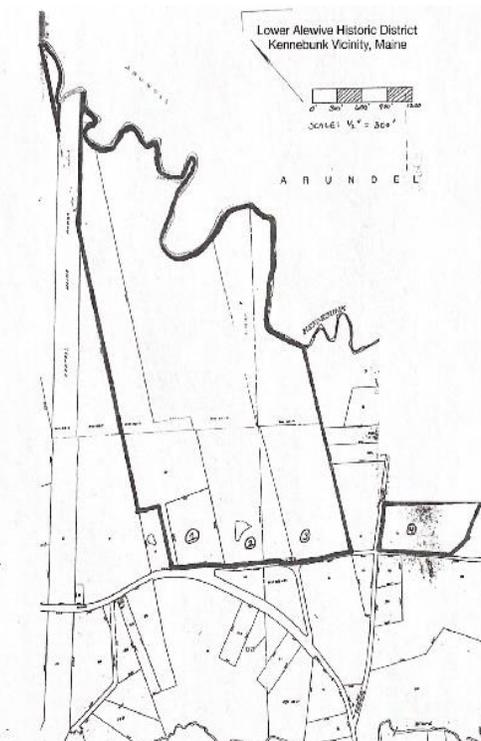
Kennebunk's Historic District

During the 1960s, recognition that historic properties were worthy of protection and preservation resulted in the creation of historic districts in many towns and cities across the country. In Maine, Kennebunk's Summer Street had the distinction of becoming the state's first Historic District, established in 1963. The district was listed on the National Register of Historic Places in 1974 (Information System ID 74000324). Its boundaries begin 300 feet from the centerline of Portland Road from Barnard's Tavern at the north to Bourne Street on the south, including properties on Fletcher Street which fall within the 300 foot boundary; all properties on Dane Street, Elm Street, Green Street; and properties on Summer Street from Portland Road to Durrell's Bridge Road. This district contains fine examples of early architecture, the most famous of which is the **Wedding Cake House**, a Federal-style dwelling extensively decorated with scroll saw Gothic trim. It has often been listed in travel websites and periodicals and has a reputation for being the most photographed home in Maine.



Street on the south, including properties on Fletcher Street which fall within the 300 foot boundary; all properties on Dane Street, Elm Street, Green Street; and properties on Summer Street from Portland Road to Durrell's Bridge Road. This district contains fine examples of early architecture, the most famous of which is the **Wedding Cake House**, a Federal-style dwelling extensively decorated with scroll saw Gothic trim. It has often been listed in travel websites and periodicals and has a reputation for being the most photographed home in Maine.

In 1994, the local Historic Overlay District was expanded to include properties below Durrell's Bridge Road to Old Port Road on the Kennebunk River side of Summer Street and properties on the north side of Port Road. The expanded area of the Historic Overlay District includes land on the north side of the street down to the Mousam River. This expanded area is not included in the National Register.



Also in 1994, the Lower Alewife National Register District became part of the National Register (System ID: 94000178). The district includes a row of four farmsteads on the north side of Emmons Road, east of the junction with Route 35 in West Kennebunk, and consisting of 208 acres. The farmsteads include: 1) Smith Farmstead (built c.1753, added to NR 1982), 2) Walker-Russell Farm (c. 1797), 3) Seth Emmons Farm (1840), and 4) Collins Emmons Farm (c. 1870).

In addition, the following properties and districts in the National Register of Historic Places were identified in the May 2020 State of Maine Inventory for the Growth Management Plan:

- Kennebunk Historic District
- Bourne Mansion, 8 Bourne Street (Built in 1812)
- James Smith Homestead, Route 35 (Built in 1753)
- William Lord Mansion, 20 Summer Street (Built in 1822)
- Lower Alewife Historic District

- Wallingford Hall, 21 York Street
- Kennebunk High School, 14 Park Street (repurposed and now managed as the Park Street School Apartments)

The following properties may also be eligible for listing in the National Register:

- Chestnut Hill Farm, 617 Alewife Road
- Fairview Farm, 164 Alewife Road
- Goodall Worsted Company/Kesslen Shoe Company (now Lafayette Center), 2 Storer Street
- Maple Top Farm, 885 Alewife Road
- Houses at 34 and 54 Fletcher Street
- JJ Keating Antiques, 70 Portland Road
- Houses at 57 and 59 Fletcher Street
- Farmsteads at 584 and 785 Alewife Road
- Farmstead, 89 High Street
- Joseph Curtis House, 7 Water Street
- Alewife House Antiques, 756 Alewife Road
- Upper Dam, Mousam River, Main Street
- Riverhurst Farm, 226 Western Avenue
- Franciscan Guesthouse, Beach Avenue
- House and Barn, 25 Beach Avenue
- Houses at 1, 3 and 17 Beach Avenue

Surveys

Architectural surveys have been conducted for assets within the Historic Preservation Overlay District periodically. No professional town-wide surveys for historic archaeological sites have been conducted to date in Kennebunk. Most recently, survey work began involving Free Black Community structure and cemetery. Documentary research conducted by town historian, Kathy Ostrander Roberts, found the settlement was formed soon after Massachusetts (including Maine) emancipated its enslaved people in 1783. Close to 20 individuals were present by 1800, but around 1831 the site was abandoned following the death of the last recorded resident. An archaeological survey permitted by the Bureau of Parks and Lands and funded by the Kennebunk Bicentennial Committee successfully identified the location of two houses. Excavation of one of these in 2018 and 2019 found evidence of at least two structures. Over 100 artifacts have been placed on exhibit at the Brick Store Museum in downtown Kennebunk. Excavation of the site continues into 2021.

Future archaeological surveys should focus on the identification of potentially significant resources associated with the town's maritime, agricultural, residential, black and indigenous communities and industrial heritage, particularly those associated with the earliest Euro-American settlement of the town in the 17th and 18th centuries. Mousam River and Maine coast and islands need professional prehistoric archaeological surveys. Sandy soils in the Kennebunk plains region are sensitive and need surveying before subdivision or construction permit approval.

Protecting Kennebunk's Downtown and Historic Character

Maine Downtown Center's (MDC) presented a report to the Town with recommendations and suggestions to enhance future development of Kennebunk's downtown. One recommendation was to extend the Historic Preservation Commission's design review authority to the entire "Main Street" commercial district. The MDC emphasized the importance of the town's irreplaceable buildings, their character-defining value, and their

potential to leverage the benefits of incentives such as the federal and state historic tax credits to restore and preserve them well into the future. The report stated that historic preservation is a proven economic development tool that can significantly raise the level of revitalization.

During public participation sessions, residents rated the Town's natural resources as extremely important to quality of life, but equally important to them was the "built environment" – historic buildings, streets, parks, walkable Downtown – features that contribute to what is described as "small town charm." Currently, the integrity of historic homes that make up identifiable and familiar streetscapes is protected only in the Historic District. No ordinances prevent the demolition of historic houses during re-development projects in other parts of town, and when homes are removed, residents register their disapproval, and the discarded materials burden regional landfill capacity.

A survey question posed to residents asked, "Should the Town expand the Historic Preservation Overlay District to include additional areas?" In response, 34% said Yes, 38% said No, and 26% had no opinion. Also important to residents was the goal of "making the Downtown a viable destination" and "keeping Kennebunk's small-town appeal." Given these statements, further public discussion about selective inclusion of parts of Downtown into the Historic Overlay Zone, or creation of Design Standards for the Downtown, may be warranted.

Kennebunk Historic Preservation Commission

Preservation is defined as the act or process of applying measures necessary to sustain the existing form, integrity, and materials of a historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic material and features rather than extensive replacement and new construction. This approach also offers a significant benefit for reducing the carbon footprint compared to that of new construction.

The Historic Preservation Commission bases its decisions for granting a "Certificate of Appropriateness" on the Kennebunk Historic Preservation Overlay District Design Guidelines, available at www.kennebunkmaine.us. Hard copy books are available at the Town Hall. Also used is the Secretary of the Interior Standards for the Treatment of Historic Properties. Its most recent (2017) standards and recommendations for historic preservation, rehabilitation, restoration, and reconstruction are available through the U.S. Department of the Interior National Park Service, Technical Preservation Services. Link: www.nps.gov/tps/standards/treatment-guidelines-2017.pdf

The Historic Preservation Commission was also founded in 1963 to "promote, encourage, and assist the educational, cultural, economic, general welfare, and amenity of Kennebunk through the preservation and protection of qualifying sites, buildings, and districts...through their maintenance as landmarks in the history of Kennebunk, York County and Coastal North America..." Kennebunk's Historic Preservation Overlay District (KHPOD) is the oldest historic district in the State of Maine. To assist new property owners, the Historic Preservation Commission has produced a letter to Realtors in Kennebunk for prospective buyers in the historic district advising them of what property ownership involves within an historic district.

As a result of establishing the Historic Overlay District and the Historic Preservation Commission, Kennebunk was granted status as a Certified Local Government (CLG) in February 1990 with the approval of the National Park Service. Kennebunk is one of only 10 cities or towns in the State of Maine to be certified as a CLG. This CLG status affords the Town of Kennebunk access to funding in the form of grants and tax abatements for historic properties that require significant repair/maintenance, technical assistance from national and state historic preservation programs/funds, and annual workshops for commission members, planners, elected officials and other preservationists.

The Historic Preservation Commission consists of five members and two alternate members. Members are appointed by the Select Board based on a demonstrated interest, knowledge or training in fields closely related to historic preservation that include architecture, history, landscape architecture and archeology. Each Historic Preservation Commission commissioner or alternate serves without pay and for a term of not less than three years or such longer term as the Selectmen may determine. The Historic Preservation Commission strives to be a resource as well a regulatory commission for working with the Town and its residents.

The Kennebunk Historic Preservation Commission has approved the introduction of alternative construction materials and accepted them for projects where original materials could not be duplicated. The new products are visually identical matches to profile, sheen, and texture of the original structural components, with the benefit of high quality and extended life. Many of the new materials and technologies are accepted as a result of consulting with the Maine Historic Preservation Commission and the Department of Interior. Each case involving the use of alternate materials and technologies is reviewed on a case-by-case basis.

Despite resources available to owners of historic homes to perform maintenance and repairs, the cost of owning such a home can be a large financial burden. At any given time, some historic homes will be in need of painting or repairs. At the time of this writing, the notable example of a home that requires repairs is the venerable and much revered Wedding Cake House. Extensive restoration work of this property is ongoing. The project may involve public and private cooperation to ensure the renewal of a valuable historic asset for Kennebunk and for Maine.

Guidelines defining responsibilities of owning property within a Historic Overlay District are available online and in hardcopy. Historic buildings need proper care and rehabilitation to correct deferred maintenance and/or unsympathetic changes that have occurred over time. There may be financial hardships incurred in maintaining or rehabilitating historic properties. Residents researching historic guidelines through Federal and State websites will discover that Maine Historic Preservation Commission and the U.S. Department of Interior currently make several grants available to property owners for rehabilitation and preservation of structures within historic districts. These grants as well as Federal Tax Credits can be acquired by property owners. Additional information on grants and tax credits can be found at www.maine.gov/mHistoric Preservation Commission.

In addition to the Historic Preservation Commission, Kennebunk has an official Town Historian, Kathy Ostrander Roberts, who created the Museum in the Streets program, which resulted in the installation of 26 informational panels at historic locations throughout the community. She is the author of two books on Kennebunk's history and writes history-based columns for local newspapers.

Cemeteries

Several years ago the now-defunct Kennebunk Cemetery Committee completed a project to inventory all town cemeteries, and located no fewer than 84 cemeteries. These range from small family plots on private property to larger public cemeteries. Of these, 36 contain one or more veteran graves; 12 may contain veteran graves but require genealogical research; 14 have veteran graves in poor to extremely poor condition; and 22 have no known veterans, but are in degraded conditions. Many date back to Kennebunk's earliest days. There is currently no Town budget



Hope Cemetery

devoted to maintenance of veteran plots or abandoned cemeteries, many of which are on private land. The Town does provide funds for flags which the American Legion places on all veteran graves for Memorial Day at the five main cemeteries in town. (See Appendix for GPS Coordinates of local private cemeteries as of November 2021)

The increasing trend towards cremation and scattering ashes – 72% in Maine - is putting financial strain on cemeteries. To avoid having to turn over upkeep responsibilities to the Town, some are establishing innovative partnerships to enable them to maintain upkeep responsibilities and provide public benefits to the Town, such as parks and walking trails. An example is the 100 acre Hope Cemetery, located just north of downtown, which devotes 72 acres of forest and field with two miles of trails including a Universally Accessible Trail.

Archeological Assets in Kennebunk

Urban Archaeology is the systematic recovery and examination of material evidence from a town’s past. Remnants of human activity - structures, artifacts, and other remains - which are often buried under subsequent layers of development, illuminate and augment the information already available through historical documents.



To date, 33 historic archaeological sites have been documented for the town, including shipyards, bridges, structures and shipwrecks. A number of shipwrecks occurred in Kennebunk over the last few centuries. These, at times, have been unearthed on Gooch’s Beach and Mother’s Beach after severe storms. The following ships sunk or ran aground in the waters off of Kennebunk:



Ship remains at Mother’s Beach

- *Merchant* - This 139-ton brig was built on the Kennebunk River by shipbuilder Nathaniel Gilpatrick and launched October 13, 1804. She was cast away on the Kennebunk sandbar in April 1820.
- *Colombia* - Owned by Joseph Moody, Richard Gilpatrick and Jeremiah Paul, this 160-ton brig launched upriver just a week after the Merchant. She sank in November 1818.
- *Horace* - A 389-ton barque that was built in Scarborough in 1827. The ship was lost off Kennebunk’s Boothby’s Beach (now Mother’s Beach) in May 1838.
- *Industry* - The coasting packet Industry was the first vessel ever built in St. George by Irish shipbuilders. Her captain was David Patterson II. Built in 1770, she was lost on her maiden voyage.

Registered Historic Sites

Site Name	Site Number	Site Type	Periods of Significance	Nat. Reg. Status
Corwin-Hawthorne Company	ME 222-001	Mill, Sawmill, Grist Mill workshop, blacksmith	1676-1725 (1679-1688)	Undetermined
Fort Larrabee	ME 222-002	Military, fort	1735-1762	Undetermined
Nathaniel Gilpatrick House	ME 222-005	Domestic and shipyard	1788-1824	Undetermined
David Little Shipyard	ME 222-008	Shipyard	1807-1833	Undetermined
Lyman-King-Bourne Shipyard	ME 222-009	Shipyard	1776-1805	Undetermined
Joel Larrabee, Jr. Shipyard	ME 222-010	Shipyard	1806-1814	Undetermined

William Taylor Shipyard	ME 222-011	Shipyard	1800-1816	Undetermined
Joel Larrabee 2 nd	ME 222-012	Shipyard	1815-1827	Undetermined
George and Ivory Lord Shipyard	ME 222-013	Shipyard	1817-1828	Undetermined
Tobias Lord Shipyard	ME 222-014	Shipyard	1790-1808	Undetermined
Adam McCulloch Shipyard	ME 222-015	Shipyard	1820-1822	Undetermined
Bourne McCulloch Shipyard	ME 222-016	Shipyard	1804-1810	Undetermined
McCulloch Shipyard	ME 222-017	Shipyard	1811-1816	Undetermined
Lyman-Kingsbury residence	ME 222-018	Domestic	Early 19 th century	Undetermined
Spofford	ME 222-019	Domestic and shipyard	18 th -19 th centuries	Undetermined
Wentworth Dike	ME 222-025	Dike	Building date unknown	Undetermined
Mousam Railroad Bridge	ME 222-026	Bridge, railroad	1807	Undetermined
Kennebunk Railroad Bridge	ME 222-027	Bridge, railroad	1897	Undetermined
Cabin (unidentified)	ME 222-029	Sporting camp	After circa 1865	Undetermined
Parson Cistern	ME 222-030	Cistern	1920s-1930s	Undetermined
Free Black Community Structure 2	ME 222-031	Domestic	Documentary records, emancipation 1789, death of last occupant 1830s	Eligible
Free Black Community Structure 1	ME 222-032			
Black Chance Home	ME 222-033			

Source: May 2020 Inventory for the Growth Management Plan

Shipwrecks

Site Name	Site Number	Site Type	Periods of Significance	Nat. Reg. Status
Mary Agusta	ME 222-003	Wreck, schooner	02 July 1914	Undetermined
Empress	ME 222-004	Wreck, schooner	October 1891	Undetermined
"Industry"	ME 222-006	Wreck, packet	1790	Undetermined
Horace	ME 222-007	Wreck, bark	1838	Undetermined
Arundel Wreck	ME 222-020	Wreck, derelict	Pre-1900	Undetermined
Monastery Wreck	ME 222-021	Wreck, derelict	Pre-1900	Undetermined
Elia Clifton	ME 222-022	Wreck, schooner	Built 1872, wrecked August 17, 1882	Undetermined
Breakwater Wreck	ME 222-023	Wreck, vessel	Unknown, Brig Columbia (1818(?))	Undetermined
Carrie G. Crosby	ME 222-024	Wreck, schooner	Built 1869. Removed from ship registry 1893	Undetermined
Phyllis A	ME 222-028	Wreck, gill-netter	Built 1925	Undetermined

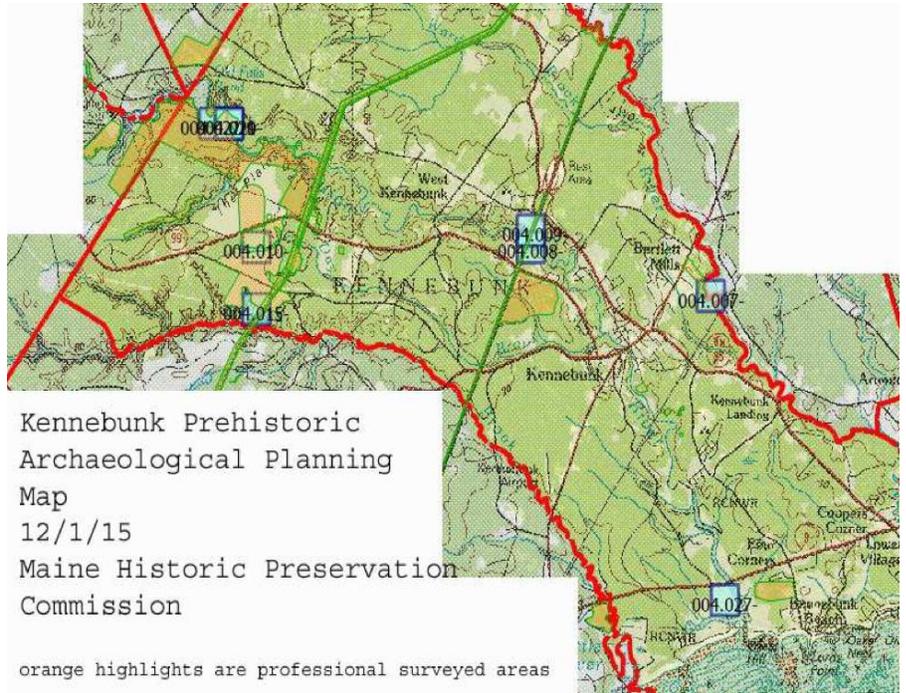
Source: May 2020 Inventory for the Growth Management Plan

(See Appendix for list of GPS Coordinates for additional archaeological sites per Kennebunk Historian, Kathy Ostrander Roberts)

Pre-Historic Archeology

Article 12 of the Kennebunk Zoning Ordinances permits the Historic Preservation Commission to request surveys of properties and sites thought to have historical significance, and Article 10, Section 3N addresses archeological sites stating "any proposed land use activity involving structural development or soil disturbance on or adjacent to sites listed on or eligible to be listed the National Register of Historic Places, as determined by the permitting authority, shall be submitted by the applicant to the Maine Historic Preservation for review and

comment. Developers must appear before the Planning Commission and/or the Site Review Board which will review applications for environmental plans and ensure that any construction or soil disturbance meets requirements involving possible pre-historic or historic archeological site. This also includes structures or sites enrolled in the National Register of Historic Places or are eligible for nomination to the register. Archaeology is often the only source of knowledge about prehistory and the largely undocumented lives of women, children, native, minority, immigrants and the poor.” According to the May 2020 Inventory for the Growth Management Plan (Dataset), nine prehistoric sites are known:

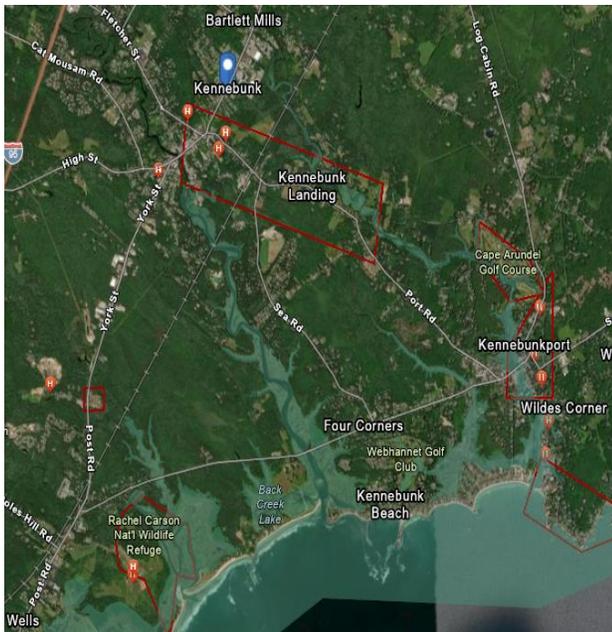


- Sites 04.07 through 04.10, 04.15, 4.19-4.21, 14.27 and 05.11.
- Site 04.09 was located in Turnpike right-of-way, and has been completely excavated by Maine Historic Preservation Commission.
- Site 04.10 and 04.15 located on the Kennebunk Plains.
- Other sites are located on Mousam River floodplain, three of which were discovered during survey for a Land for Maine’s Future conservation purchase.
- Site 4.27 is a historic report of a prehistoric site on an historic property, apparently destroyed by construction of formal gardens.

Threats to Historic Sites

As residential construction has increased within Kennebunk, in some cases that has meant the demolition of older homes to construct new homes. The cost of maintaining an older home can result in deferred care and neglect that negatively impacts building integrity, as well as the availability of appropriate materials to maintain original exterior aesthetics. The Town monitors development and construction to protect historic sites, but there is concern among residents for the historic atmosphere/culture of the town.

In assessing risk to historic and archaeological sites and structures, sea level rise storm surge with an increase of astronomical tides would pose the most substantial threat. Climate change resulting in extreme rain or ice



storms and winter weather can cause damage to historic homes and buildings that might not be immediately visible, but over time result in decay. The map to the left indicates how a 1.6 ft. rise in tides will impact historic areas along the Kennebunk and Mousam Rivers as well as beach shorelines. A survey of historic and pre-historic sites will help identify additional sites that may be at risk.

Additional Tidal Threat Maps depicting higher Astronomical Tides can be found at: <https://www.maine.gov/mhpc/home>

Goals, Policies and Strategies

State Goal:

- To preserve the State’s historic and archeological resources.

Local Goal:

- To conserve and promote Kennebunk’s unique identity and small town character by protecting the Town’s historic and archeological resources.

Policy:

- To manage growth and development in areas of historic significance to protect historic and prehistoric archeological sites or historic structures, including within the Historic Preservation Overlay District, and to promote an inclusive history of Kennebunk.

Strategies:

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

Description	Timeframe	Responsible Parties
<i>Continue to require developers to take appropriate measures to protect known historic archeological sites and areas sensitive to prehistoric archeology, including but not limited to, modification of the proposed site design, construction timing and/or extent of excavation, via zoning ordinance</i>	<i>Ongoing</i>	<i>Required by Performance Standards</i>
<i>Continue to follow and update ordinances to remain in compliance with Maine’s subdivisions statute (30-A MRSA 4401-4407) recommending review of impact on “historic sites” (Section 4404(8), which includes both National Register listed and eligible buildings and archaeological sites and coordinate with Town Historian and the Historic Preservation Commission to ensure archaeological site protection</i>	<i>Ongoing</i>	<i>Required by Performance Standards</i>
<i>Continue to support the documentation, restoration, rehabilitation and protection of the Town’s historic architectural and archeological resources and promote the heritage of Kennebunk’s ancestral history to include indigenous and black historic assets, in collaboration with the Brick Store Museum</i>	<i>Ongoing</i>	<i>Historic Preservation Commission</i>
<i>Continue to support archeological research involving the Freed Slave Community site</i>	<i>Ongoing</i>	<i>Historic Preservation Commission, Town Historian</i>
<i>Consider public-private partnerships between the Town and owners of significant historic structures in order to assist the owners with the restoration/rehabilitation and maintenance of these structures</i>	<i>Ongoing</i>	<i>Historic Preservation Commission, Select Board</i>
<i>Review existing historic preservation ordinances and consider strengthening and clarifying the intent of the Kennebunk Historic Overlay District Guidelines and associated requirement for obtaining</i>	<i>Short Term</i>	<i>Historic Preservation Commission</i>

<i>a Certificate of Appropriateness</i>		
<i>Consider an amendment to Zoning ordinances to incent developers to re-use existing historic homes in re-development proposals located in growth areas, especially when they include affordable and/or workforce units</i>	<i>Short Term</i>	<i>Planning Board, Historic Preservation Commission</i>
<i>Discuss the feasibility of a comprehensive community survey of historic archaeological resources with the Maine Historic Preservation Commission</i>	<i>Medium Term</i>	<i>Historic Preservation Commission</i>
<i>Collaborate with Brick Store Museum and State Archeologists to assess need for a professional prehistoric archeological survey of the Mousam River's coastal area, with a goal to identify additional historical archeological sites and consider strategies to protect them</i>	<i>Medium Term</i>	<i>Historic Preservation Commission</i>
<i>Assess the benefits and potential cost and concerns related to expansion of the Historic Overlay District to include the Downtown</i>	<i>Medium Term</i>	<i>Historic Preservation Commission, Economic Development Committee</i>
<i>Re-establish the Cemetery Committee to continue to research and promote the inclusive heritage of Kennebunk history, with an annual budget for the care and work done on behalf of the cemeteries as well as to encourage creative solutions and partnerships to maintain the cemeteries and enhance their public benefits</i>	<i>Medium Term</i>	<i>Select Board</i>
<i>Review Town historic projects for submission to the Maine Historic Preservation Commission for consideration of Certified Local Government (CLG) Grant</i>	<i>Medium Term</i>	<i>Historic Preservation Commission</i>
<i>Support a youth outreach program in concert with Brick Store Museum for historic preservation and explore the possibility of a partnership with Kennebunk High School to accomplish this task</i>	<i>Medium Term</i>	<i>Historic Preservation Commission</i>
<i>Consider requiring Planning Board and Site Plan Review Board to incorporate maps and information provided by the Maine Historic Preservation Commission into the review process</i>	<i>Long Term</i>	<i>Planning Board</i>
<i>Consider a Town ordinance that requires all demolition permits for buildings 50 or more years old to be reviewed by the Historic Preservation Commission prior to issuance by the Code Enforcement Officer; incorporate this requirement into Subdivision Review Standards</i>	<i>Long Term</i>	<i>Select Board, Community Planning & Development, Planning Board</i>
<i>Work with the Maine Historic Preservation Commission to assess the need for periodic surveys of historic properties, to include "noncontributing" buildings within the Historic Preservation Overlay District</i>	<i>Long Term</i>	<i>Historic Preservation Commission</i>

Water Resources

Overview

Geologically speaking, Kennebunk is fairly complex. With a gently sloping west-to-east topography, three major river watersheds, coastal habitat, freshwater and saltwater wetlands, a system of roadways and homes dating back to the early 1600s, the Maine Turnpike's bisection of the town, varied soil types, and the effects of postwar suburban housing development, there is a continuing need to balance the environmental effects of growth against the water resources that make human habitation possible.

Great ponds

Kennebunk Land Trust's 625 acre Alewife Woods Reserve, located off Cole Road in near Kennebunk's western border, is home to Alewife Pond, a 45 acre water body. The land was conserved in 1990 and the shoreline remains undeveloped. Sucker Brook drains into the pond, and Ward Brook flows out of it. The pond is accessible through the Land Trust's 2.5 mile long trail system. Limited parking is provided on the property. It is about a mile from the parking area to the pond. Although several species of fish can be caught in the pond's relatively shallow waters, the most common are largemouth bass, yellow perch and chain pickerel.



Alewife Pond

Photo credit: Kennebunk Land Trust

Watersheds and rivers

The Town of Kennebunk is divided into three watersheds: The Kennebunk River watershed (59 square miles), the Mousam River watershed (117 square miles), and the Little River watershed, which includes Branch Brook. The Kennebunk and Mousam Rivers serve the community as important recreation areas for aquatic life, fishing and boating. Branch Brook forms the southern border of Kennebunk and flows into the ocean between Parson's Beach and a section of Federally-owned Rachel Carson Wildlife Refuge. All three rivers as well as Ward Brook and Unnamed Tributaries 17, 18 and 19 are at risk of contamination where they cross under the Maine Turnpike. There are no identified aquatic invasives in any Kennebunk waters, other than green crabs in the tidal portions of rivers. Kennebunk Land Trust manages properties that border the rivers, providing protection in those sections. Both the Kennebunk and the Mousam Rivers are monitored by volunteers reporting to the Maine DEP through the Mousam and Kennebunk River Alliance, and with support from the Wells Reserve and Maine Rivers. There is also coordination with the Maine Healthy Beaches staff (EPA) and volunteers who monitor bacteria levels at the beaches. Testing of the rivers is done on a biweekly basis from June through September. The key metrics of the health of the rivers are dissolved oxygen, bacteria, salinity, temperature and specific conductance. Primary sources of pollution and stress to the rivers are:

- Non-point sources – failing septic systems, erosion, fertilizers and pesticides, heavy metals, petroleum residues, road salt, wildlife and pet feces, and polluted storm water runoff from impervious surfaces, agriculture and forestry.
- Point sources -- direct discharge, wastewater treatment plant discharge, sewer overflows and overboard discharges.

(See Fig. WR1 "Kennebunk River Watersheds" map at the end of this chapter)

Kennebunk River

The 15-mile-long Kennebunk River watershed drains about 44% of Kennebunk and is shared with the communities of Kennebunkport, Arundel and Lyman. The River's headwaters originate in Kennebunk Pond in Lyman. From there, Lords Brook converges with Ward Brook to form the Kennebunk. In the upper reaches, the landscape is sparsely developed consisting of mixed forest and agricultural lands. As it flows through Arundel and Kennebunk, it is bordered by heavy agricultural use and then, before discharging into the Atlantic at Gooch's Beach, the river enters an area of high-density development between Route 1 and the Atlantic Ocean. Two aquifers are located within the watershed, in the northern section of the portion east of Kennebunk Pond, and in the central southern portion below Ward Brook. Within the watershed



The Kennebunk River looking upstream from Durrell's Bridge

there are residential private wells as well as the Kennebunk, Kennebunkport and Wells (KK&W) Water District's Kennebunk River Well, which provides approximately 25% of the water district's supply. Freshwater portions of the river, which are classified as Class B, sustain wild brook and brown trout habitat. Striped bass is popularly fished below head-of-tide, which is rated as Class SB. Bacteria levels at all testing sites along the river have been elevated for some time, and the river is listed by the Maine DEP as impaired for bacteria, requiring a 41.6% reduction to meet water quality standards. (See the "Marine Resources" topic area for discussion of Kennebunk Harbor, located in the lower reaches of the Kennebunk River, and the effect river bacteria levels have on beach water quality.)

In 2018, a regional steering committee was formed including representative of the towns of Lyman, Arundel, Kennebunk and Kennebunkport as well as the Wells Reserve, the Mousam and Kennebunk Rivers Alliance and the Kennebunk, Kennebunkport and Wells Water District. Led by a project manager for the York County Soil & Water Conservation District, the Committee applied for and received a \$41,600 grant to conduct a two-year assessment of historical and current data and to devise a plan to address the water quality of the Kennebunk (funds matched by the towns and water district). The result of that assessment is a 10-year 2021-2031 Kennebunk River Watershed Management Plan including cost estimates and action recommendations that each watershed town might take to improve the health of the Kennebunk River. Proposed mitigation strategies include setting up a way for the Town to create a database of septic systems and a system to inspect them to identify failures; changes to agricultural practices that have resulted in fecal contamination; creation of stormwater outflow maps to identify pollution sources from roadways and parking lots (see *Future Land Use Plan* for more detailed discussion of ordinance changes to be considered).

The report summarizes recent efforts "to investigate and mitigate potential pollutant sources":

- *The Kennebunk River Watershed NPS Survey (supported by EPA Clean Water Act grant funds) identified 88 sites as contributing NPS pollution to the Kennebunk River. Over half of these sites were considered high priority problems (2001).*
- *Gooch's Beach Bacteria Monitoring by MHB (2003 – present).*
- *Intensified monitoring of the Kennebunk River by MHB. This project funded the analysis of 551 bacteria samples collected at 82 different locations throughout the watershed. Results indicate widespread bacterial contamination throughout all sites (2005-2010).*

- *The Oceanographic and Meteorological Study of Microbial Pollution Levels and Transport Pathways in the Kennebunk River by MHB & Maine Geological Survey. Potential sources of bacteria found in this study include septic systems, stormwater, boats, seaweed, waterfowl and pet waste (2007).*
- *An optical brightener (OB) study by MHB and US EPA discretely measured OB concentrations at 82 sites. 42 sites had single sample OB concentrations above 200ug/L and bacteria concentrations exceeding safety limits. Flowthrough OB monitoring was also conducted over a 5-day period. Higher concentrations were seen in the upper portions of the survey area (specifically between Durrell's Bridge and Riverwynde Drive) with decreasing concentrations approaching the coast (2008-2010).*
- *Kennebunk River Bacteria Monitoring by WNERR (2009 – present).*
- *A Watershed Risk Analysis by MHB developed a prioritized list of watershed properties to survey for malfunctioning septic systems. MHB and its partners conducted a sanitary survey of 31 properties considered a "tier 1 risk". 16 properties were marked for follow-up due to surface sewage malfunctions, hydraulic malfunctions, no evidence of a septic system, suspicious drainage pipes, and other unknown malfunctions. Additional survey work is needed to determine the status of the remaining systems that have not been inspected (2009).*
- *The Statewide Bacteria TMDL (ENSR, 2009) for the Kennebunk River indicated that a reduction of 41.6% in bacteria load concentrations is needed to meet water quality standards. Recommended mitigation strategies presented in the report include comprehensive analysis of both public and private wastewater systems, sanitary surveys, and public outreach in agricultural areas to reduce fecal contamination of stormwater runoff from livestock, manure storage areas, and fertilized fields, and to keep farm animals away from surface waters (2009).*
- *The Kennebunk River Road Crossing Survey by WNERR surveyed 83 stream crossings and identified 21 severe fish barriers in the Kennebunk River. Road crossings on the main stem were all found to be adequate for fish passage. Crossings ranked as severe barriers were mostly located in the upper reaches of the watershed and on major tributaries (2010).*
- *The Kennebunk River Stream Barrier Survey by WNERR surveyed potential fish barriers in the Kennebunk River and 3 other rivers in Southern Maine. Sixty-six (66) potential barriers were documented within the Kennebunk River and its tributaries during a 2012 survey conducted by the Wells National Estuarine Research Reserve (Aman, 2013).*
- *Duck Brook in Arundel is included in the Statewide Bacteria TMDL Freshwater Addendum (MDEP, 2014) and must see a 48% reduction in bacteria load concentrations to achieve attainment and meet the standards for Class B streams. The TMDL report recommends conducting systematic investigations in the areas surrounding contaminated sites to determine and remediate bacteria sources. This includes organizing sanitary surveys in residential and developed areas and assessing the impact of domestic animal waste from properties with livestock (2014).*
- *A stream corridor assessment, watershed inventory, and stormwater outfall survey in 2019 were completed by project partners, including WNERR, MHB, DEP, York County Soil and Water Conservation District (YCSWCD), and FB Environmental (FBE). The assessments documented unusual conditions in the Kennebunk River main stem and tributaries, as well as potential pollutant sources.*

A link to the final assessment and action plan: <https://www.wellsreserve.org/project/kennebunk-river-watershed-based-management-plan>

Mousam River

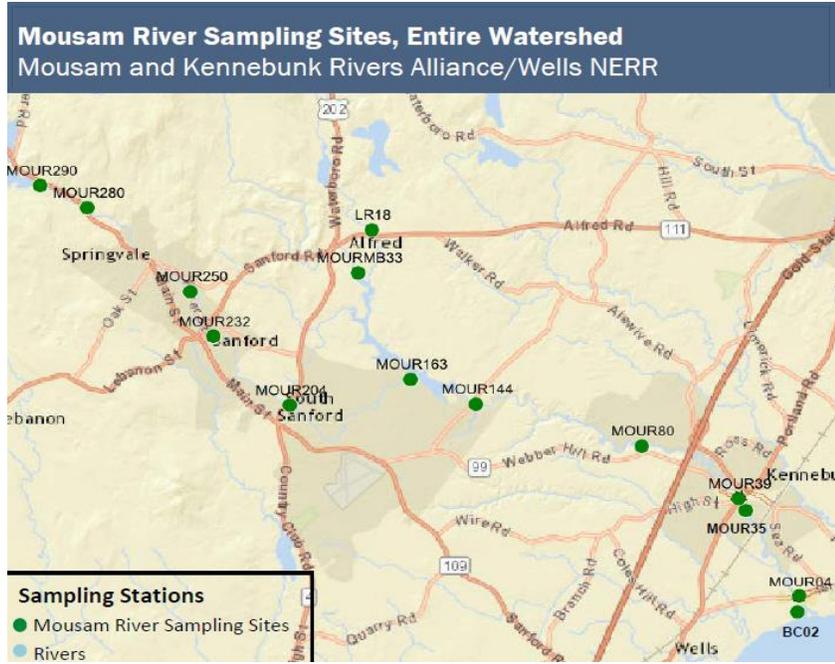
An additional 44% of the Town's acreage falls within the Mousam River watershed. 23 miles long, the Mousam River originates at Square Pond and flows into Mousam Lake in Shapleigh. From there, it runs through Sanford and Alfred to Estes Lake. From Estes Lake, it flows into Lyman and then into Kennebunk to discharge into the

Atlantic Ocean at Parsons Beach. Maine DEP lists a 9.9-mile segment of the river in Sanford above Estes Lake as impaired due to toxics and nutrients from high levels of development (impervious surfaces), point source discharges and the overall impact of the river’s many dams on water quality. From Estes Lake to tidewater, the River is designated Class B, with a section between Springdale (Sanford) and Estes Lake designated Class C. The River is tidal almost to the Route 1 dam, and depending on the time of year, shad, alewives, elvers, sea run trout and striped bass are found in its tidal reaches. Both the Kennebunk Sewer District and Sanford Sewer District have licenses to discharge treated effluent into the Mousam River.



The Mousam River looking downstream from Route 1

According to the Mousam River (MKRA/Wells NERR) 2019 Summary Data Report, the Maine DEP Biological Monitoring Program has been monitoring the river since 1995, on a biweekly basis from June through September. This data is available on DEP’s website. The Mousam and Kennebunk Rivers Alliance (MKRA) was formed in 2009 with support from the Wells National Estuarine Research Reserve (Wells Reserve) and Maine Rivers for the purpose of monitoring and improving conditions in the Kennebunk and Mousam rivers. Since 2012, several stormwater BMPs have been installed on the Mousam River in Sanford and Alfred to treat urban, industrial and agricultural runoff draining to Number One Pond and Estes Lake. In 2013 the Wells Reserve and Maine Rivers conducted a study of water temperature and bacteria in the lower Mousam River between Old Falls Dam and Rogers Pond Park in Kennebunk. Continuous data loggers collected water temperature from June to September, and bacteria samples were collected every two weeks. The Mousam River Stream Temperature Study Report is available at www.wellsreserve.org. Mousam Kennebunk Rivers Alliance has eleven sites on the main stem, and four tributary sites on the Middle Branch, Littlefield River and Back Creek.



Data included in the report indicates a pattern since 2010 at testing sites at Mill Street, Berry Court, Rogers Pond and the Route 9 Bridge of low levels of dissolved oxygen concentration values, and high bacteria levels. There are numerous sources of pollution and other stresses to the Mousam River and tributary sites that could potentially have an impact on water quality. Some of those sources of pollution and stress may include:

- Non-point source pollution (e.g., septic systems, eroded soil, fertilizers, pesticides, heavy metals, petroleum residues, road salt, wildlife and pet feces) and polluted stormwater originating from urban impervious

surfaces (e.g. streets, parking lots, driveways, rooftops) (even though urban development and roads are fairly sparse in the watershed), agriculture, and forestry.

- Point source pollution (pollution originating from a direct discharge including wastewater treatment plant discharge, combined sewer overflows and overboard discharges).
- Ponds and impoundments (which often create more pond-like aquatic habitat conditions that may have higher water temperatures and lower dissolved oxygen concentrations than free-flowing waters).
- Natural effects of wetlands (such as contributing waters to a stream/river that have low dissolved oxygen levels due to the decomposition of larger amounts of organic matter, respiration of abundant plant matter, and low re-aeration rates that is characteristic of many wetlands).

The river has at least ten dams on its main stem, including three in Kennebunk. The dams within Kennebunk have existed, with periodic replacement or rebuilding, since the Town's early days:

- Sayward - 1653, now known as the Kessler Dam, rebuilt in 1954
- Dane Perkins - 1724, rebuilt in 1936
- Twine Mill - 1801, also rebuilt in 1936

These dams played an important role in the formation, development and evolution of the Town of Kennebunk, including providing power for the 19th century factories that dominated the downtown business area. In 1893, the Town purchased the rights to use power for electric street lighting; years later, in 1951, Kennebunk Light & Power was created and took over the function. In 2016, KPLD made the decision not to renew the dams' Federal Energy Regulatory Commission (FERC) license for producing electricity; licensing expires March 31, 2022. At this time, there is no plan in place for another electricity producer to acquire the licenses. There is public support for both dam removal and dam retention, with a slightly higher percentage of residents voting during a 2016 non-binding referendum to keep the dams. Evidence from similar dam removals – and comments by Maine Department of Environment Protection (DEP), Department of Marine Resources (DMR) and other State agencies - indicates that removal increases fish migration, eliminates dissolved oxygen and higher temperatures inherent in impounded sections and would augment the overall health of the river and fisheries. Retaining the dams would preserve the wider and deeper scenic vistas that some residents use for kayaking and canoeing. KPLD cited the cost of removal as a factor in its decision to retain the dams. A link to the 3/21/21 KPLD Surrender Application: [https://kpld.org/vertical/Sites/%7B423355D4-5FDE-44B4-800E-406FA53C5BD4%7D/uploads/KLPD - Hydro - Surrender Application \(3-31-2021\).pdf](https://kpld.org/vertical/Sites/%7B423355D4-5FDE-44B4-800E-406FA53C5BD4%7D/uploads/KLPD_-_Hydro_-_Surrender_Application_(3-31-2021).pdf)

Branch Brook

A smaller area of the Town, about 12% aligned along Branch Brook, is drained by the Little River watershed. Due to its use as a drinking water source, the corridor is the most protected of the three watersheds. Kennebunk, Kennebunkport and Wells Water District initiated the Branch Brook Consortium consisting of the towns of Kennebunk, Wells and Sanford to protect Branch Brook surface water.

(See FIG. WR2 "Map of Branch Brook Watershed and Protected Lands" at end of chapter)

Sand and Gravel Aquifers

Branch Brook overlies a sand and gravel aquifer, and both the aquifer and the Brook have in the past been the source of the public water supply for four towns, including Kennebunk, until more recent changes by the Water District added drilled wells to the supply mix. Much, but not all, of the land adjoining the brook is owned by Kennebunk, Kennebunkport & Wells Water District. The KK&W Water District clears its property along Branch Brook by hand and uses no pesticides or herbicides. Kennebunk's zoning ordinances limit use of the Branch Brook Aquifer Protection District to activities that protect the integrity of the aquifer, including forest

management, harvesting of wild crops, agriculture excluding animal husbandry, timber harvesting, single family homes on lots of not less than 3 acres net, and minimal recreational use.

Extensive sand and gravel aquifers underlie much of the land area of Kennebunk. This groundwater is a valuable resource for the town, increasingly at risk from various sources of contamination because of the permeability of the sand and gravel deposits. Besides Branch Brook, there are four moderate yield aquifers identified on the Maine Geological Survey Maps within the Town of Kennebunk.

- One small aquifer to the south of and immediately adjacent to the Mousam River in the eastern part of town.
- Two larger aquifers between the Mousam and Kennebunk Rivers. The larger of these two is bordered by the railroad, Kennebunk Landing and Heath Road. The former municipal landfill is located in a gravel pit over this aquifer but the 27-acre site was shut down using Maine DEP regulation closure procedures in 1987. Groundwater samples from onsite monitoring wells were found to be contaminated. A methane collection system and clay cap were installed as part of Phase I. The landfill closure was completed in 1994 under a Phase II reduced closure procedure. In March of 1999, the site was given a “no further action necessary” status by Maine DEP as no significant methane was found. It has been suggested that the site might be a good location for solar production. Kennebunk, Kennebunkport and Wells Water District serves this area with public water (no private wells are used).
- A very extensive aquifer underlies almost all the land area east of the Turnpike and south of Route 35. This aquifer stretches from west of Crescent Beach up to the junction of the Turnpike and Cat Mousam Road, then extends west under all the land between the Mousam River and Branch Brook. It is joined to a system that reaches west and north into Sanford and Waterboro.
- The fifth aquifer in Kennebunk is a large system west of the Maine Turnpike that surrounds Alfred Road. Field testing indicates significant water supply in these areas which was recharged from almost all of the surface area over the aquifers, as well as from recharge areas located outside of the municipal boundaries. Soils maps show large amounts of Adams soils in these locations, which are very permeable and well drained.

(See FIG.WR3 “Kennebunk Aquifer Map” at end of chapter)

Town Best Management Practices and Regulatory Protection of Groundwater and Surface Water

The Town’s Public Works Department is responsible for the maintenance of all public infrastructure within the Town’s rights-of-way, including beaches, storm drain systems and culverts, street sweeping and snow plowing. It has implemented a reduced-salt program town-wide in the winter for all of its roads, and is based on best practices established by the State and DEP. Salt/sand is stored under cover at the Public Works facility on Sea Road. The Public Works Department trains annually on this along with best practices for culvert replacement and street sweeping. Stormwater collected in street drains is not sent to Kennebunk Sewer District for treatment, but is collected and released to streams and rivers (a GIS stormwater system mapping project is in progress), with a schedule for street drain clean-outs. Garage operations are located at the Sea Road facility, and current space limitations are being reviewed as part of a Facilities Survey, which will assist the Town in planning for needed expansion. All contractors are required to follow best practices whenever they work within the town ROW.

There is a large Maine Turnpike Authority salt/sand storage area on Fletcher Street at the turnpike interchange, and supplies are stored under cover.

The Town’s Subdivision Regulations and Zoning ordinances, including the Shoreland Zoning Overlay Zone performance standards, govern practices by developers to avoid adverse environmental impacts, including erosion, mass soil movement, and water pollution, both during or after construction. Proposed uses requiring subsurface waste disposal, and commercial or industrial development and other similar intensive land uses, require a soils report, prepared by a State-certified soil scientist or geologist based on an on-site investigation. Standards establish minimum setbacks for buildings and structures, roadways, driveways, parking areas and other impervious surfaces as they relate to the normal high water line of a waterbody; functionally water-dependent uses such as docks and road crossings are exempt with a finding that these meet applicable Performance Standards. Total lot coverage in various districts within the Growth Areas is set at 70%, with 20% for all other districts. Performance standards also control practices such as manure storage and disposal, tilling of soil, filling of ground, timber harvesting and agricultural uses within specific distances from surface water, as well as stormwater runoff.

Beaches

As detailed in the “*Marine Resources*” topic area, Kennebunk has beaches along much of its coastline. Gooch’s, Middle and Mother’s run southwest from the Kennebunk River to Lords Point while Parson’s and Crescent run southwest from the Mousam River to the Little River. Water quality at the coastline is directly impacted by the water quality of the rivers flowing into the ocean. The recently-released Kennebunk River Management Plan (*see above*) has specified ordinance changes and other actions necessary for the Towns along the river to undertake, to improve bacteria levels. The water at town beaches - Gooch’s and Mother’s Beach - is tested weekly from Memorial Day to Labor Day, for enterococci bacteria. This testing is overseen by Maine Healthy Beaches (MHB) and managed by the Maine Department of Environmental Protection (ME DEP), including training for staff, volunteers and beach managers to facilitate collection of water samples. The Maine Healthy Beaches program uses U.S. EPA-approved single sample maximum safety threshold for enterococci in marine waters of 104 most probable number (MPN)/100mL. Local towns have the option of doing an immediate re-testing of the water when a sample exceeds the threshold (104/100mL.)

According to Maine Healthy Beaches data, in 2019 Gooch’s Beach exceeded this threshold just once and Mother’s Beach not at all. In 2020, Maine Healthy Beaches reported that many beaches in its jurisdiction exceeded thresholds, despite reduced precipitation compared to prior years, but in Kennebunk, out of a total of 40 tests, bacteria levels exceeded the threshold only three times (an average of 7.5% for the town), which was lower (better) than over two-thirds of beaches tested along the Maine coast. In 2021, Kennebunk beach water quality deteriorated, with approximately 42% of samples exceeding the threshold, and many resamples taken. Bacteria levels in four Gooch’s Beach samples (shown in red in the chart below) were extremely high, and mirror Kennebunk River water tests taken at the same time, which also showed high bacteria levels.

2021 Maine Healthy Beaches Test Data

Date	North end of Gooch’s Beach	Narragansett Point	Mother’s Beach	
2-Jun	10	41	10	
9-Jun	<10	14	121	
10-Jun			<10	Retest
16-Jun	10	134	<10	
17-Jul		41		Retest
23-Jun	75	108	<10	

24-Jun		10		Retest
30-Jun	<10	40	<10	
7-Jul	<10	20	<10	
12-Jul	108	323	20	
14-Jul	41	85	60	Retest
19-Jul	30	1317	145	
21-Jul	132	146	10	Retest
22-Jul	20	377		Retest
26-Jul	85	74	20	
28-Jul	<10	20	<10	
4-Aug	<10	<10	<10	
9-Aug	31	175	<10	
11-Aug	135	98	10	Retest
12-Aug	41			Retest
16-Aug	<10	<10	<10	
18-Aug	52	1872	10	
19-Aug		<10		Retest
25-Aug	1576	2382	52	
26-Aug	318	247		Retest

Goals, Policies and Strategies

State Goal:

- To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers, and coastal areas.

Policies:

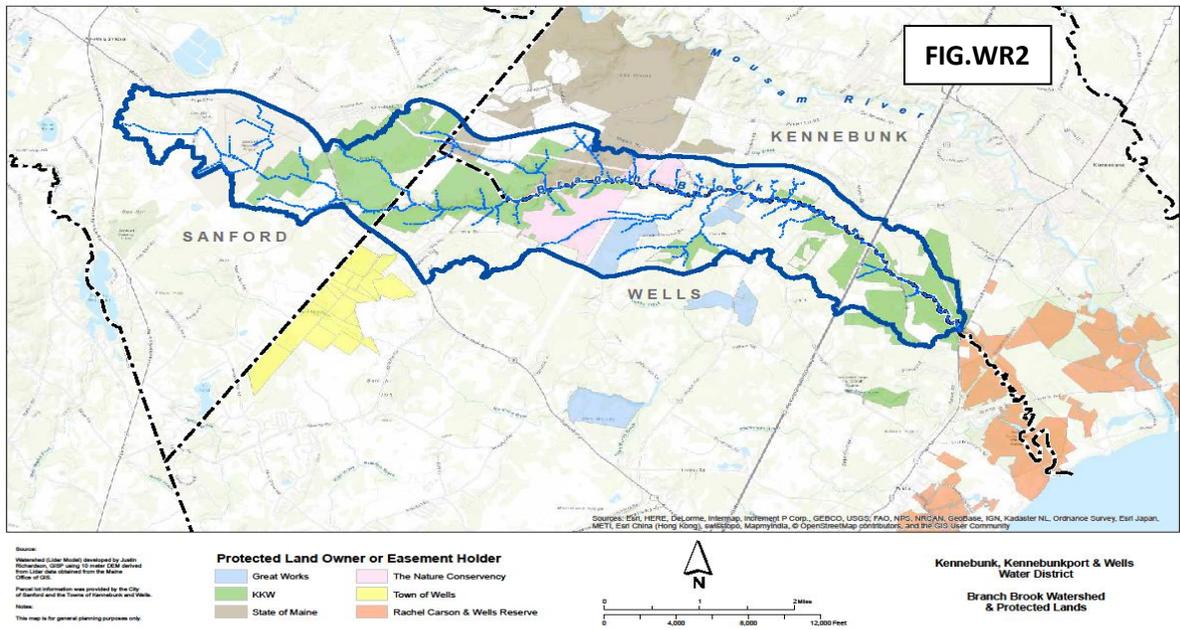
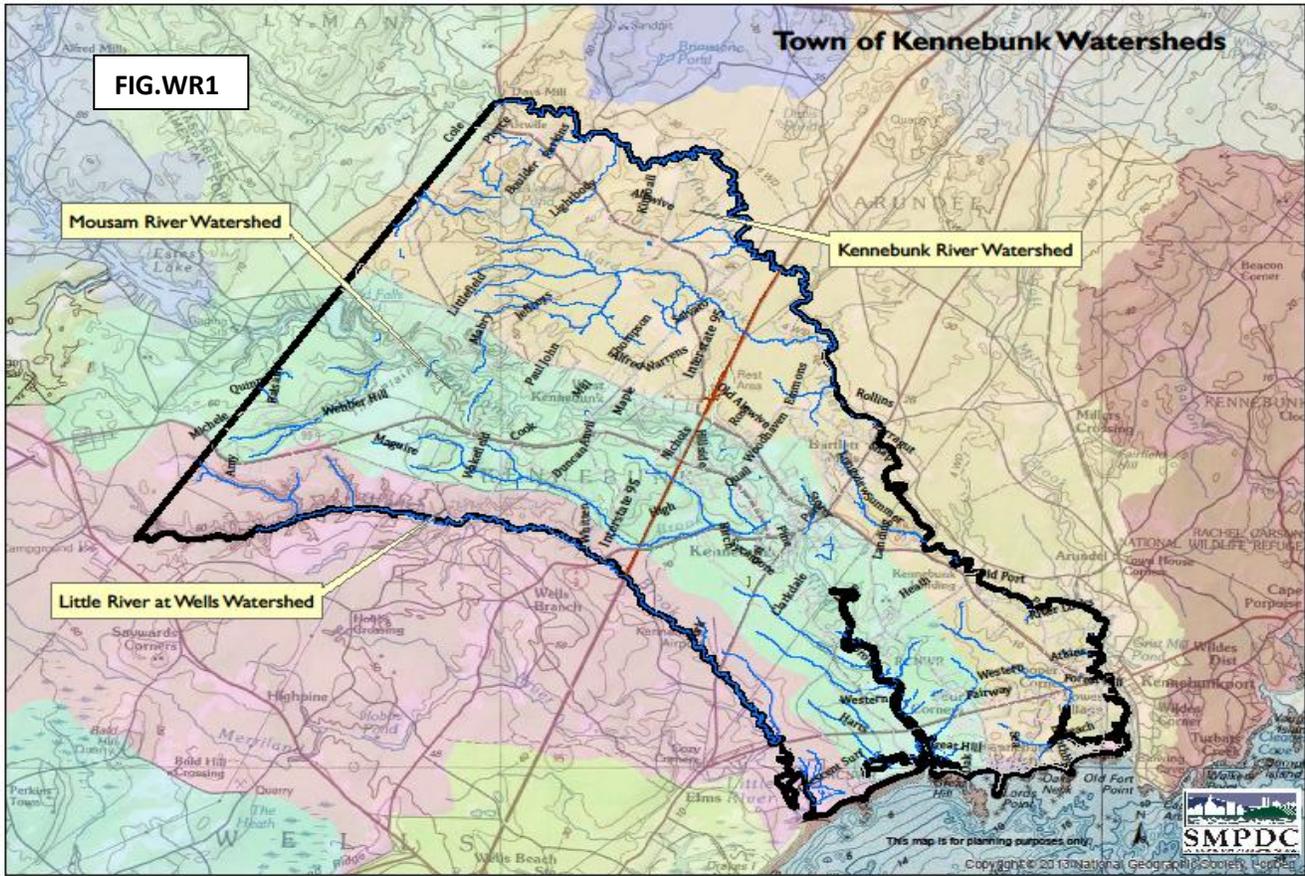
- To protect current and potential drinking water sources.
- To protect significant surface water resources from pollution and improve water quality where needed.
- To protect water resources in growth areas while promoting more intensive development in those areas.
- To minimize pollution discharges through the upgrade of existing public sewer systems and wastewater treatment facilities.
- To cooperate with neighboring communities and regional/local advocacy groups to protect water resources.

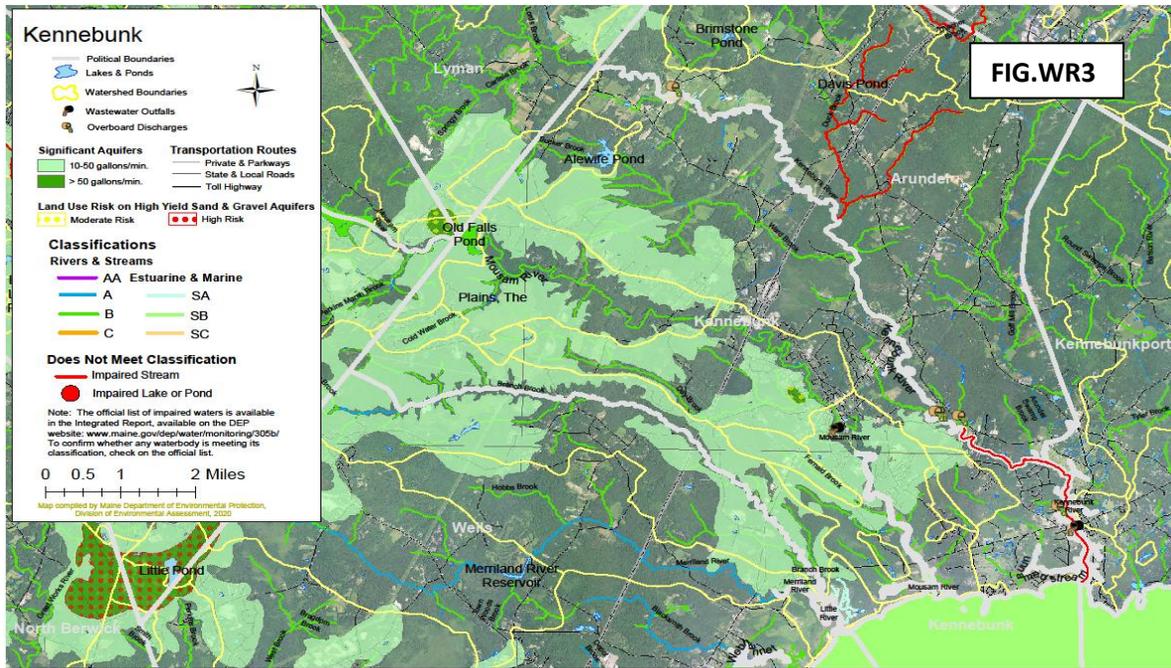
Strategies:

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

Description	Timeframe	Responsible Parties
<i>Continue to support both public and private efforts to acquire and maintain conservation land as a means to protect rivers, watersheds and wildlife habitats</i>	Ongoing	Select Board, Conservation Commission
<i>Continue to support the joint effort (Kennebunk, Kennebunkport, Arundel and Lyman, with the assistance of the York County Soil and Water Conservation Commission) to identify and remediate the sources of bacterial pollution of the Kennebunk River and Kennebunk public beaches, and continue to support and fund Maine Healthy Beaches water quality testing program and volunteer</i>	Ongoing	Select Board, Conservation Commission

<i>programs to test the Mousam and Kennebunk Rivers</i>		
<i>Continue to participate in the Branch Brook Consortium project (Kennebunk, Sanford and Wells) to identify and mitigate upstream pollution sources in Branch Brook, and the Mousam and Kennebunk Rivers Alliance (MKRA) to monitor water conditions in the Mousam River</i>	<i>Ongoing</i>	<i>Select Board, Conservation Commission</i>
<i>Continue to require water quality protection practices and standards for construction and maintenance of public and private roads and public properties and require their implementation by contractors, owners, and community officials and employees</i>	<i>Ongoing</i>	<i>Required in Performance Standards</i>
<i>Consider adopting or amending ordinances as applicable, to incorporate stormwater runoff performance standards consistent with Maine Stormwater Management Law and Maine Stormwater regulations (Title 38 M.R.S.A. §420-D and 06-096 CMR 500 and 502); Maine Department of Environmental Protection's allocations for allowable levels of phosphorus in lake/pond watersheds; and Maine Pollution Discharge Elimination System Stormwater Program</i>	<i>Short Term</i>	<i>Planning Board</i>
<i>Explore the feasibility of an ordinance prohibiting the use of non-organic herbicides and pesticides with Town borders; create a public education campaign to teach about the threat to water quality</i>	<i>Short Term</i>	<i>Select Board</i>
<i>Work with marinas to ensure signs are posted to educate boat owners about proper cleaning of hulls and propellers to avoid the spread of invasive species.</i>	<i>Short Term</i>	<i>Conservation Commission</i>
<i>Undertake public education campaigns by providing Town contact information at the municipal office for water quality best management practices from resources such as the Natural Resource Conservation Service, University of Maine Cooperative Extension, Soil and Water Conservation District, Maine Forest Service, and/or Small Woodlot Association of Maine</i>	<i>Short Term</i>	<i>Community Planning & Development</i>
<i>Consider the inclusion of low impact development standards in zoning ordinances</i>	<i>Medium Term</i>	<i>Planning Board</i>
<i>Consider adopting aquifer protection regulations for some of the Town's sizable aquifer recharge areas</i>	<i>Medium Term</i>	<i>Planning Board</i>
<i>Continue to budget to more quickly complete the current GIS stormwater mapping program to identify infrastructure in need of upgrade, replacement and repair; create system of signage at storm drains to educate residents about protection of water quality</i>	<i>Medium Term</i>	<i>Select Board, Public Services</i>
<i>Establish a database of septic systems within the three river watersheds; consider the creation of an ordinance that would require evidence of septic system inspection/pump-out at prescribed intervals, which might include a provision for the Town to perform maintenance and lien property for payment</i>	<i>Medium Term</i>	<i>Select Board, Community Planning & Development</i>





Larger scale figures can be found in Appendix E.

Natural Resources

Overview

Viewed in the context of its natural habitats and plant and animal species, Kennebunk is very rich. The variety of its special environments – from the barrens to the estuaries, and including marshes, stream corridors, beaches, forested areas, rivers, barrens, shoreland, plants and animals - is part of what makes Kennebunk attractive to residents and visitors alike.

(See FIG.NR1 “Natural Resources Map for Kennebunk” at end of chapter)

Soils

Soils are vital resources that are a part of the natural environment and store water, nutrients, and support for plants. In Kennebunk there are over two dozen different soils, as identified by the Natural Resource Conservation Service (NRCS). Soils are of great importance to a community and are evaluated for properties including texture, permeability, slope, drainage, water table, flooding and depth to bedrock. An overview of the Town of Kennebunk shows that approximately 50-60% of the soils present are non-discharge soils, that is, soils that cannot support subsurface on-site waste disposal. Most soils east of the Turnpike – where sewers are available to most, although not all, parcels - are given a very low rating in terms of their ability to support septic systems. West of the Turnpike, in the Rural Conservation, Rural Residential, and West Kennebunk Village Residential Districts, the largest proportion are given a medium rating per NRCS Soil Potential Ratings.

(See FIG.NR2 “Kennebunk Soil Types” map at end of chapter)

Topography

Kennebunk’s topography consists of mostly level or gently rolling terrain typical of coastal lowlands. Elevations rise gradually from less than 20 feet above sea level near the coast to a few isolated high points at an elevation of 240 feet. Elevation defines the watershed boundaries for the three major rivers of Kennebunk, and the land rises in a general east to west pattern within each watershed. The land east of the Maine Turnpike is mostly between sea level and 100 feet of elevation and the highest elevations occur mostly in the southwest portion of the Town between the Mousam and Branch Brook watersheds. Slopes are described as a percentage and represent the ratio of vertical rise of the land to horizontal distance. Slope is a factor to be considered in determining areas suitable for development, since steeply sloping lands (those exceeding a 15% slope) may be prone to excessive erosion and sloughing if they are disturbed. When these slopes are adjacent to water bodies, erosion can result in sedimentation and have adverse effects on water quality.

Wetlands

Kennebunk has significant freshwater inland wetlands as well as scenic coastal wetlands, both of which help maintain rural vistas and lower the intensity of development by providing open space buffers between developed areas. Wetlands protect and nurture a diversity of wildlife and vegetation adapted for life in saturated soils.

Salt marshes, which have exceptionally high wildlife, fisheries, recreational, aesthetic and educational values, are relatively uncommon in Maine. Kennebunk has two major salt marsh complexes (Mousam River



Mousam River salt marshes

Photo credit: Janice Vance

and Back Creek at Parsons Beach) as well as smaller salt and brackish marshes associated with the Kennebunk River and Lake Brook Creek. These wetlands, which are highly visible, are the "Crown Jewels" of Kennebunk's wetlands. Wetlands within the Branch Brook watershed are highly valuable due to their contribution to the Kennebunk-Kennebunkport-Wells public water supply and to the Little River salt marsh.

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

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

It is estimated that 75% of Kennebunk's highest priority wetlands are east of the Maine Turnpike. A mapping source to locate wetlands is available at: <https://www.fws.gov/wetlands/data/mapper.html>

Wildlife and Fisheries Habitat

Kennebunk's Town Hall uses GIS-based maps supplied by *Beginning with Habitat (BwH)* – a collaborative program of federal, state, local and non-governmental organizations dedicated to conserving wildlife and plant habitat – to determine what species may be on all parcels within the Town.

BwH's primary map (Map 2) is "Plant and Animal Habitats" which depicts a hierarchy of habitats and pinpoints the exact location of the incidence of various species as well as their status under State and Federal regulations. The following inventory provides a portion of the information for Kennebunk provided by the *BwH* Map 2:

Threatened or endangered species:

- West of the Turnpike – Grasshopper Sparrow, Upland Sandpiper, Northern Blazing Star, White-topped Aster, Upright Bindweed, Northern Black Racer, Sleepy Duskywing.
- East of the Turnpike – Slender Blue Flag, Piping Plover, American Sea-blite, Flowering Dogwood, New England Cottontail, Spotted Wintergreen

Species of special concern:

- West of the Turnpike – Great Blue Heron, Broad Sallow, Small Reed-grass, Wild Garlic, Barrens Chaetoglaea, Indian Grass, Cobweb Skipper, Dusted Skipper, White Vervain.

- East of the Turnpike – Smooth Winterberry Holly, Spongy Leaved Arrowhead, Pygmyweed, Saltmarsh Sparrow, Saltmarsh Bulrush, Saltmarsh False-foxglove, Dwarf Glasswort, Saltmarsh Tiger Beetle, Beach Wormwood.

Significant Habitats and Natural Communities:

- West of the Turnpike – Red Maple Swamp, Pitch Pine-scrub Oak Barren, Inland Waterfowl/Wading Bird Habitat, Sandplain Grassland Natural Community, Candidate Deer Wintering Areas, Significant Vernal Pools
- East of the Turnpike – Tidal Marsh Estuary Ecosystems, Brackish Tidal Marsh, Salt-hay Saltmarsh, Deer Wintering Areas, Tidal Waterfowl/Wading Bird Habitat, Tern and Plover Nesting Areas, Significant Vernal Pools

Other *BwH* maps of Kennebunk provide further detail with regard to important natural habitat including:

- Riparian Habitats (Map 1) displays the transitional zones between open water and wetlands and dry or upland habitats, including the banks and shores of streams, rivers, ponds, and lakes, and the upland edge of wetlands. This map shows areas around water bodies that approximately correspond with State Shoreland Zoning guidelines which are that “Great Ponds” (ponds of at least 10 acres in size), rivers, coastline, and wetlands at least 10 acres in size are surrounded by a 250’ buffer zone and streams are bordered by 75’ buffer zones. Also shown are National Wetlands Inventory wetlands. Based on these maps, brook trout habitat appears to exist within Branch Brook, western portions of Day Brook and Ward Brook, as well as western portions of the Mousam River and Kennebunk River. Water resources shown include public water supply wells and their associated protection areas as well as aquifers with flows of at least 10 gallons per minute.
- Conserved Land and Undeveloped Habitat (Map 3) shows development corridors, large blocks of undeveloped land (with acreage in some cases) and natural corridors for the movement of wildlife including road and water crossings. It provides a very complete picture of the complexity of co-existing development and wildlife habitat.

BwH lists 166 Focus Areas of Statewide Ecological Significance based on the richness of the ecology in terms of rare plants and animals and “rare and exemplary” natural communities. One of these is in Kennebunk - the Kennebunk Plains and Wells Barrens.

A link to the *Beginning with Habitat’s Map Viewer*, which allows any member of the public to research any area in Maine: <https://webapps2.cgis-solutions.com/beginningwithhabitat/>

A further description of resources available: <https://www.maine.gov/ifw/fish-wildlife/wildlife/beginning-with-habitat/municipalities/index.html>

Threats to Natural Resources

The importance of protecting and preserving native plants and animals cannot be overstated. One of the threats to Maine’s forest stock, agricultural yield and human health is the spread of invasive insects such as the emerald ash borer, the brown marmorated stink bug, browntail moth caterpillars, deer ticks, spotted lantern-fly, and many more, the presence of which are closely tracked by the State. Dead spruce and ash trees litter the forest and landowners’ parcels. Other invasive plants crowd out native plants, and invaders include Japanese knotweed, floribunda rose, Japanese barberry, Oriental bittersweet, garlic mustard, cypress spurge, and purple



loosestrife. While Kennebunk has no lakes or ponds infested with invasive aquatics, the invasive green crab is present in tidal rivers and the ocean. The State’s use of online messaging has increased citizen knowledge about the danger of invasives, but more involvement by the public is needed.

Other threats to the environment are man-made: discarded plastic bags, balloons and even fishing gear (*see picture to the left*), all of which pose the danger of entrapment and ingestion by marine life.

Kennebunk’s Open Space Plan

The 2004 Town of Kennebunk Open Space Plan, which was approved by voters at a special town meeting, is an extensive study of the Town’s cultural, historic, scenic, recreational and ecologically important open spaces, and is still used by the Planning Board as a subdivision review tool. Embedded in that report is a ranking system for Environmental Priority Areas as High Value Riparian Habitat Corridor (RH), High Value Water Resources (WR) and High Value Plant and/or Animal Corridors (P/AHC), with 1 the highest priority. The summary emphasizes that “they are all priorities.”

Environmental Priority Area	RH	WR	P/AHC
Branch Book Corridor	1	1	3
Blueberry Plains near Branch Brook			3
Branch Brook/Little River Estuary	1		3
Kennebunk River Corridor	1	1	3
Ward Brook/Alewive Pond Corridor	2	2	3
Punky Swamp Corridor	2	2	3
Wonder Brook Corridor	2	2	
Lake Brook/Gooch’s Creek Corridor	1	1	2
Mousam River West Corridor	2	2	2
Cold Water Brook Corridor	3	3	3
Day Brook Corridor	2	2	3
Mousam River East Corridor	2	2	3
Mousam River Back Creek Estuary	1	1	1

Dunes and Shorelands

Coastal dunes provide a buffer against hazards such as wind erosion, wave overtopping and tidal inundation during storm events. They also provide a source of sand to replenish the beach during periods of erosion, as well as habitat for birds, insects and small mammals such as the fox. Natural dunes are irregular in shape and size; man-made dunes are less so. Human foot traffic on dunes weakens the beach grass and other vegetation that holds dunes in place. Dunes and shorelines are in a state of constant change, affected by wind, waves, tides, currents, storm surges and sea level rise. Over time, areas of coastline are impacted unevenly, with some gaining sand and dune structures, and others losing it. In Kennebunk, beaches and dunes are undergoing erosion. Postcard photos of the shoreline taken in the 1950s show much wider beaches than today, with a generous strip of lawn and sidewalk between the sand and Beach Avenue. Middle Beach,



January 2018 nor’easter – Boothby Road and Beach Avenue

which today is composed of cobble, was a sandy beach. Most notably, no seawall existed. Over the past several years, the Beach Avenue seawall and adjacent sidewalk and roadway have required multiple repairs and reinforcement after damage sustained during nor'easters. Water routinely breaches the sea wall during extreme high tides, with the Middle Beach area most impacted, throwing cobble and seaweed into the roadway. Although houses along this section of Kennebunk's coastline are situated predominantly on the west side of Beach Avenue, some homeowners have had to undertake repairs after storms, and some have proactively raised their homes onto higher foundations. Hedges of *rosa rugosa* used at many homes to catch cobble crossing the roadway are augmented in many cases by ever-rising stone and concrete sea walls designed to keep seawater out.

Along "the cove," that protected area of ocean just south of Lord's Point, houses – most dating back to the early 1900s – are on small direct-waterfront lots. A few homeowners are engaged in elevating, or constructing small dune systems for protection.

Along more-vulnerable Great Hill Road, part of which is little more than a rock-fortified causeway that separates frontal dunes from back dunes and marsh, the land rises at the end where it meets the Mousam River, and homeowners have undertaken shoreline stabilization projects.

The dune system along Parson's Beach and Crescent Beach is heavily vegetated, with few houses along that section of beach situated in the frontal dune.

Maintaining the integrity of Kennebunk's coastline is important from an economic standpoint as well as quality-of-life. Homes along the coastline generate roughly 40% of the Town's total property tax revenues; beach parking fees provide revenue to the Town; and beach visitors are the engine that drives the success of local restaurants, hotels and shops. To protect the coastline, the Town's Shoreland Overlay District encompasses lands lying within 250 feet of the Atlantic Ocean and along the three rivers that flow into it. Performance standards that comply with the Shoreland Zoning Act specify setbacks for structures, permitted uses, and lot coverage. *(See Climate Change topic area for more discussion on coastal vulnerabilities)*

Southern Maine Planning & Development Commission is working with six member towns – Kennebunk, Kennebunkport, Kittery, Wells, Ogunquit and York – on its Regional Sustainability and Resilience Program, with a goal of increasing resilience by coordinating climate change mitigation and adaption planning and strategy implementation. A link to the program's work plan can be accessed at https://smpdc.org/vertical/sites/%7B14E8B741-214C-42E2-BE74-5AA9EE0A3EFD%7D/uploads/Regional_Sustainability_and_Resilience_Program_Work_Plan_Final_042320.pdf

Scenic Vistas

Kennebunk has a wealth of scenic areas ripe for photo opportunities, enjoyment during a walk, or seen during a ride around town. Some notable vistas include:

- Summer Street Historic District, from Route 1 east to Port Road, a showcase of well-preserved Italianate, Second Empire, Federal and Victorian houses;
- Kennebunk River upstream and Kennebunk Harbor downstream, as viewed from the Lanigan Bridge on Western Avenue;
- The "beach cruise" - Beach Avenue along Gooch's, Middle and Mother's Beaches;
- Parsons Beach Road, which borders an equine facility and provides an overview of salt marshes, Back Creek and rolling hills;

- Alewife Road, from Cole Road east to Thompson Road, a winding, hilly trip through the historic Alewife Plains farm corridor;
- Gooch’s Creek and associated salt marshes, as viewed from the Beach Avenue bridge;
- Lake Brook and its salt marshes, as viewed from the Western Avenue bridge;
- Kennebunk Plains and Wells Barrens from Webber Hill Road, especially when purple-flowered Northern Blazing Star wildflowers are in bloom;
- Kennebunk River and the remains of 19th century shipbuilding wharves in the former Landing village as viewed from Durrell’s Bridge;
- Mousam River as seen from the Mill Street Bridge as it cascades over the dam;
- Kennebunk River as seen from Old Port Road;
- The Mousam River and salt marshes just to the west of the Bridle Trail (*seen here to the right*), a popular walking path.



Goals, Policies and Strategies

State Goal:

- To protect the State's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas.

Local Goal:

- To protect, maintain and, where possible, improve the quality of the Town’s natural environment and resources – namely:
 - Wetlands
 - Wildlife and Fisheries habitat
 - Sand dunes
 - Shorelands
 - Scenic Vistas
 - Unique natural areas

Policies:

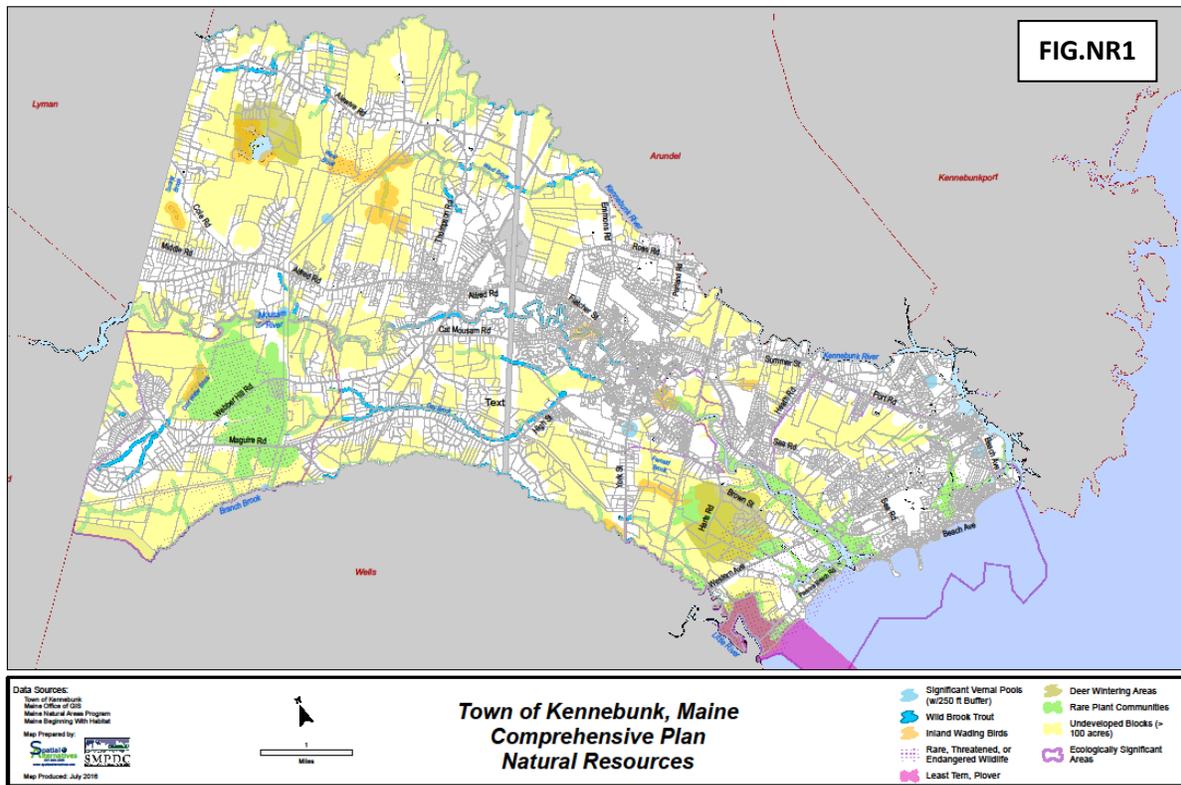
- To conserve critical natural resources in the community, including wetlands, habitat corridors, scenic vistas.
- To coordinate with neighboring communities and regional and state resource agencies to protect shared critical natural resources.
- The Town should continue to conserve significant wetlands, riparian areas, and habitat corridors.

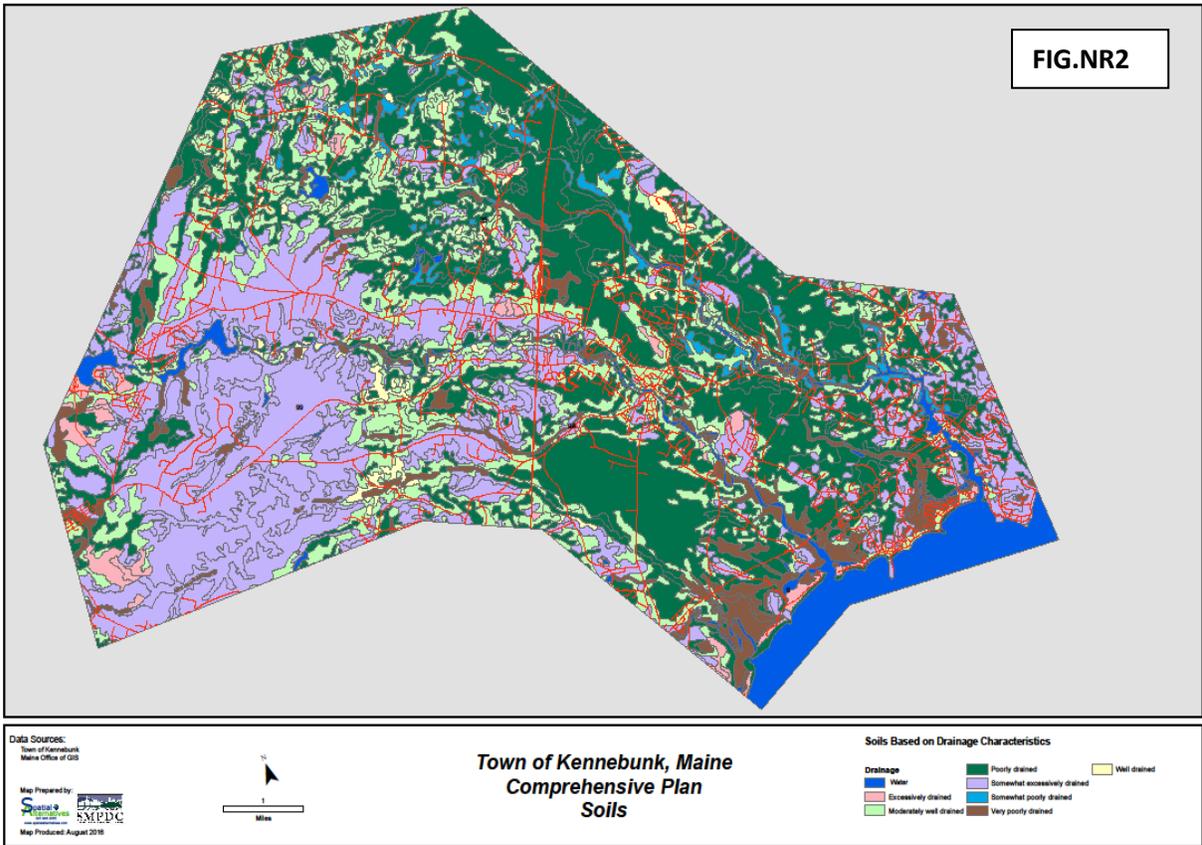
Strategies:

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

Description	Timeframe	Responsible Parties
<i>Continue to require developers to identify on-site critical natural resources and provide protection by measures that include site design modification, construction timing, and/or extent of excavation</i>	<i>Ongoing</i>	<i>Required in Performance Standards</i>
<i>Continue to initiate and/or participate in interlocal and/or regional planning, management, and/or regulatory efforts to safeguard shared critical and important natural resources such as the Kennebunk and Mousam Rivers</i>	<i>Ongoing</i>	<i>Planning Board, Select Board, Community Planning</i>

		Department
Continue to support and broker public/private partnerships to protect critical and important natural resources using conservation easements, purchase of land and other preservation techniques	Ongoing	Planning Board, Select Board
Create and provide information to developers and landowners regarding the subject of vernal pools and their role in the maintenance of healthy ecosystems	Ongoing	Conservation Commission
Create and make available information to those residing near critical or important natural resources about current tax programs and applicable local, state or federal regulations	Ongoing	Conservation Commission
To better protect wildlife corridors and wetlands functions, upgrade Performance Standards to require deeper wetlands setbacks and buffers, as well as mitigation of "nibbling away" activities that cumulatively impact the overall function of watersheds and wildlife corridors	Short Term	Conservation Commission, Planning Board
Modify Subdivision Regulations and zoning ordinances to require use of Beginning with Habitat Maps as an initial step in reviewing subdivision applications	Short Term	Planning Board
Review land use ordinances to ensure they are consistent with applicable state law for critical natural resources	Short Term	Planning Board
Appoint an ad hoc committee to update the Town's 2004 Open Space Plan to recognize progress made in preserving and protecting lands, identify progress still to be made, and make recommendations on appropriate ordinance changes	Medium Term	Select Board





Larger scale figures can be found in Appendix E.

Agriculture & Forestry Resources

Overview

Despite increasing development of homes, Kennebunk has large swaths of undeveloped land, even near the downtown area. Some of this is due to ownership of large tracts by the U.S. Fish & Wildlife Service as part of the Rachel Carson Wildlife Refuge, Town ownership of parcels used for conservation and recreation, State Conservation ownership of large tracts in the southwestern parts of town, utility ROWs, management of multiple parcels by the Kennebunk Land Trust, and a circular parcel owned by the Federal government that is part of the Sanford Airport’s approach system. Zoning regulations discourage development in rural and Shoreland districts, and the presence of wetlands and water bodies limits or prohibits development.

(See FIG.AF1 Map of “Agricultural Resources” at end of chapter)

Farming in Kennebunk

Farming was a historic Maine necessity and in Kennebunk much of it was clustered in the Alewife Plains section of town, just to the west of today’s Maine Turnpike. Some grazing of animals took place near today’s beachfront, on lands that are now tidal flats. Small-scale farms were sprinkled throughout town, including some that were close to downtown.

Agricultural operations today are of a small-scale nature, with some still taking place in the historic Alewife-Plains area, including a slaughterhouse, a sheep farm and a cranberry grower. Hay production is a very common activity throughout town, which helps to preserve important wildlife grassland habitats as well as agrarian vistas visible from roadways. There is a turf farm and an alpaca farm in West Kennebunk. Small-scale equine facilities are located on Emmons Road, off Downing Road, and on Western Avenue near Parson’s Beach. Two family-owned Christmas tree farms supply holiday trees and wreaths, and four plant nursery businesses grow perennials and annuals. Many families in town own chickens, and a few raise pigs for personal use. Although there are no pick-your-own farms in Kennebunk (there are several in surrounding towns), it is possible to harvest low bush blueberries at the 1600 acre Kennebunk Plains grasslands area off Webber Hill Road (Route 99), which is managed by the Maine Department of Inland Fisheries & Wildlife and the Nature Conservancy. Two community gardens – one at the Park Street School Apartments and one on Holland Road in West Kennebunk - are fully utilized every year, with the proceeds often shared with others. A popular Farmer’s Market located on a Town-owned parcel in downtown Kennebunk is open Saturdays from May through November.



The Park Street Apartments Community Garden

In general, the biggest threat to traditional farming operations in Kennebunk is development pressure, as well as the retirement and passing on of older farmers. The number and intensity of these operations has been static for many years, and it is anticipated this trend will continue. In West Kennebunk, some parcels designated as being part of the growth area due to proximity to schools and the Maine Turnpike interchange are former farmland, and due to the current real estate market, it is anticipated that this district will see new subdivisions in the near future. Approval of past subdivision applications in the Alewife-Plains historic farming district was

predicated on houses being located well away from roadways to maintain the area’s agrarian and forested look and feel.

Forestry in Kennebunk

During the town’s shipbuilding era, tall and straight pine trees were harvested in the western regions of town for use as masts; the trees were transported to shipyards by teams of oxen. Lumber mills were established along the Mousam River to process local trees for construction. Tree removal today is predominantly done to clear land for house construction, and to remove large pine trees, or trees such as spruce that have been decimated by invasive insects, deemed to be safety hazards to nearby buildings or roadways. Below is a summary of reported timber harvests for the Town of Kennebunk as compiled from Confidential Year End Landowner Reports to Maine Forest Service:

YEAR	Selection harvest, acres	Shelterwood harvest, acres	Clearcut harvest, acres	Total Harvest, acres	Change of land use, acres	Number of active Notifications
1992-1997	178	86	1	265	0	8
1998	98	0	0	98	0	4
1999	140	0	0	140	5	8
2000	30	0	0	30	0	7
2001	85	0	0	85	48	6
2003-2004	107	36	0	143	0	5
2005	30	0	0	30	54	4
2006	19	0	0	19	5	4
2007	145	0	0	145	0	5
2008	47	0	0	47	0	5
2009	50	0	0	50	0	3
2010	122	0	0	122	0	5
2011	9	0	0	9	0	5
2012	175	0	0	175	31	7
2013	10	0	0	10	0	4
2014	42	5	0	47	29	6
2015	25	0	0	25	0	6
2016	57	25	0	82	3	5
2017	30	36	0	66	56.5	8
2018	21.5	80	0	101.5	63	8
2019	104	0	0	104	21	7
2017	311	56	0	367	15	12
2018	388	0	0	388	0	14
2019	332	38	0	370	0	15
Total	2555.5	362	1	2918.5	330.5	161
Average	106	15	0	122	14	7

Town and State Support of Agriculture and Forestry

State Support

Owners of farmland, open space parcels and working forests are eligible to take advantage of Maine's current-use property tax programs designed to provide tax benefits to owners by continuing the use of parcels for as long as possible into the future. This is designed to encourage owners to preserve traditional use of lands. The reported 2020 status of Kennebunk parcels enrolled with the State of Maine is:

Farmland

- Number of parcels: 26
- Cropland Acres: 450.49
- Woodland Acres: 492.49
- Total acres: 942.98

Open Space

- Number of parcels: 30
- Total Acres: 461.10

Tree Growth (Working Forests)

- Number of parcels: 20
- Softwood Acres: 190.90
- Mixed Wood Acres: 298.76
- Hardwood Acres: 96.64
- Total acres: 586.30

For property owners interested in considering or enrolling for such tax benefits, application forms may be obtained via: <http://www.maine.gov/revenue/forms/property/appsformspubs.htm>

Town Support

Town Zoning Ordinances allow agriculture and timber harvesting as permitted uses in most residential zones. Definitions from Article 2:

- **Agriculture**: "The cultivation of the soil, production of crops, and raising of livestock. Unless otherwise indicated, these activities may include: (1) animal husbandry, as defined in this Article, (2) the processing of goods only to the extent that value is added to items actually grown or raised on the premises or if it is carried out pursuant to a home food manufacturing license from the Maine Department of Agriculture; (3) as an accessory use to the principal use of the site for agriculture, the sale of: (a) produce and products actually grown, raised or processed on the premises, (b) fresh produce purchased off-site to supplement sales during the growing season, and agriculturally related products, provided that such produce and products do not occupy more than 25% of the space devoted to retail sales."
- **Agriculturally related products**: "Items produced under a home food manufacturing license from the Maine Department of Agriculture, such as jams and jellies, honey, cheese and dairy products, homemade baked goods, herbs and spices, ice cream, and maple syrup. The allowed retail sales may be in a farm stand or stands in which a total of no more than five hundred (500) square feet are occupied by the sales activity; and (4) aquaculture, as defined in this article."
- **Animal husbandry**: "The breeding and raising of livestock for commercial purposes."
- **Forest management**: "Timber cruising and other forest evaluation activities, management planning activities, insect and disease control, pruning and other stand improvement, regeneration of forest stands, and other similar associated activities, but not the construction of roads or timber harvesting."
- **Timber Harvesting**: "The cutting and removal of trees from their growing site, for the primary purpose of selling or processing forest products and the attendant operation of mobile or portable

chipping mills and of cutting and skidding machinery, including the creation and use of skid trails, skid roads, and haul roads. The cutting or removal of trees in the shoreland zone on a lot that has less than two (2) acres within the shoreland zone shall not be considered timber harvesting. Such cutting or removal of trees shall be regulated pursuant to Article 10, Section 10.3.D, Clearing or Removal of Vegetation for Activities Other Than Timber Harvesting.”

Agricultural, Timber Harvesting and Forestry Management Uses Permitted by District

District	Agricultural Use Permitted	Timber Harvesting/Forest Management Permitted
Resource Protection (RP)	Special exception (excluding structures)	Yes
Branch Brook Aquifer Protection (BB)	Yes, with no animal husbandry; Zone B (recharge area) requires special exception	Yes
Rural Conservation (RC)	Yes	Yes
Rural Residential (RR)	Yes	Yes
Coastal Residential (CR)	Yes	Yes
Suburban Residential (SR)	Yes	Yes
Village Residential (VR)	Limited to field, row and specialty horticultural crops; more flexibility for parcels 5+ acres	Yes
West Kennebunk Village Residential (WKVR)	Yes	Yes
Downtown Business (DB)	No	No
Upper Square (US)	No	No
York Street Mixed Residential and Commercial Use (MRCU)	No	Forest management only
Lower Village Residential (LVB)	No	No
West Kennebunk Mixed Use (WKMU)	Yes	Forest management only
Suburban Commercial (SC)	No	Forest management only
Business Park (BP)	No	Forest management only
Industrial (I)	No	Forest management only

Conservation of Forests and Farmland in Kennebunk

According to the Town Assessor, as of April 2020, 24.7% of Kennebunk’s total acreage was held in categories historically used for “Public Lands” calculation – land held by the US Government (1.642.39 acres), the Town of Kennebunk (739.56 acres), the State of Maine (1642.39 acres), the KKW Water District (484.97 acres), RSU 21 (172.60 acres) and the Kennebunk Land Trust properties and easements (996.92 acres). Kennebunk Land Trust properties are open to the public for passive recreation (*see “Recreation” for a complete list and description of properties*).

Kennebunk’s zoning ordinances are designed to protect its natural resources, most specifically by the designation and regulation of areas such as the Resource Protection District, the Branch Brook Aquifer Protection District, the Rural Conservation District, the Shoreland Overlay District and the Historic Preservation Overlay District.

(See FIG.AF2 “Conservation Lands” at end of chapter)

Goals, Policies and Strategies

State Goal:

- To safeguard the State's agricultural and forest resources from development which threatens those resources.

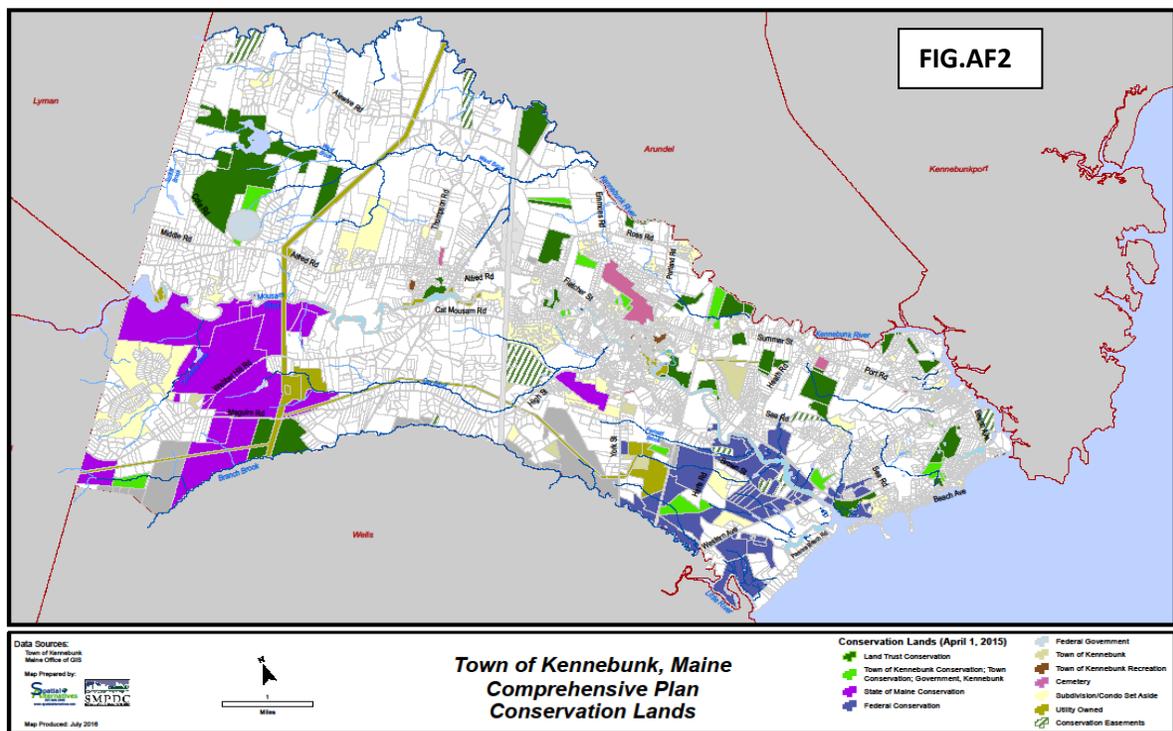
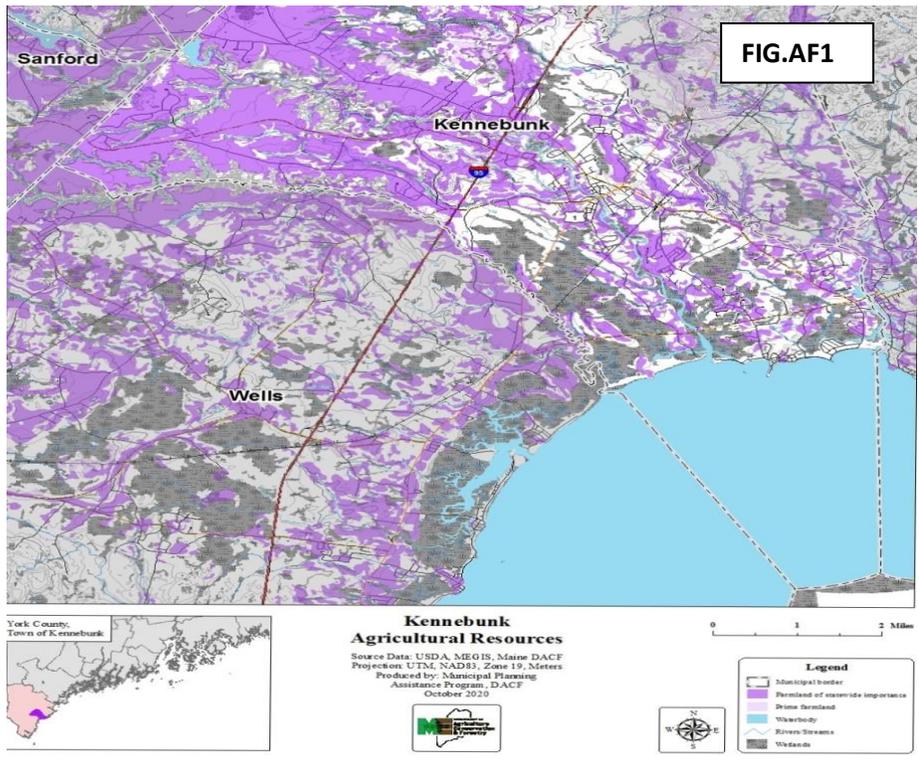
Policies:

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

Strategies:

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

Description	Timeframe	Responsible Parties
<i>Continue to limit non-residential development in critical rural areas to natural resource-based businesses and services, nature tourism/outdoor recreation businesses, farmers' markets, and home occupations</i>	<i>Ongoing</i>	<i>Planning Board, Site Plan Review Board</i>
<i>Continue to permit land use activities that support productive agriculture and forestry operations, such as roadside stands, greenhouses, firewood operations, sawmills, log buying yards, and pick-your-own operations</i>	<i>Ongoing</i>	<i>Permitted by Ordinance</i>
<i>Continue to include agriculture, commercial forestry operations, and land conservation that supports them in local or regional economic development plans</i>	<i>Ongoing</i>	<i>Economic Development Committee</i>
<i>Encourage owners of productive farm and forest land to enroll in the current use taxation programs via more detailed information communicated to Town residents</i>	<i>Short Term</i>	<i>Assessing Department</i>
<i>Consult with Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices</i>	<i>Medium Term</i>	<i>Planning Board</i>
<i>Consider amending land use ordinances to require commercial or subdivision developments in critical rural areas, if applicable, maintain areas with prime farmland soils as open space to the greatest extent practicable</i>	<i>Medium Term</i>	<i>Planning Board</i>
<i>Consult with the Maine Forest Service district forester when developing any land use regulations pertaining to forest management practices as required by 12 M.R.S.A. §8869</i>	<i>Medium Term</i>	<i>Planning Board</i>



Larger scale figures can be found in Appendix E.

Marine Resources

Overview

Kennebunk's eastern border is the Atlantic Ocean, where three rivers meet the sea and geology provided a mix of sand and cobble beaches, rocky outcrops, and wetlands associated with the Little River and Mousam River outflow areas. There are three town-owned beaches, which are contained by seawalls that separate the beaches from adjacent sidewalks and Beach Avenue. The Kennebunk River forms a protected harbor that is shared with Kennebunkport. Parsons Beach, which transitions to Crescent Beach, is a private beach that offers public access courtesy of the family association that owns the land, bookended by the Mousam and Little Rivers.

(See FIG.MR1 "Marine Resources" at end of chapter)

The quadrant of oceanfront and rolling hills between the Mousam and Kennebunk Rivers and Western Avenue, which runs two miles inland and parallel with the beach, was used during the 19th century for large tourist hotels, a long-defunct train station, farming, and ornate summer cottages. Today, most "lots of record" have been developed, and in addition to many single family homes, the area includes a private golf club, condominiums, a monastery, marinas, restaurants, shops and hotels/motels.

The sustained trend toward recreational use of the ocean and rivers can be seen in the large number of kayaks, stand-up paddle boards, and small motorboats. Surfing is popular at Gooch's Beach, with at least one local company offering lessons and rentals. Fishing charters haul in striped bass, and the mouth of the Mousam River is a popular fishing spot. There is an increase in the number of homeowners seeking Town permission to install seasonal docks, and in 2018 a Kennebunkport resort positioned a floating swimming pool in the river. The pool was constructed, launched and transported downstream by Performance Marine of Kennebunk.

Coastal Water Quality

The oceanfront neighborhoods between the Mousam and Kennebunk Rivers are in large part on sewers. All three rivers, however, are impacted by non-point pollution sources that negatively affect beach water quality after heavy rainfall washes bacteria-laden nutrients downstream. The Kennebunk River is the most impaired, and river currents paired with certain wind directions send bacteria to adjacent Gooch's Beach. Additional bacteria sources include stormwater drain outflow from Beach Avenue as well as seaweed that washes up onto the beach. In 2009 the Maine Department of Marine Resources prohibited the taking of clams, quahogs, oysters or mussels from any Kennebunk flats, shoreland, and offshore waters, including the Little, Mousam and Kennebunk Rivers, due to pollution. This order still stands, although Maine DMR volunteer teams continue to test the water at Parsons Beach weekly for phytoplankton that might be toxic to shellfish and/or humans, and the Town retains a licensing procedure offered through the Town Clerk's Office that could be utilized if the ban is lifted. A map showing the closed area can be found at: <https://www.maine.gov/dmr/shellfish-sanitation-management/closures/documents/7.pdf>

The *2021-2031 Kennebunk River Watershed Management Plan* offers detailed data about sources of upstream bacteria in the towns of Arundel, Kennebunk, Kennebunkport and Lyman that have resulted in increased river impairment, as well as proposed mitigation strategies for towns to adopt. Data identifies bacteria sources to be agricultural practices, development, septic system malfunctions, stormwater outflows and soil erosion. (See "*Water Resources*" for a more detailed description.) The document notes that the Kennebunk River is a "no discharge" area for boat-generated sewage, that no active pump-out stations exist in Kennebunk, but three are available at marinas on the Kennebunkport side of the river. The plan, which outlines numerous steps for the

four towns to take, can be accessed online at <https://www.wellsreserve.org/project/kennebunk-river-watershed-based-management-plan>

Testing of water quality is undertaken by:

- **Maine Healthy Beaches (MHB)** staff and volunteers perform standardized monitoring of beach water quality, notifying the public if health risks are detected. The water at two town-owned beaches – Gooch’s and Mother’s - is tested twice weekly from June to September for temperature, salinity and bacteria. Healthy Beaches Data can be found online at <http://www.mainehealthybeaches.org/resources.html>
- **Wells National Estuarine Research Reserve (WNERR)** and volunteer water quality monitors have monitored the Kennebunk River, which empties out at Gooch’s Beach, since 2009. Testing is done biweekly from June to September. Data can be found online at: https://www.maine.gov/dep/water/monitoring/rivers_and_streams/vrmp/reports/2019/Kennebunk%202019%20Report.pdf

Water-Dependent Uses

While the beaches are the engine that drives today’s tourism economy, Kennebunk and Kennebunkport have a long shared history based on the sea, harbor and river. Early economic activity was dominated by shipbuilding activity along the Kennebunk River, and determined the location of streets, homes and businesses. Over time, changing river conditions and the ever-increasing size of ships forced the relocation of shipyards closer to the ocean. When the wooden shipbuilding era finally ended in the early 1900s as metal ships replaced traditional wood, and shipyards were abandoned, the emerging tourism industry was just as dependent upon access to salt water. Growing consumer demand for lobsters and other seafood provided new opportunities for local lobstermen, groundfishermen and sport fishing businesses. The Town has traditionally sought to balance the needs of working fishermen against recreational and development pressures. Due to the relatively low level of traditional fishing occupations in Kennebunk, the Town has not utilized the Maine Working Waterfront Access Protection Program, which provides funds to protect and secure commercial fishing access, and mandates that future development of funded property retain its use for commercial fishing and closely related activities. Owners of parcels used for commercial fishing are eligible to take advantage of Maine’s current-use property tax programs designed to provide tax benefits to owners by continuing the use of parcels for as long as possible into the future. Application forms may be obtained via: <http://www.maine.gov/revenue/forms/property/appsformspubs.htm>

According to NASA, the Gulf of Maine is warming faster than 99% of the oceans. There is concern about future changes to the lobster industry, and realization that warm-water fish and invertebrates are moving into the Gulf. For instance, in 2020 Wells Reserve reported catching blue claw crabs, a Mid-Atlantic species, in addition to the usual rock crabs, Jonah crabs, and invasive green crabs. Should there be future fishery changes in the Gulf of Maine that impact local fishermen, the Town would need to work in concert with Kennebunkport to re-evaluate use of the harbor. If current warming conditions continue, it is likely that in ten years fishing and lobster businesses in the harbor will be less viable.

Marinas and Vessels

Today, there are three marinas on the Kennebunk side of the harbor, with roughly 50 slips, including about a dozen earmarked for transient use. There are 54 vessels licensed for commercial use, with about 24 individual licenses for commercial fishing, lobstering and crabbing.

- Dimillio’s Marina offers full-season tenant space, and transient space for periods as brief as 3 hours, with fresh water, electricity, parking and wi-fi;
- Performance Marine offers slip spaces and a private boat launch; it operates a whale watch boat and a scenic lobster cruise, and serves as a seasonal paid parking lot for passenger vehicles and visiting tour buses;
- The White Barn Inn on Beach Avenue maintains dock space on Doane’s Wharf for guest use.



Performance Marine and Dimillio’s Marina (on the left side of the river)

Other Kennebunk-based commercial vessels include a party fishing boat and an eco-excursion cruise vessel.

Moorings

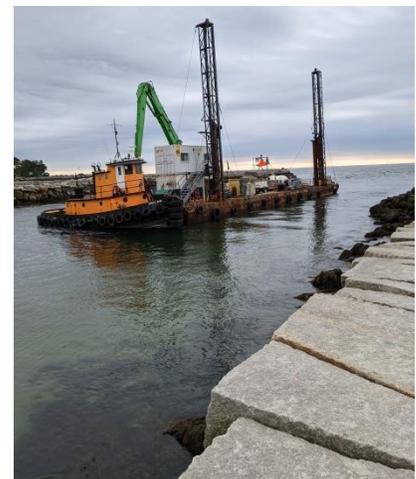
Out of a total of 67 moorings in the shared harbor, 31 are registered as commercial and used predominantly by lobstermen, with a few private charter fishing boats. One mooring is held by the State for use by Marine Patrol, and another one is managed by the Town for rent by transient boaters (with a maximum stay of three nights) The remaining 36 moorings are registered to recreational users. According to the Harbormaster, there is usually an 8 year waiting period for moorings, with more requests in the queue from “pleasure” users than from commercial users. Over the next ten years, should water temperatures continue to increase and reduce lobster populations, it is anticipated that despite attempts to assign 50% of moorings for commercial use, commercial use will decrease.

Harbor Oversight

Harbor activities are overseen jointly by the towns of Kennebunk, Kennebunkport and Arundel in the form of a Kennebunk River Committee established in 1984. The joint Kennebunk River Harbor Management Plan, most recently amended in 2014, provides protection for commercial and recreational vessel usage via a vis management of moorings (50-50 split) and channel maintenance. A Town ordinance stipulates allocation of moorings and overview of responsibility by Kennebunk River Committee and Harbormaster, along with rules for public use of river. The Harbor Management Plan is intended to assure that commercial users, including fishermen, retain access, and prevent conversions from traditional working harbor use to recreational use.

Dredging Activities

The width of the navigational channel averages 50 feet, with a depth between 13 and 15 feet at high tide and between 3 and 6 feet at low tide. The Towns of Kennebunk and Kennebunk have a signed agreement with the Army Corps of Engineers (ACOE) for joint maintenance of the navigation channel, with a goal to provide a navigable channel as far up the river as Doane’s Wharf. Because of repeated shoaling caused by coastal storms, the river has been dredged several times in the past decade, most recently in January 2020, when 20,000 cubic yards of sandy sediment was relocated offshore. ACOE-managed repairs to the storm-damaged jetty at the mouth of the river are underway (fall 2021; *see photo, right*).



Beaches

The three town-owned beaches are open to the public and see heavy use year-round. A seawall separates the beaches from the adjacent sidewalk and parking spots. Although there is no charge to use the beach, Resident and Non-Resident parking passes are required at spots along the beach (approximately 225 spaces) from mid-June through mid-September, and demand sometimes exceeds capacity.

- Gooch’s Beach, which abuts the Kennebunk River and is the largest beach, is sometimes cited in tourism surveys as the #1 destination for visitors. It’s the quintessential summer family venue, with lifeguards on duty and portable restrooms available. At high tide the sandy beach area becomes quite constrained for those who want to spread out with a blanket and umbrella. The beach is also popular for dog owners, who mounted a “Keep the pooches on Gooch’s” campaign when discussion of restrictions arose several years ago (restrictions apply during the day in season). To help protect water quality, the town maintains a dispenser with plastic bags and a garbage can for disposal of pet waste.
- Middle Beach is predominantly cobble and separated from the other beaches by rocky outcrops. It’s a low-key spot for visitors who bring folding chairs to relax. Adjacent Oak Point may be used for bonfires; a Kennebunk Fire Department burn permit is required.
- Mother’s Beach is the smallest beach, and as the name implies, is popular for families with younger children, who can explore tidal pools and use the adjacent playground owned by nearby Kennebunk Beach Improvement Association (KBIA). Portable restrooms, a lifeguard and dog supplies are also provided.

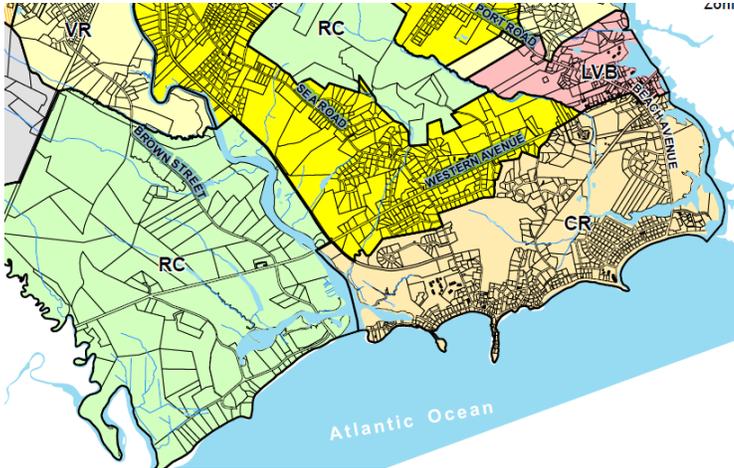


Gooch’s Beach on a summer day, midway between low and high tide

Zoning

Most of the land in the quadrant between Western Avenue and the Kennebunk and Mousam rivers is zoned Coastal Residential (CR), requiring 20,000 square feet per residential unit lot and 40,000 square feet for other uses. Properties within 250 feet of the ocean or the river are additionally impacted by restrictions imposed by the Shoreland Overlay Zone.

Beyond single-family residences and condos, there are three hotels, a Franciscan Monastery that also maintains a guest house (hotel) and a Kennebunk Sewer District pump station. A large tract of Monastery-owned property along the river and Gooch’s Creek is undeveloped woodlands and wetlands. A small portion of the harbor along Western Avenue is zoned Lower Village Business (LVB), and encompasses two of the marinas and multiple restaurants. Other than the Monastery property, there is no open land along the harbor, but the Town recognizes that already-developed property can be redeveloped. Permitted uses foster the same character and scale of the existing structures.



Land between the Mousam and Little Rivers is zoned Rural Conservation (RC), appropriate for an area which is heavily wooded and bisected by streams, wetlands and salt marshes, the oceanfront portion of which is also noted on *Beginning with Habitat* maps as Tidal Wading Bird habitat, with a section categorized as Piping Plover breeding area. There are no sewers in this area, and some houses along the beach are served by a seasonal water system. Minimum lot area for a single family dwelling in the zone is three acres. On Western Avenue within walking distance of Parson’s Beach is a horse farm, which is a permitted use in the zone, and a mostly-seasonal

cottage community that pre-dates Zoning. Throughout the zone are protected tracts that form part of the Rachel Carson Wildlife Refuge.

Points of visual and public access

The Lanigan Bridge, which serves as the main link between Kennebunk’s Lower Village and Kennebunkport’s Dock Square, is hugely popular for visitor “photo ops” that capture scenic backgrounds either upstream or downstream (*photo, right, shows downstream*). The bridge is the nucleus of a pedestrian-friendly neighborhood that allows visuals of the river from multiple locations, and is the site of Christmas Prelude fireworks. There is on-street public parking near the bridge as well as in several (paid) lots sprinkled throughout the area. On summer weekends, parking availability is tight. Public restrooms are available at Kennebunk’s Grand Hotel (closed during the pandemic) and in Kennebunkport’s Dock Square.



Visual access to Gooch’s Creek and associated wetlands is from the Beach Avenue bridge that crosses the creek; the bridge offers parking for a handful of vehicles.

Pedestrian access to the banks of the river is provided courtesy of the Franciscan Monastery on Beach Avenue, which maintains public walking trails open from dawn to dusk. Access to town-owned beaches is available day and night. Access to the Kennebunk Land Trust’s oceanfront Strawberry Island trail is on Great Hill Road, with parking for two vehicles next to the roadway.

All points of visual access are protected, as they are viewed from public roadways.

Limited “put-in” public access for kayaks, canoes and paddleboards is available in three locations:

- Walk-in access on a trail between 286 and 292 Beach Avenue into “the cove,” a protected section of oceanfront, with vehicle parking at nearby Mother’s Beach;

- Drop-off access at the end of Great Hill Road at the mouth of the Mousam River, which is constrained by a steep slope, with parking for one vehicle;
- Drive-in access to Gooch's Creek on private Seagrass Lane off Beach Avenue; parking limits require users to obtain a Kennebunk Police Department permit.
- Drop-off access to the Mousam River at the Western Avenue/Rt. 9 bridge; parking along the roadway nearby.

Goals, Policies and Strategies

State Goals and State Coastal Policies:

To protect the State's marine resources industry, ports and harbors from incompatible development and to promote access to the shore for commercial fishermen and the public, by addressing state coastal management policies (38 M.R.S.A. §1801):

- To promote the maintenance, development, and revitalization of the State's ports and harbors for fishing, transportation and recreation;
- To manage the marine environment and its related resources to preserve and improve the ecological integrity and diversity of marine communities and habitats, to expand our understanding of the productivity of the Gulf of Maine and coastal waters and to enhance the economic value of the State's renewable marine resources;
- To support shoreline management that gives preference to water-dependent uses over other uses, that promotes public access to the shoreline and that considers the cumulative effects of development on coastal resources;
- To discourage growth and new development in coastal areas where, because of coastal storms, flooding, landslides or sea-level rise, it is hazardous to human health and safety;
- To encourage and support cooperative state and municipal management of coastal resources;
- To protect and manage critical habitat and natural areas of state and national significance and maintain the scenic beauty and character of the coast even in areas where development occurs;
- To expand the opportunities for outdoor recreation and to encourage appropriate coastal tourist activities and development;
- To restore and maintain the quality of our fresh, marine and estuarine waters to allow for the broadest possible diversity of public and private uses; and,
- To restore and maintain coastal air quality to protect the health of citizens and visitors and to protect enjoyment of the natural beauty and maritime characteristics of the Maine coast.

State Policies:

- To protect, maintain and, where warranted, improve marine habitat and water quality.
- To foster water-dependent land uses and balance them with other complementary land uses.
- To maintain and, where warranted, improve harbor management and facilities.
- To protect, maintain and, where warranted, improve physical and visual public access to the community's marine resources for all appropriate uses including fishing, recreation, and tourism.

Local Goals:

- To preserve and enhance water-dependent land uses such as marinas and working waterfront facilities on the Kennebunk River;
- To protect and enhance the Town's marine resources including fisheries and shellfish habitat, sand dunes, shorelands, estuaries, and related coastal waters;
- To maintain a balance between commercial and recreational uses in the Kennebunk Harbor;
- To continue to cooperate with Kennebunkport and Arundel in the management of the Kennebunk Harbor.

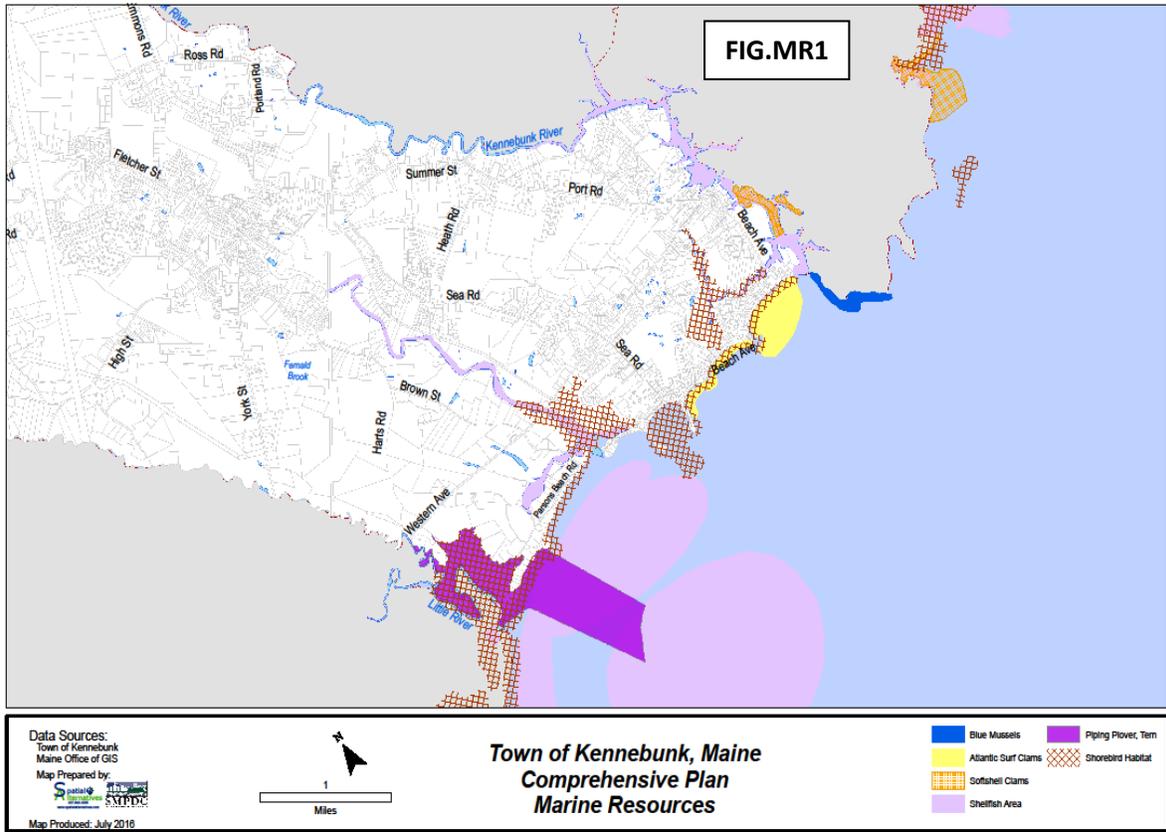
Local Policies:

- The Town should work with local property owners and others to protect major points of physical and visual access to coastal waters.
- The Town should assess whether additional steps should be taken to ensure adequate future opportunities for commercial boats and ensure that commercial marine uses are retained along the harbor.
- The Town should expand public access to the Kennebunk and Mousam Rivers, which is identified in public polling as a high priority need.
- The Town should continue to monitor the balance of commercial and recreational use of the harbor (including mooring use).
- The Town should continue its program of seawall repair to maintain public access to beaches.
- Because the Monastery is a significant and valuable open space area along the Kennebunk River, the Town should work collaboratively with the Monastery to preserve or expand public access to this riverfront property.

Strategies:

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

Description	Timeframe	Responsible Parties
<i>Identify needs for additional recreational and commercial access (including parking, boat launches, docking space, fish piers, and swimming access)</i>	<i>Ongoing</i>	<i>Select Board, Kennebunk River Committee</i>
<i>Encourage owners of marine businesses and industries to participate in clean marina/boatyard programs</i>	<i>Ongoing</i>	<i>Kennebunk River Committee</i>
<i>Support implementation of local and regional harbor and bay management plans</i>	<i>Ongoing</i>	<i>Kennebunk River Committee</i>
<i>Work with local property owners, land trusts, and others to protect major points of physical and visual access to coastal waters, especially along public ways and in public parks.</i>	<i>Ongoing</i>	<i>Select Board, Planning Board</i>
<i>Explore opportunities to expand public access to rivers and estuaries for small boat put-ins and walking paths</i>	<i>Ongoing</i>	<i>Select Board</i>
<i>Work collaboratively with the Monastery to preserve or expand public access to this riverfront property</i>	<i>Ongoing</i>	<i>Select Board</i>
<i>Work closely with the Kennebunk River Committee to assess fishery changes that may impact commercial use of the river</i>	<i>Ongoing</i>	<i>Select Board</i>
<i>Continue to fund, with Kennebunkport, the position of Harbormaster</i>	<i>Ongoing</i>	<i>Select Board, Budget Board</i>
<i>Provide information about the Working Waterfront Access Pilot Program and current use taxation program to owners of waterfront land used to provide access to or support the conduct of commercial fishing activities</i>	<i>Short Term</i>	<i>Assessing Department, Kennebunk River Committee</i>



Larger scale figures can be found in Appendix E.

Population and Demographics

Overview

There are many sources that population and demographic numbers for Maine towns, and figures vary slightly depending upon the source. What is clear is that Kennebunk is home to a variety of demographic groups, including younger families with or without school-age children; seniors, who live alone or with a spouse/partner; and out-of-staters who own homes in Kennebunk and use them seasonally. The town is host to a predominantly White population. It is also clear that, like many southern Maine towns, Kennebunk is growing faster than the state of Maine as a whole.

According to 2020 census numbers, released in April 2021, Kennebunk has 11,536 Kennebunk residents, and is currently adding new residents at a rate of 1.24% annually. This number is slightly lower than the 11,820 population number the State projected Kennebunk would reach in 2021. The town population has grown by about 10% since the 2010 census.

The 2020 census counted Maine’s population at 1,362,359, an increase of 33,998 (2.6%) over 2010. Overall statewide growth is projected to be 0.4% between 2021-2026, with an additional 0.4% between 2017-2026, for a ten year total of just 0.8%. This is far slower projected growth than observed between 2010-2020.

In Kennebunk, there are 9,537 adults, and 3,529 of them are seniors – 37% of residents. The median age of residents is 51.9 (in comparison to 45 overall in Maine). While the 2020 census has not yet provided a figure for the total number of households in Kennebunk, other sources indicate it is just under 5000, with an increase of about 40 from the year prior. Average household size is 2.25, with 28% of households having a single occupant, the majority of them over age 65. The trend to more single occupant households reflects changing marriage and divorce norms, increased longevity, and the availability of elderly congregate housing that provide resources designed to allow seniors to stay in their own homes as long as possible (*see Housing chapter for more detail*).

Population Trends and Implications

The State of Maine forecasts population growth using cohort methodology, which examines patterns of in-migration, out-migration and birth and death rates. Previous population numbers for Kennebunk, and most recent Maine data from 2017, as a means of comparison to current and future:

- 2000 10,476
- 2010 10,798
- 2017 11,684
- 2021 11,820
- 2026 12,300
- 2031 12,764
- 2036 13,140

This represents projected percentage increases of 4.2% for the 2021-2026 period, 3.6% for the 2026-2031 period, and 2.9% for the 2031-2036, which mirrors York County but far exceeds projected growth for the state as a whole.

As cautioned in State guidance, these numbers are fluid and can change as a result of many factors, including unforeseen economic circumstances such as the effects of the Covid-19 pandemic. Factors that influence the decision to stay in or move to a community are numerous, and are driven by both financial and quality-of-life considerations: real estate market (supply and demand that impacts price and number of available homes), the

type of new development taking place (single family homes versus multi-family versus age-restricted), local real estate tax rate, State tax rates (including those that impact senior pensions and Social Security), school system quality, availability of medical care, proximity to family, and the number and type of jobs that are available within commuting distance.

Population growth generally results in economic growth. However, periods of fast population growth can result in undesirable changes to a region: housing becomes unaffordable and unavailable, schools exceed capacity, roads experience congestion, and transportation becomes problematic. It may be difficult for businesses to find adequate staff, and health care services struggle.

Demographic Influences on Town Decision-Making

The Senior Population in Kennebunk

As noted above, the 2020 census identified 37% of Kennebunk residents as “seniors.” This percentage is significantly higher than the state as a whole, which, according to the census, showed 21% of Mainers as being over 65. Vermont and New Hampshire, the two New England states most like Maine demographically, ranked just behind. Nationally, Baby Boomers are 22.6% of the population.

The Baby Boom population bulge – 76 million babies born 1946-1964 - has influenced the national economy for many years, and will continue to do so. This generation was born into a period of relative national prosperity that saw gains in wages, business starts and the rise of consumerism, with access to many new “must have” products, a trend that has endured. Due to improvements in medical science, this cohort is expected to live 10-25 years longer than the generation that preceded it. Men currently age 65 can expect to live another 18.2 years; women another 20.8 years.



Residents attend a 2018 performance by the Portland Symphony at the Waterhouse Center

Maine, in general, is an attractive place for retirees due to the availability of outdoor recreational activities, as well as social activities such as book clubs, classic car clubs, church activities, easy in-state travel and sightseeing, volunteer opportunities, and the availability of paid work. Kennebunk is considered an “age-friendly community” due to the wealth of paid and volunteer opportunities, recreational assets, walkable neighborhoods with sidewalks and safe street crossings, and age-restricted housing that serves changing medical needs (from independent living to assisted living to memory care). While some Kennebunk residents have the financial resources to become “snowbirds,” decamping to places such as Florida for several months each winter, others must “age in place,” and in Kennebunk, there are many resources to enable this desire. *(See the Housing chapter for more discussion on housing and related services dedicated to seniors; also see Public Services and Facilities, Recreation and Transportation chapters for discussion of other senior-directed services.)*

There is much variability in seniors’ financial security. While anyone who worked long enough to build up minimum work credits can begin collecting Social Security benefits beginning at age 62 (at a reduced rate, as “average” benefits are based on retirement at age 66, with additional incentives to postpone collection until age 70), some seniors’ intent to continue working until 66 can be affected by health conditions as well as employer changes and age discrimination that makes finding new employment at a good salary after age 60 difficult. These factors may force a Social Security sign-up at an earlier age than desired. The Social Security

Administration (SSA) reports that as of June 2021, the average monthly Social Security benefit was \$1555. Some seniors do have pensions, 401(k) plans, IRAs, or personal savings, all at varying amounts, but the percentage of seniors who rely solely on Social Security for income is a figure open to debate, by investment firms and even at the SSA.

Some Kennebunk seniors may have moved to town after selling a home in a more affluent community, which provided a nest egg. Others may be long-term Kennebunk residents anxiously watching their real estate tax bills. At the time of retirement – whether planned-for or not – all seniors face an accounting of their expected monthly income versus the cost of living. They are also, generally, experiencing more acute and chronic health concerns, which require more doctor visits, medications, surgery and physical therapy. Due to Kennebunk’s high percentage of seniors, and a recent spate of primary care physician retirements in town, the availability of experienced medical practitioners is currently stretched in the area.

In Kennebunk, for those whose health is good, there are many opportunities for both full- and part-time employment in the tourism industry, although these positions may pay far less than a new retiree earned in a previous career. The Chamber of Commerce hosts an annual Job Fair each spring to facilitate a match-up of skills and open positions, and provides an online forum for member businesses to post openings.

For seniors who do not need to seek a paid position, there are many volunteer opportunities available, and both the Town and local non-profits depend heavily upon the expertise and experience of senior volunteers. The Town’s 20+ volunteer committees – everything from “binding” committees such as the Planning Board to neighborhood groups such as the Lower Village Committee – are heavily staffed by seniors. Seniors are responsible for such varied functions as river and ocean water testing for Maine Healthy Beaches; staffing Habitat for Humanity’s retail “Restore;” helping to guide visitors during special events such as Christmas Prelude; and providing help for the Community Outreach Services food pantry.

Kennebunk’s Working Population and Birth Rates

Maine’s working-age population (20-64 years) is projected to decrease 6% from 2016 to 2026, but this includes the aging-out of Boomers. The young working-age population (20-39 years) is projected to increase 2% from 2016-2026. Millennials, who are largely the children of Baby Boomers and were born between 1982 and 2000 (according to the U.S. Census Bureau’s definition), make up 26.0% of the national population, but only 22.4% in Maine. In Kennebunk, there are currently a total of 2,454 residents in the 25-64 prime working age group. Fewer than 40 have less than a high school education, 454 are high school graduates only, 574 have some college, and 1,386 have at least a bachelor’s degree.

In addition, Maine’s birth rate is lower than the U.S. birth rate and has been for decades. Earlier this decade, the number of deaths in Maine exceeded the number of births. This trend will likely continue. Given this reality, the only way to increase Maine’s population is through migration, both domestic and international. Growth rates for York County and Kennebunk exceed that of Maine as a whole and seems to be due to in-migration from states in the Northeast section of the country. In-migration from other states and countries will not only continue to add residents, but it should lessen the percentage of Mainer who are White, which now stands at 96%. In Kennebunk, the percentage of White residents was 96.9% in 2010, 96.0% in 2017, and 97.11% in 2020.

Kennebunk has a higher proportion of citizens with a bachelor’s degree than the State and the County, who are employed in a higher proportion of white collar (74.4%) versus blue collar (12.3%) jobs than the state and York County. Incomes are higher than in York County, or Maine as a whole. (Note: as Baby Boomers retire, their income drops proportionately.)

Median Income			
Year	Kennebunk	York County	Maine
2020	\$84,586	\$75,612	\$63,340
2019	\$71,181	\$66,209	\$59,575
2018	\$77,303	\$68,558	\$56,987

Population Seasonality

Kennebunk has a high seasonal population due to its traditional role as a summer coastal vacation spot. The summer population is estimated to increase by 50% when seasonal homes, hotels, motels, and B&Bs are taken into consideration. This is not as extreme as some neighboring towns; Kennebunkport’s population triples in the summer and Wells’ population almost quadruples. The percentage of seasonal housing versus full-time housing is currently around 13.8%. Another observable trend in recent years is the number of homes, especially near the oceanfront, that are used exclusively as short-term seasonal rentals, marketed through Airbnb or other websites. The presence of a seasonal population fuels businesses, creates employment opportunities, does not add students to the school system and puts less demand on public safety and public services since seasonal residents do not require services twelve months of the year. The downside is that it pushes housing costs up, reduces the availability of full-time rental and ownership opportunities, and causes seasonal traffic congestion. Seasonal residents are also much less invested in community decision-making and volunteerism.

Population and Demographic Sources:

<https://data.census.gov/cedsci/table?q=Kennebunk,%20Maine%2004043&tid=ACST5Y2019.S0801>

<https://worldpopulationreview.com/us-cities/kennebunk-me-population>

https://www.maine.gov/dacf/municipalplanning/comp_plans/planning_data.shtml

Covid-19 Impacts

Anecdotally, the Covid-19 pandemic that began to affect the country in March 2020 has thus far resulted in a small but noticeable influx of new residents to the Kennebunk area. These are people who sometimes made quick decisions to relocate to places they deemed “safe” due to Maine’s comparatively lower rates of infection, and were permitted by their employers to work remotely. It is too early to tell whether these recent arrivals stay permanently, or whether they return to their previous homes once they deem it’s safe to do so.

Conversely, according to *New York Times* data, for the first 8 months of the pandemic (March-October 2020), there were 7% more deaths than “normal” in Maine.

Conclusion

It is expected that Kennebunk’s population will continue to increase at a higher pace than the State as a whole in the next ten years, although many factors could influence the actual rate. As the effects of the Covid-19 pandemic begin to fade, pent-up demand by visitors to spend time near the beach will result in more demand for seasonal accommodations, with some of those visitors ultimately deciding to move to town permanently due to the school system’s good reputation, and cost of real estate relative to other New England and Northeast Region states. Managing growth appropriately will be key to maintaining the Town’s “small town look and feel.” (See further discussion in *Housing and Public Facilities & Services for potential impacts upon housing, schools and services.*)

Economy

Overview

As detailed in the *Historical and Archaeological* chapter, Kennebunk in the 19th century and early 20th century was a factory town. The Mousam River provided water power for mills of all kinds, including the Kennebunk Manufacturing Company, the Mousam Manufacturing Company, the Leatheroid Company and the Rogers Fibre Company. By the early 1970s, they had largely closed down, and there was concern that with the loss of manufacturing jobs, the town would become a bedroom community.

That has largely not happened. A few manufacturing concerns still exist, but the local economy is far more diverse. There are employment opportunities available for professionals such as educators, banking and insurance specialists, medical practitioners, and in a host of companies that offer jobs that do not require a college degree, such as restaurants, retail and hospitality, plus a thriving real estate industry that also supports property managers, landscapers, home repair specialists, lumberyards, and construction companies. Public utilities, including high speed internet service and three phase power, are readily available to support the needs of local businesses.

That said, the economy of Kennebunk and surrounding towns is heavily dependent on the seasonal tourist industry, and also a strong market in senior support services, both non-medical and medical. Many businesses are small. The largest non-tourism employers in Kennebunk are Corning Life Sciences, Hannaford, Home Instead Senior Care, Kennebunk Center for Health, the RSU-21 school system, Tom’s of Maine and the Town of Kennebunk. Some residents commute to jobs in other towns – 72% within York County and 21% outside York County. Some people who are employed by the larger employers in Kennebunk live in surrounding towns that have lower housing costs.

Out of 5,858 Kennebunk residents 16 and older currently in the labor force, the 2019 American Community Survey shows the number of Kennebunk residents employed in the following employment categories:

Category	Number	Percentage
Educational, health care, social assistance	1454	24.8%
Retail trade	725	12.3%
Professional, scientific, management, administrative, waste management services	556	9.5%
Arts, entertainment, recreation, accommodation, food services	513	8.75%
Manufacturing	485	8.28%
Construction	346	5.9%
Finance, insurance, real estate, rental, leasing	324	5.53%
Public administration	323	5.51%
Other administrative services	230	3.9%
Information	213	3.63%
Transportation, warehousing, utilities	147	2.5%
Wholesale trade	83	1.4%

Source: <https://data.census.gov/cedsci/table?q=Kennebunk,%20Maine%2004043&tid=ACSST5Y2019.S0801>

Although some shops and restaurants shut down over the winter, many stay open at least partially. During the summer, these businesses are typically open extra hours, and part-time seasonal employment opportunities benefit students, retirees and school employees. Home occupations are well represented in Town, including lobstermen storing their traps and gear at home, artists, photographers, wellness and counseling, woodworkers,

small farm stands, home services, dog walkers and horseback riding to name a few. Home occupations are permitted in all districts; those in the Coastal Residential District are restricted to specific types.

Residents can satisfy most daily needs within the Town borders. A State Bureau of Motor Vehicles office is located on Portland Road. There are opportunities for Kennebunk entrepreneurs to offer niche services not available as of the time of this writing – ethnic eateries, clothing and products for babies and children, and a yarn/craft shop are examples of under-served categories mentioned to the Chamber of Commerce. Based on public feedback, residents value the “small-town charm” and do not want big box stores, factory outlets, car dealerships or any overly-large businesses that differ from the scale and massing of existing buildings. Those products and services are all available a town or two away, notably in Kittery, Biddeford, Saco and South Portland.

A list of Kennebunk’s largest employers in 2019 shows a pattern similar to the larger economic region that encompasses York County. The list is dominated by service industries, most significant among them health and education. No employer is anywhere near dominant in the town or in the region.

Town of Kennebunk – Largest Employers – 2019		
Corning	Medical Lab Equipment	531
RSU 21	School System	438
Kennebunk Savings	Banking and Insurance	300
Town of Kennebunk	Town Government	295
Hannaford	Food & Pharmacy	180
Huntington Common	Assisted Living Facility	154
Home Instead Senior Care Services	Home Care Services	150
Kennebunk Center for Health & Rehab	Assisted Living and Rehabilitation	126
RiverRidge Center	Brain Injury Rehabilitation	122
Southern Maine Health Care/Primary Care	Health Care	119
HMS Host	Turnpike Services	100
Northeast Coatings	Surface Coatings	97
The Hissong Group	Construction & Property Management	94
Atria	Assisted Living Facility	54
Plixer	Software	50
Garrett-Pillsbury	Plumbing, Heating and Petroleum Distributor	45
KKW Water District	Water Utility	42
Tom’s of Maine	Consumer Products	40
Bergen & Parkinson	Law Firm	39
Downeast Energy	Petroleum Distributor	38

Source: Town of Kennebunk Finance Director

2020 Covid-19 Effects

The State Department of Administrative and Financial Services provides staff support for the Consensus Economic Forecasting Commission (CEFC), an independent group of economists who forecast Maine's economy. The CEFC meets twice a year to update its economic forecast, which is used in establishing the revenue forecast for the State. The Commission forecasts four key indicators: wage and salary employment, personal income (by component), the Consumer Price Index, and corporate profits. According to its February 2021 report, the pandemic resulted in steeper job losses for low wage service industry workers than other industries. Job loss bottomed out in the second quarter of 2020, with gradual improvement in the subsequent months. The State

sees a “K-shaped” recovery for low-wage versus middle- and high-wage jobs. Leisure, entertainment, event venues and hospitality are still the furthest from recovery, and saw the most impact. Labor force participation and employment income losses have been more severe for women, people of color, younger workers and households with children (as the availability of child care was reduced). The number of jobs remains below pre-pandemic levels, although as 2021 progressed, the situation improved somewhat. In early 2021, York County unemployment claims were the second highest among Maine counties, due to both the county’s relatively high population and the number of jobs in leisure and hospitality; this has since rebounded. Local food banks reported record high demand for many months. In late 2021, as the more-contagious Covid-19 Delta variant has increased infection rates (after a few months of improvement), it has become apparent that some workers moved to occupations perceived as providing less virus exposure, better hours, and higher pay. These changes have left many businesses, particularly restaurants, short-staffed, with many open reduced hours. Summer tourism was far busier than in 2020, and businesses struggled to serve customers.

Different segments of the economy have been impacted by the pandemic in different ways. For instance, 2020 Maine home sales reached levels not seen since the 2014-2016 period, and the median price of homes is at an all-time high. Single family, condo and duplex home sales to out-of-staters are up, but it is too early to know if they will be temporary or permanent residents. Conversely, commercial real estate sales are down, along with the value of such properties, with the future difficult to predict at the moment. Nationally, Chapter 11 bankruptcies were 30% higher than the previous four years, according to *The Washington Post*. In 2020, residents stayed close to home, with February 2021 data showing a 12.2% year over year drop, and a 25.9% year over year decrease in the number of people traveling to a workplace, which would indicate either the ability to work from home, or that employers laid off or furloughed employees. In Kennebunk, many customer-facing businesses made changes to respond to changing conditions: retailers pivoted to online sales; restaurants moved to take-out, and where possible, outdoor dining; campgrounds eliminated tent sites and communal bath areas, and made space for additional RVs. Financial sector businesses and manufacturing were largely unaffected. Health care bounced back after some offices shut down or reduced patient contact early in the pandemic, although the retirement of multiple long-time primary care physicians has created a hole in the available services. The RSU-21 school system took a hybrid approach to classes at the end of the 2020-2021 school year, but returned to on-campus classes in September 2021. Outdoor recreation took on new importance, with bike and kayak rentals strong and use of beaches and walking trails at very high levels.

Centers of Commerce

Kennebunk has three villages, two of which are primary focal points of economic activity. The first is the Downtown. The most “walkable” part stretches along Route 1 from the Mousam River to Summer Street, and has been the target of a major infrastructure revitalization program in recent years. As part of the revitalization program, the Town planted extensive flower beds along Route 1 through the Downtown, and maintains them through the growing season, which draws walkers who use local businesses. The Brick Store Museum on Route 1 draws visitors from the region who are interested in the town’s history, a subject well represented in the National Historic District on Summer Street, which begins just a few steps from the Museum. The Downtown Business District extends south along York Street for several miles to include a very diverse range of businesses, some of which are part of



Town employees plant flower beds in Downtown Kennebunk

Kennebunk’s strategy of developing a “Home Improvement Mile” featuring products and services for the home.



A typical summer day on Western Avenue in Lower Village

The Downtown also extends north along Portland Road, which is home to a number of small shopping centers, drug stores, banks, offices, eateries and a large grocery store. There are few vacancies.

Kennebunk’s second largest focal point for businesses is Lower Village, which is just across the river from well-known Kennebunkport’s Dock Square. Lower Village does serves local residents, but its primary focus is as a tourist mecca, offering multiple bars, restaurants, shops, boat cruises, and lodgings. Infrastructure improvements have taken place in the past several years, and Town-maintained plantings provide seasonal color. There are no site vacancies. Public restrooms are available in multiple locations throughout the Lower

Village and Dock Square area. In 2019, from May through late October, this area had over 40,000 visitors who arrived by bus, with 600+ tour buses coming from cruise ships that dock in Portland and transport visitors to the parking lot at Performance Marine, and another 200+ motorcoach buses from 46 states that dropped passengers in Dock Square. Bus visitors are typically in town from 1-3 hours, usually during the early afternoon, with time for a meal and shopping; some also take Performance Marine’s Scenic Lobster Cruise. The Chamber of Commerce provides support for bus visits by working with restaurants and shops to ensure staffing is adequate to accommodate a rush of visitors on specific days. In 2020 and 2021, due to Covid-19 restrictions, cruise ships did not run. In 2021, with reduced restrictions, motorcoach visits were approximately 40% of 2019 levels.



Cruise ship passengers walk back to their parked buses after a visit to town

The Town’s third village, West Kennebunk, provides basic services such as a post office and convenience store, with a cluster of larger businesses next to the Maine Turnpike interchange and in the Turnpike rest stop, serving as the hub of a small, but growing, residential district. There are no site vacancies. Sewer is not available to all business locations in the village.

Town Policies and Future Economic Growth

Kennebunk’s Zoning Ordinance is designed to encourage various forms of development (residential, industrial, mixed use) in specific zones, to create space for appropriate economic development, while protecting the character and natural resources of those zones. In addition to the definition of specific districts in terms of use, setbacks, lot coverage, etc., the Ordinance contains Articles addressing (among others) Open Space Standards, Performance Standards, Site Plan Review, and Historic Preservation. In recent years, new standards pertaining to signage and design review have been enacted in order to maintain the “small-town” character of Kennebunk in commercial and mixed-use zones.

Kennebunk has a number of “business friendly” zones – including two Industrial Park Districts; one Business Park District; the York Street, Lower Village and West Kennebunk Mixed Use Districts; a Suburban Commercial District and the Downtown and Upper Square Business Districts. To aid businesses in the densely-developed Downtown

Business, Lower Village Business, West Kennebunk Village and Upper Square zoning districts in serving customers, the Town allows a 20% reduction (or 10 spaces, whichever is higher) in the number of required parking spaces if delineated public on-street parking spaces and/or a parking lot owned or operated by the Town of Kennebunk for public use are located within a 1,000 foot radius of the proposed use(s). In addition, the off-street parking requirement for any first floor retail, restaurant eating or drinking place use may be reduced by up to 10 parking spaces. *(See Transportation chapter for a list of all parking lots, and number of spaces provided.)*

The Town has also enacted eight Contract Zones since 2004, several of which were intended to accommodate economic development that otherwise would have been prohibited under the existing ordinance.

Future economic development will also be supported by TIF funds *(see below)* which are intended primarily for improvements to infrastructure necessary to support a healthy and growing economy, and the continued efforts of the Town's Economic Development Committee *(see below)*, which is dedicated to supporting and attracting new businesses to Kennebunk.

The Kennebunk-Kennebunkport-Arundel Chamber of Commerce is based in Kennebunk and supports 500+ business members throughout the three towns with marketing initiatives, guidance and events. A link to the Chamber's website: www.gokennebunks.com

Kennebunk is also one of 39 member communities of the Southern Maine Planning and Development Commission – Southern Maine's primary regional entity for coordinated planning among its towns. SMPDC's mission is to support its member communities in the areas of economic development and resource management. A link to SMPDC's most recent (2018) Regional Economic Development Plan: <https://smpdc.org/vertical/sites/%7B14E8B741-214C-42E2-BE74-5AA9EE0A3EFD%7D/uploads/SMPDC-2018-CEDS.pdf>

Economic Development Committee and the Strategic Economic Development Action Plan (SEDAP)

The Town's Economic Development Committee (EDC) is appointed by the Select Board and meets monthly to discuss strategic economic development issues as well as to help individual business owners move specific business opportunities towards reality. The mission statement of the Economic Development Committee is to guide, assist and enhance economic development within the community that is synergistic with the goals and actions of the Strategic Economic Development Action Plan (SEDAP).

In 2016, the EDC completed the three-year process of creating the SEDAP with numerous goals and strategies to be addressed by Town committees and staff. That plan was formally presented to the Select Board, is considered a working blueprint for the EDC to follow, and is incorporated verbatim as an appendix to this Comprehensive Plan.

In the context of the SEDAP, economic development in Kennebunk is defined as a series of concerted actions to promote a standard of living and quality of life consistent with the desires of Kennebunk citizens. Such actions include the development of related zoning standards, economic incentives, business attraction and retention efforts, and marketing programs that are sustainable and consistent with town-wide goals. These activities occur within a broader, community development context. The SEDAP, and other current projects such as the Town Branding Project and a Town Connectivity Project, with a Town Business Creativity Project also waiting in the wings, are used in lieu of a formal five-year economic development plan.

In its role, the EDC provides oversight to ensure that the plan goal and strategies are implemented. The EDC provides advocacy, assistance, and communications about economic development-related matters to three constituencies within the town:

- **Town Management** – by providing a forum to help in the examination, formulation and implementation of the Town’s economic development policies and programs; participating in public awareness/education efforts to facilitate implementation of policies and programs; and providing help with special projects to assist Town Management
- **Select Board** – by providing objective, independent input and recommendations to the Board regarding economic development policies and programs being considered by Town management; and providing recommendations regarding the utilization of TIF funds
- **Town Businesses and the Public** – by providing advocacy to these groups about economic development-related issues and providing liaison to the Town as required; implementing educational programs for town businesses; and providing communications support for Town Economic Development related issues and programs

As part of the SEDAP process, the EDC established an initial set of guiding principles:

- *A primary focus is the creation of quality, skilled jobs focused on the skill sets of the community, in particular, our youth;*
- *Any economic program shall be consistent with maintaining the quality of life and experience one presently enjoys here in Kennebunk;*
- *Economic development actions will consider the community’s stewardship of its natural resources;*
- *Any program or action will make use of the community’s network of citizen talents and cultural links;*
- *The Committee will continue to operate a business-friendly delivery system, including the provision of important information about the community and its businesses that will further our mission;*
- *Every place is special, every place is part of the whole; and*
- *Kennebunk has a story to tell—let’s be organized and tell it.*

Tax Increment Financing Districts

Under Maine law, in 2006 and again in 2010, the Town established Tax Increment Financing (TIF) Districts to build or improve public infrastructure, to repay principle and interest on any indebtedness incurred to fund such infrastructure, and for expenditures to promote economic development within each TIF as prescribed by the underlying state-approved TIF agreements. The EDC recommends TIF Funding allocations, obtains committee and citizen input, and reports its findings to the Town Manager, Staff and Select Board. TIF funds provided extensive façade improvements to several Downtown and West Kennebunk buildings, resulting in the addition of nearly a dozen new businesses, and aided in the replacement of an abandoned Main Street gas station with the Town’s well-used Waterhouse Center.

Current status of the Tax Increment Financing Districts is summarized below:

TIF District	Route 1	West Kennebunk	Lower Village
Expires	3/29/2036	3/29/2036	3/30/2040
Original Assessed Value – \$ Mil.	36.8	39.8	6.1

Current Assessed Value - \$ Mil.	100.7	101.3	16.2
Captured Assessed Value - \$ Mil.	63.9	33.4	10.1
June 30, 2020 Fund Balance - \$ Thou.	245.3	1,1016.6	25.7

Source: Town of Kennebunk 2020 Audited Financial Statements

One of the key features of a TIF is that it allows the municipality to shelter the new valuation within the TIF District from the calculations of State revenue sharing, State education subsidy and County tax assessment.

For fiscal year 2021, these shelters benefitted the Town by the following estimated amounts:

School State Aid	State Revenue Sharing	Reduction in County Assessment
\$654,973	\$41,549	\$44,069

Source: Town of Kennebunk Finance Director

Community Support for Economic Growth

In support of economic growth, the Town, the Kennebunk-Kennebunkport-Arundel Chamber of Commerce and several volunteer Committees are very active in promoting the history of Kennebunk and its recreational opportunities.

Examples are:

- The Chamber’s annual multi-day June event “LAUNCH” to celebrate Kennebunk and Kennebunkport’s maritime history;
- Wayfinding signs;
- Parks & Recreation Department-provided shuttle transportation during the two busy “Christmas Prelude” weekends;
- Coordination of road closures and Fire Rescue support for a number of annual road races through the community;
- Installation and maintenance of a “Museum in the Streets” network of 25 signs informing residents and visitors of important historic events and locations;
- Seasonal staffing of the Chamber’s visitor information center in Lower Village;
- Current multi-departmental work on a Town branding project;
- The Chamber’s summer monthly “Art Trail” events to showcase Town artists and galleries.



Goals, Policies and Strategies

State Goal:

- Promote an economic climate that increases job opportunities and overall economic well-being.
- Encourage municipalities to develop policies that lessen the effect of excessive parking requirements for buildings in downtowns and on main streets and provide for alternative approaches to compliance relating to the reuse of upper floors of buildings in downtowns and on main streets.

Local Goals:

- To preserve and expand the base of nonpolluting manufacturing, distribution, healthcare, financial services, food and lodgings services and high technology activity in Kennebunk;
- To assure a supply of industrially zoned land that is near public utilities and that has good access to the regional transportation system, particularly the Maine Turnpike;
- To support tourism as a vital part of the local economy, but manage it so that it enhances the Town’s historic, architectural and scenic features and does not compromise the qualities that make Kennebunk unique;
- To support the local arts community and promote the town as a center for cultural, social and educational programs;
- To diversify the local economy;
- To maintain and actively foster Downtown Kennebunk, Lower Village and West Kennebunk Village as vital commercial areas, and to preserve their traditional village pattern of development;
- To maintain and actively foster small scale, neighborhood-oriented commercial uses in the Downtown, Lower Village and West Kennebunk Village;
- To support working from home as a rational form of land use provided it does not cause nuisances in the neighborhoods or alter the residential character of neighborhoods.

Policies:

- To support the type of economic development activity the community desires, reflecting the community’s role in the region.
- To make a financial commitment, if necessary, to support desired economic development, including needed public improvements.
- To coordinate with regional development corporations and surrounding towns as necessary to support desired economic development.

Strategies

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

Description	Timeframe	Responsible Parties
<i>Continue to develop the Town as a regional financial center</i>	<i>Ongoing</i>	<i>Economic Development Committee</i>
<i>Continue to assign responsibility and provide financial support for economic development activities to the Town Economic Development Committee, and discuss need for Town Economic Development Director</i>	<i>Ongoing</i>	<i>Select Board, Town Manager</i>
<i>Continue to consider appropriate means of financing economic development, whether by tax dollars, creating new tax increment financing districts, a Community Development Block Grant or other grants, bonding, or impact fees</i>	<i>Ongoing</i>	<i>Select Board, Finance Director</i>
<i>Use ESRI data and mapping systems from SMPDC to identify where Kennebunk dollars are being spent in and out of town to find gaps where goods and services are not locally available and where localization would be beneficial</i>	<i>Medium Term</i>	<i>Economic Development Committee</i>
<i>Diversify the tourism industry by incorporating trails, parks and the beach into an eco-tourism program, in concert with Kennebunkport and Arundel</i>	<i>Medium Term</i>	<i>Economic Development Committee</i>
<i>Take advantage of Kennebunk’s location and central access to the Turnpike by promoting its presence at the Turnpike rest area with business-oriented promotional materials</i>	<i>Medium Term</i>	<i>Economic Development Committee</i>

<i>Combine the current project to create a branding and marketing program for Kennebunk with the need to improve first impressions at our “gateway” locations, with review of existing wayfinding signage</i>	<i>Medium Term</i>	<i>Economic Development Committee</i>
<i>Support the creative economy (professionals in the technology, arts, engineering and other creative economy sectors) by inventorying and understanding the level and types of creative talent in the community and developing a focused attraction strategy for specific technical and professional sectors, and establishing a program that links youth, schools and new companies to the creative economy, in concert with Kennebunkport and Arundel</i>	<i>Long Term</i>	<i>Economic Development Committee</i>
<i>Evaluate zoning classifications next to state and interstate transportation corridors to preserve adjacent land for potential non-residential reuse, e.g., train, I-95</i>	<i>Long Term</i>	<i>Planning Board</i>
<i>Begin to develop a regional economic plan to summarize, evaluate savings from joint projects and sharing, and further discussions on additional initiatives, especially with Arundel and Kennebunkport, due to existing RSU relationship</i>	<i>Long Term</i>	<i>Select Board, Finance Director, Economic Development Committee</i>

Housing

Overview

A September 2020 report from the Maine Association of Realtors provided information that prospective home buyers were already aware of. *“The value of single-family existing homes jumped 17.39 percent comparing August 2020 to August 2019, reaching a median sales price of \$270,000.”* The report noted, *“We are experiencing an historically low supply of homes for sale, 40 percent below a year ago. Demand is being fueled by all-time low mortgage interest rates, Maine households moving within the state, and an up-tick in out-of-state buyers seeking Maine’s quality of life and safety. In August of 2019, Maine had 482 single family homes purchased by out-of-state buyers. In August 2020, that number was 707.”*

According to an article in the March 2021 issue of *Downeast Magazine*, home prices in Maine are at their highest levels ever. However, Maine is still less expensive than other New England states. A snapshot from November 2020 shows Massachusetts at #1, with an average sales price of \$480,000; New Hampshire #2 at \$351,000; Rhode Island at \$323,000; Connecticut at \$295,000; Vermont at \$285,000; and Maine at \$270,000. An average for the Northeast – New England plus New York, New Jersey and Pennsylvania - was \$354,100. These comparisons help explain why Maine, in general, and in the Kennebunk area, specifically, is seeing such high demand for housing. It is worth noting that other New England states are seeing similar trends, with low inventory and higher prices. It is generally thought that as a result of the pandemic, city dwellers able to work remotely – those with sufficient income to purchase or rent homes outside the city - have done so. Another contributing factor driving higher housing demand is visitors who vacationed in southern Maine decided to make Kennebunk their permanent home, including retiring seniors. Seniors now comprise 37% of Kennebunk residents.

Although the real estate market is historically cyclical, the current demand, inventory and price levels are unprecedented. In Kennebunk, homes in the under-\$500,000 price range are selling within days, if not hours, often above the asking price, and this has been true since spring 2020. In single-family subdivisions currently under construction, starting prices for homes are in the over-\$500,000 bracket, with some new homes topping \$1 million. There is a demonstrated preference for buyers with sufficient financial resources to want to live in the neighborhoods near the ocean – hence the desirability of small subdivisions and recent “lot splits” on undeveloped parcels within the Coastal Residential District. Vacant land located in different areas of Kennebunk listed for sale on Realtor.com in May 2021 ranged from \$68,500 to \$900,000. Condominiums ran from \$135,000 to \$800,000, and single family homes from \$315,000 to \$3,695,000.

Developers have also found success in creating clustered duplex and single family home subdivisions in the Village Residential and York Street Mixed Residential & Commercial districts near the center of town, with May 2021 prices starting at \$359,000 for duplexes and running to \$659,000 for single family homes. These types of homes are particularly attractive to seniors, as in many cases the Homeowners Association is responsible for lawn care, exterior repairs and snow removal, all physically demanding chores. Homeowners in the Village Residential and Suburban Residential Districts with larger lots have, in some cases, split them to create (and sell) additional lots. The West Kennebunk Village Residential District saw two subdivisions, with other larger projects within this District currently proposed.

Seasonality also plays a role in Kennebunk’s housing prices. The most expensive houses on Realtor.com are often situated on, or near, the ocean or one of the rivers. The town – and beach - has been a magnet for visitors since the late 1800s, with the overall percentage of seasonal homes rising slowly, from 12.5% in 2000 to 13.8% currently. Several real estate companies in the area handle property management and rentals for owners of

seasonal homes, and traditionally those rentals helped owners of second homes to offset the not-inconsiderable cost of ownership. In the past few years, however, the Airbnb-type market has become so lucrative that larger homes suitable for multigenerational vacation rentals, particularly in the beach neighborhoods, are being purchased solely as commercial enterprises, by LLCs or trusts rather than individuals. The Town has begun exploratory discussions about what this trend means for neighbors' right to quiet enjoyment of their homes, whether houses being rented pass building safety standards, and how these rentals impact the financial health of traditional lodgings businesses in Kennebunk.

Housing Stock

Kennebunk has 1,037 homes built prior to 1939 (see *"Historical and Archaeology"* for more information), which are greatly admired by visitors. The Historic District Overlay protects the aesthetic integrity of homes within that area. Older homes outside the overlay district are not protected, and each year a few succumb to re-development projects. Due to the comparatively large size of older homes, some have already been converted to multi-family dwellings, and include accessory apartments in some cases, but there may be opportunities for additional conversions that would help to increase offerings for smaller and one-person households including seniors.

(See FIG.HO1 "Year Built" Map at end of chapter)

A drive through Town shows there are a few cases of owners struggling to maintain the exterior of their homes, but in general, Kennebunk is enjoying a period of renovation, with older homes being rehabilitated and improved. There are very few cases of substandard living circumstances, but occasionally health and safety problems such as mold, rot, outdated electrical systems and plumbing, or leaking roofs come to the attention of the Town Code Enforcement Officer. In such cases the Town's Social Services office has the means to obtain help for owners or tenants to rectify problems. The Town can also assist with requests for tax abatement due to poverty or illness.

Older homes in less-than-perfect condition – aka "handyman specials" - that need updating do serve as a category of affordable housing for those able to purchase and repair them for personal use. Financial assistance to do so may be available to low-income homeowners through the State (see <http://www.mainehousing.org/programs-services/HomeImprovement/homeimprovementdetail/home-repair>).

Kennebunk residents who are homeowners or renters and age 62 or older may be eligible for a supplemental property tax credit. In addition, homeowners who have owned a home for more than 12 months may also be eligible for the Homestead Exemption, which provides tax relief for the first \$25,000 of assessed value (currently; this amount may change due to State decisions). Weatherization assistance is also available through Habitat for Humanity.

There are a number of condominium and duplex-type complexes throughout town. Market rates for condominiums, and older duplex-type units, tend to be slightly below prices for comparable-sized single family homes. Most of these units are near shopping and Town services, which provides convenience for residents, particularly seniors. Out of a total of 1,086 such dwelling units, 12 are in the Downtown Business District, 15 are in Lower Village Business District, 164 are in the York Street Mixed Commercial and Residential District, 143 are in the Suburban Commercial District (built prior to later ordinance changes that prohibited residential construction), 94 are in the Coastal Residential District, 32 in Suburban Residential District, 14 in Rural Conservation (seasonal only), and the remainder, 612, are in the Village Residential District. Such complexes often provide snow plowing, lawn care and exterior repairs, which helps busy families and retirees alike.

Housing by the Numbers

Kennebunk housing stock grew by 921 units between 2000 and 2010, relatively faster than in neighboring towns. Housing starts, and population growth, slowed during the Great Recession, but activity has increased significantly since then. 2020 census numbers, released in 2021, and state and local data indicate:

- Kennebunk has 6,254 housing units, with 79.8% occupied;
- Of the 4,992 occupied units (“households”), 77% are owner-occupied and 23% rented;
- 863, or 13.8% of the housing units, are classified as seasonal/recreational or occasional (vs. 623, or 12.5%, in 2000);
- The average household size is 2.25 (compared to 2.6 in 1990);
- 1,458 households, or 29.2% of occupied units, are inhabited by a single person;
- 2,462 households, or 49.3% of occupied units, receive a homestead exemption;
- There are 1,262 units (20.1% of all units) classified as “vacant.”

The reasons why houses are “vacant” are numerous and often temporary, reflecting personal circumstances. These range from recently-deceased owners whose families have not yet made the decision to sell the home, or are renovating prior to sale; a home undergoing such significant renovation that occupants cannot live there for a time; owners temporarily living at a healthcare facility or being cared for at a relative’s home; a foreclosure in progress; or a homeowner’s job duties took him/her to another location for a period of time.

Housing Affordability

During public participation held at the beginning of preparing this Comprehensive Plan, when asked “Does the Town adequately provide for the housing needs of Kennebunk’s low and moderate income families?” 51% of respondents said no, 20% said yes, 27% had no opinion, and 2% did not respond. Compared to many of the other responses, this indicated that a relatively large percentage of residents believe that Kennebunk does not have sufficient housing for low and moderate-income families.

Kennebunk has a higher median income and a higher median home value than many other Maine communities. While the Town appears to have met – or is close to - the 1991 Comprehensive Plan goal of ensuring that 10% of all new housing is affordable, this goal falls short of the need to help young middle-income teachers, police force members, young families and businesspeople who might want to live and work here. It also impacts the ability of seniors, whose post-retirement income has dropped, to downsize to smaller and less expensive units. In the past several years, the median sales price of homes has increased at a much higher percentage than income.

There is general confusion around housing affordability terms. Subsidized housing, which qualifies for state financial subsidies, is defined based on a percentage of median income. Affordable, or workforce housing, is a more general term and is typically not subsidized. Workforce housing is created to be affordable by virtue of having smaller square footage, a smaller lot size, and/or designed as a multi-family structure. The Kennebunk Zoning Ordinance defines “affordable housing” as decent, safe and sanitary dwelling units that can be afforded by households with annual incomes no greater than 120% of the median household income in non-metropolitan York County, as established by the U.S. Department of Housing and Urban Development. A renter-occupied unit is affordable to such households if the unit’s monthly housing costs, including rent and basic utility costs (the costs of heating and of supplying electricity to the unit plus the cost, if any, of supplying public water and public wastewater disposal service to the unit), do not exceed 30% of gross monthly income. An owner-occupied unit is affordable to such households if its price results in monthly housing costs that do not exceed 28% of gross monthly income for principal, interest, insurance, and real estate taxes. Estimates of mortgage payments for a

unit are to be based on down payment amounts, and on rates of interest that are generally available in the area to low and moderate income households.

The U.S. Department of Housing and Urban Development (HUD) defines Very Low, Low, and Moderate income levels and Maine Housing (MH) uses this framework to provide data for all of Maine, broken down by town and county.

HUD's affordability definitions are tied to regional median household income levels:

- Very Low income is defined as less than 50% of the regional median;
- Low income is defined as 50-80% of the regional median;
- Moderate income is defined as 80-120% of the regional median (used to calculate Workforce Housing).

MaineHousing calculates for every municipality every year the Median Home Price, the Median Household Income, the Income Needed to Afford the Median Home Price, and the Home Price Affordable to Median Income. It then calculates the % of Households Unable to Afford a Median Priced Home. The data for State of Maine, York County and Kennebunk is provided below:

STATE OF MAINE

Year	Median Home Price	Median Income	Income Needed To Afford Median Home	Home Price Affordable to Median Income	Households Unable to Afford Median Home	Affordable Houses Sold	Unattainable Houses Sold
2020	\$255,000	\$63,340	\$69,691	\$231,762	55.4%	8792	11,370
2019	\$225,000	\$59,575	\$66,044	\$202,959	55.7%	8015	10,321
2018	\$212,500	\$56,987	\$64,367	\$188,138	56.3%	7534	10,440

YORK COUNTY

Year	Median Home Price	Median Income	Income Needed To Afford Median Home	Home Price Affordable to Median Income	Households Unable to Afford Median Home	Affordable Houses Sold	Unattainable Houses Sold
2020	\$330,000	\$75,612	\$88,076	\$283,301	58.6%	1098	2167
2019	\$290,000	\$66,209	\$83,268	\$230,589	62.0%	896	2261
2018	\$275,000	\$68,558	\$81,893	\$230,220	60.0%	1033	2149

KENNEBUNK

Year	Median Home Price	Median Income	Income Needed To Afford Median Home	Home Price Affordable to Median Income	Households Unable to Afford Median Home	Affordable Houses Sold	Unattainable Houses Sold
2020	\$461,133	\$84,586	\$122,740	\$317,913	57.6%	38	152
2019	\$379,900	\$71,181	\$108,765	\$248,625	64.1%	28	167
2018	\$373,250	\$77,303	\$111,152	\$259,585	63.2%	30	151
2017	\$347,000	\$71,749	\$99,238	\$250,880	67.1%	77	175
2016	\$287,850	\$76,059	\$81,333	\$269,183	53.3%	130	168

The 2020 Median Home Price for Kennebunk at \$461,133 was more than \$130,000 above that for all of York County, which in turn was \$75,000 above the State median. The percentage of households unable to afford a median home is about the same for Maine, York County and Kennebunk, and has not changed much in recent years, but the relatively high price of housing in Kennebunk and a non-affordability percentage of over 55%

confirms substantial anecdotal evidence that is very difficult for those with moderate incomes to buy homes in Kennebunk.

A similar challenge exists for those who want or need to rent housing. In 2019, the Town of Kennebunk reported approximately 1,120 occupied rental units, and 0 vacancies. These numbers are not thought to have changed significantly through 2020. According to the Maine Housing calculations for 2020, 57.2% of Maine households could not afford to rent a Median 2 bedroom unit; 73% of York County households could not afford to rent a Median 2 bedroom unit in York County, and 43.3% of Kennebunk households could not afford to rent a 2 bedroom unit in Kennebunk. In neighboring towns the numbers were 74.1% (Wells) and 39.9% (Sanford).

Subsidized Housing and Workforce Apartments

With financing from MaineHousing and other government sources, affordable apartments have been developed across the State. In most cases, tenants pay a pre-set rate; in others, tenants pay a portion of income. There are also a number of apartment buildings that provide housing at less cost than single family homes. In 2020, the Town had 240 registered subsidized housing units. As noted below, five complexes (providing a total of 145 housing units out of 452, or 32%) are reserved solely for seniors. Others, such as Huntington Common, are marketed predominantly to seniors, due to the availability of assisted living and memory care services in addition to independent living units.

APARTMENTS	Location	Age Restricted?	Units	Affordable?
Bethesda	Off Shape Drive	No	41	Yes
Cousens School	12 Day Street	No	28	Yes
Glenwood Terrace	9 Glenwood Drive	No	20	No
Haley’s Woods	Winter St/Factory Pasture	Yes	32	Yes
Hillcrest/Spruce Meadow	Off High Street	No	16	No
Huntington Common	1 Huntington Common	No	72 RD + 80 Apt	No
Maine Supportive Housing	87 Cat Mousam Road	No	15	Y/ADA
Modzele	47 Grove Street	No	9	No
Park Street School	14 Park Street	Yes	30	Yes
Pine Bluff	119 Cat Mousam Rd	Yes	27	Yes
Rollins Lane Duplex Cot	Rollins Lane	No	26	Yes
Ross Corner Woods	124 Ross Road	Yes	32	Yes
Summerfields	3 Landing Drive	Yes	24	Yes

Regulatory Support for Affordable, Workforce and Senior Housing

Kennebunk’s Zoning Ordinances encourage the creation of smaller and more affordable housing units, specifically in growth areas, which benefits single occupant, small family households and seniors, with several key provisions:

- The minimum square footage required for a multi-family dwelling unit is just 450 square feet, with public sewer and public water required for such dwellings, ensuring that they are in growth areas.
- Although regulations call for a 50 foot buffer around the perimeter of multi-family lots in growth area districts, this requirement can be, and often is, reduced to 20 feet during Planning Board review to enable development of smaller parcels, subject to buffering requirements.
- The performance standards that apply to new buildings may be waived for rehabilitation projects of existing buildings to create multi-family housing (parking, setbacks, etc.).
- The Planning Board has discretion to waive some performance standards for elderly congregate housing, to enable more units: *(Article 10 Sect 11 10 - Planning Board Variance Provision: When four-fifths of the full Planning Board, or all members present and voting, find that the minimum dwelling unit size and/or*

the minimum per unit parking requirement are not appropriate due to the specific nature or particular circumstances of the elderly congregate housing project being proposed, the Planning Board may vary those particular standards to the minimum extent necessary to address the specific needs of the development, provided such variance(s) will not affect the general health, safety or welfare of the Town. In granting any such variance, the Planning Board may require such conditions as it deems necessary in its judgement. However, in no case shall the Planning Board reduce the dwelling unit size to less than 350 square feet, nor reduce the dwelling unit parking requirement to less than one (1) space per three (3) dwelling units. The burden is on the applicant to provide supporting evidence and documentation to justify any such variance request. All variances which are granted shall be noted on the face of the plan. Any future change in the use of the property or change in the type of residential use approved as part of this elderly congregate plan, or any change in the reason(s) justifying the variance shall require reconsideration and approval of the variance by the Planning Board, or the variance will become null and void.)

- For affordable housing projects on property with sewer and public water in the Village Residential and York Street Mixed Residential and Commercial Use districts, the Planning Board may decrease the minimum net lot area per dwelling unit up to 25% if between 25% and 49% of lots or units are earmarked for affordable housing, and up to 50% if at least 50% of lots or units are earmarked for affordable housing. (Definition and qualification for “affordable” housing is contained in the Zoning Ordinance).
- Mobile home parks are permitted in those areas of the Village Residential District that have public sewer and water; at least 50% of units must qualify as “affordable” as defined in the Ordinance.
- Homeowners have the opportunity to create an accessory apartment, to be occupied as a second primary dwelling unit on a lot, for family use, which allows seniors to live independently but with family members close by (sometimes known as “granny flats”). (*Article 10 Sect 15 A (1) - Either the primary or converted unit shall be occupied by the owner of the property as its primary physical residence (primary residence shall be defined as more than 6 months per year). (2) Both the primary and the accessory unit shall be occupied as primary residences.*)
- Mixed residential and commercial usage is permitted in many Districts, as are home occupation uses, permitting greater flexibility for residents to live and work in the same location: (*Article 8.E.2(e) Mixed residential-and-commercial uses shall comply with the space and bulk standards of the York Street Mixed Residential and Commercial Use District. However, mixed uses are allowable on a lot that is legally nonconforming as to one or more space and bulk standards if (1) they are located wholly within a residential structure or a structure accessory thereto in existence as of the effective date of this ordinance, (2) the residential appearance of the structure is preserved without substantial alteration, and (3) the nonconforming aspect of the lot is not worsened.*)

The core problem with creating affordable housing is the cost to develop and maintain it. There are many studies devoted to these challenges, but land development and materials cost exceeds the ability of developers to recoup their costs without subsidies of some type both on the development and user side of the equation. A societal problem is that buildings dedicated solely to affordable users become islands of segregation, with the lesson learned that it is preferable to build mixed-income housing, which is the means by which affordable units approved by the Planning Board in recent years have been configured. The current real estate boom has exacerbated housing inequality, with land and construction costs up sharply. As a result, very few residential development projects units deeded affordable have been brought before the Planning Board in recent years. From 2015 through the end of 2020, out of 220+ new dwelling units approved, only a handful of affordable units were included. During that time frame, many other lots were built on without Planning Board review (lot splits, previously-approved lots of record, etc.), and assumption is that none of these were deeded affordable. In the first three months of 2021, applications to add another 140+ lots/units had already been received by the Board.

For developers, residential building has been a focus for the past few years, due to ongoing softness in the retail, commercial, and industrial markets. Kennebunk’s mix of land use categories reflects this long-term trend, with residential comprising 81.3% of built lands, commercial 4.9%, and industrial just .45%. To get to the desired 10% of affordable units, about 40 of the estimated 263 units to be built to house the projected 2031 population will need to be subsidized housing or deeded affordable. It is recognized that population predictions – and housing needs - are subject to changes in economic conditions, natural disasters, or other regional and national situations.

The other important consideration is where to place new housing units without 1) creating additional undesirable environmental impacts on wetlands, streams, rivers and aquifers; 2) construction in coastal and river areas likely to be impacted by sea level rise and storm surge; 3) creating the need for large Town capital investment (and associated real estate tax increases) to maintain road/sidewalk plowing/maintenance and emergency response levels in areas further away from points of origin; 4) creating untenable traffic congestion near the Turnpike exchange and schools, and summer traffic congestion that negatively impacts the vitally-important tourism industry; 5) locating new, smaller units that serve small households including seniors far from walkable neighborhoods with recreational opportunities nearby.

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

Approved Units 2015-2020

Number	Zoning District	Minimum Lot Size	Comments	Affordable vs. Market Rate
10	Rural Conservation	3 acres Net	Some are non-subdivision family splits – outside PB review	Market/Unknown
14	Coastal Residential	20,000 sq ft	2 small subdivisions, lot splits, 1 lot of record	Market; all lots sold, some unbuilt
5	Suburban Residential	40,000 sq ft	Lot splits	Market
88	Village Residential	10,000 sq ft w/sewer; 20,000 w/o	Includes 4 cluster subdivisions (2 w/duplexes)	Market
17	West Kennebunk Village Residential	20,000 sq ft	2 cluster subdivisions in growth area	Market
11	Downtown Business	2500 sq ft	Re-use of commercial building for apartments; cluster duplexes	Rental (Market); 7 units not yet started
61	York St Mixed Residential & Commercial	Varies by use	Apartments, Duplexes, Multi-family Condo (approved – not built)	Rental (some affordable), Market
5	Lower Village Business	10,000 sq ft	Family subdivision	Not yet built

In using these figures, the average lot size for Planning Board-reviewed (2015-2020) housing units was about 10,700 square feet. Homes constructed outside of Planning Board review were predominantly lot splits and lots of record, often taking place in rural zones that require more acreage per lot. It is estimated those increased the average lot size to approximately 10,800 square feet. Using the State's prediction of a 7.8% population increase from 2021-2031, and accounting for a slight decline in the 2021 "residents per unit" of 2.22, it is estimated that another 260+ housing units will be present in Kennebunk in 2031, supporting a population of 12,764. That will require using another estimated 65 acres for residential uses, with the bulk of it in designated Growth Areas. Commercial and industrial use of property is expected to increase more slowly than residential, with less than 5 acres needed.

For future planning, there are several demographic trends and financial challenges that must be considered when matching housing needs with what exists and what is planned. Some of these trends were intensified by the pandemic, but they were already in progress:

- The increasing number of single-person households
- The 2020-2021 rush of buyers and renters from out-of-state and other areas of Maine
- The "graying" of residents, which will not level off for a number of years, and the current 37% of residents above age 65
- High price and low inventory of residential properties for sale
- "Luxury property" positioning of new homes in subdivisions
- Conversion of year-round homes to seasonal/vacation rental homes
- Price increases in building materials
- Cost and availability of skilled labor

Due to these realities, the Planning Board recognizes the need to review its Ordinances to determine if there are additional ways to incentivize development of affordable, workforce and age-restricted units in Growth Areas, keeping in mind the impact of new housing units on traffic and safety.

Goals, Policies and Strategies

State Goal

- To encourage and promote affordable, decent housing opportunities for all Maine citizens.
- To encourage municipalities to develop policies that accommodate or create age-friendly communications and provide older adults with appropriate housing and services to support the desire to "age in place."
- To encourage municipalities to develop policies that provide for accessory dwelling units.
- To encourage municipalities to lessen the effect of excessive parking requirements for buildings in downtowns and on main streets and provide for alternative approaches for compliance relating to the reuse of upper floors of buildings in downtowns and on main streets.

Local Goals

- To formulate through Zoning ordinances the ability to continue to provide a variety of housing units to serve the diverse needs of residents.
- To continue to meet state requirements for "affordable" housing to support the needs of both workers and seniors.
- To foster public-private partnerships to achieve these goals.

- To support the creation of housing that meets the needs of older residents, including housing that is rehabilitated, adapted or newly constructed to help older adults age in place.

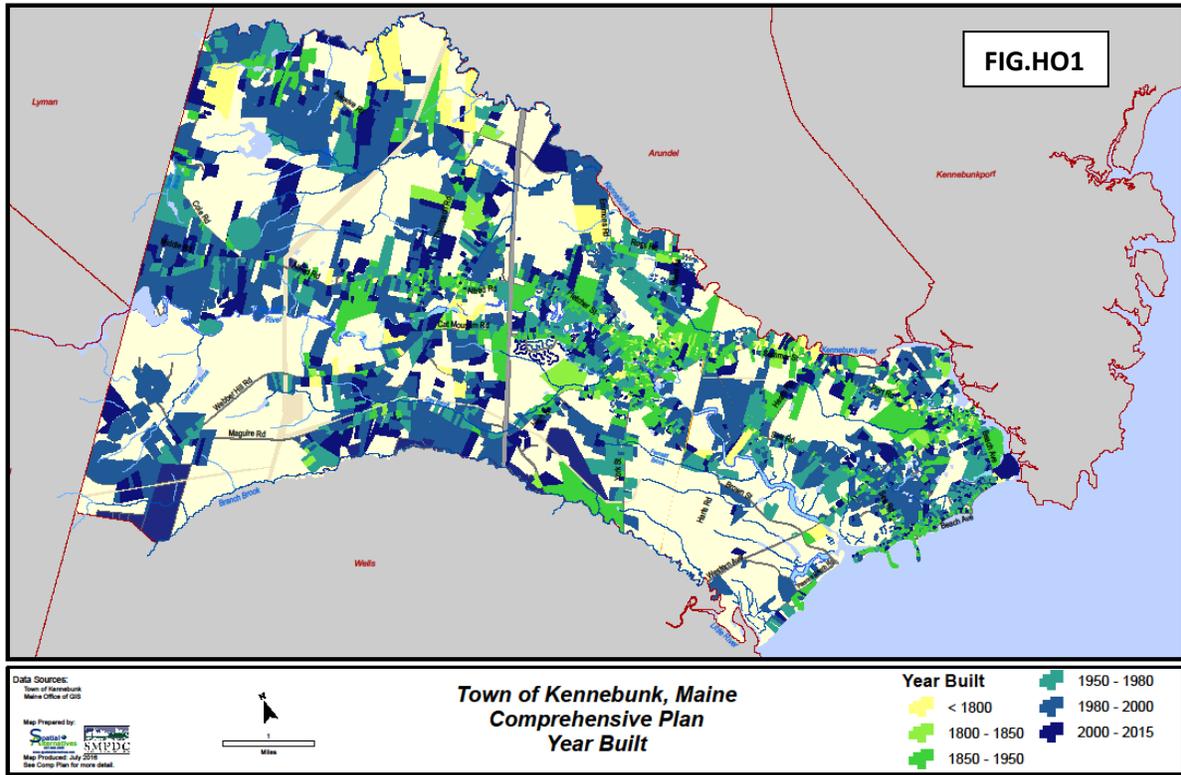
Policies

- To recognize that appropriate housing availability is essential to the present and future health and well-being of the Town, with emphasis on encouraging and promoting adequate workforce and quality affordable housing, including rentals, through evaluation and changes to existing land use regulations.
- To coordinate with other towns, and supporting organizations such as Habitat for Humanity throughout the region to identify opportunities to site, create and support affordable, workforce and senior housing options.

Strategies

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

Description	Timeframe	Responsible Parties
<i>Continue encouragement of accessory housing units to allow multi-generational residential options</i>	<i>Ongoing</i>	<i>Permitted by ordinance</i>
<i>Seek to achieve a level of at least 10% of new residential development built or placed during the next decade be affordable</i>	<i>Ongoing</i>	<i>Planning Board</i>
<i>Continue to provide growth area location(s) where mobile home parks are allowed pursuant to 30-A M.R.S.A. §4358(3)(M) and where manufactured housing is allowed pursuant to 30-A M.R.S.A. §4358(2)</i>	<i>Ongoing</i>	<i>Provided by ordinance</i>
<i>Continue to support the work of Habitat for Humanity in allowing families to achieve housing through sweat equity and community support</i>	<i>Ongoing</i>	<i>Select Board</i>
<i>Establish an ad hoc Housing Committee to research needs through resident focus groups and meetings with developers to facilitate town-wide discussion on what blend of housing is desirable, and create a template for solutions, with a focus on affordable/workforce/senior housing and consideration of a regional approach. The cost of creating such housing, without government subsidies for both renters and developers, exceeds the revenue derived from users. Possible new configurations could include villages of “tiny homes,” townhouse clusters, adaption and re-use of Town-owned assets, housing units constructed on top of one story retail buildings already in place, and conversion of under-utilized first -, second-, and third-floor office space into residential units.</i>	<i>Short Term</i>	<i>Select Board</i>
<i>Review and evaluate performance standards for dwelling size, lot size, current density bonus opportunities, and other incentives provided by zoning ordinances to evaluate whether they are providing the desired quantity of workforce, affordable and senior housing in growth areas</i>	<i>Short Term</i>	<i>Planning Board</i>
<i>Continue discussion about possible rezoning of parts of the Suburban Commercial District to include mixed use including a certain percentage of residential and commercial in one project</i>	<i>Short Term</i>	<i>Planning Board</i>
<i>Discuss and consider need to identify and inspect Airbnb-type short-term rental units to ensure they meet applicable safety codes</i>	<i>Short Term</i>	<i>Select Board, Community Planning & Development</i>
<i>Study the Sustain Southern Maine Center of Opportunity Village model to look for opportunities to adapt this mix of walkable multi-generational units to existing neighborhoods</i>	<i>Medium Term</i>	<i>Planning Board</i>
<i>Consider a fiscal impact analysis to calculate the point at which growth becomes cost negative for the Town of Kennebunk, and ways to offset the increased cost to taxpayers. Studies indicate that extensive residential development in rural areas of towns may cost towns far more than the revenue derived from real estate taxes</i>	<i>Medium Term</i>	<i>Finance Director, Community Planning & Development, Public Services, Planning Board</i>



Larger scale figures can be found in Appendix E.

Recreation

Overview

Kennebunk’s role as a tourist destination in southern coastal Maine dictates its role in providing shore-centric recreational opportunities. Unlike towns in more northern and hilly terrain, where snowmobiling, ATVs and downhill skiing are popular activities, recreation in Kennebunk and surrounding towns involves water sports such as swimming, kayaking, surfing, and paddle boarding; trail and town activities such as walking, hiking, biking, and snow shoeing, plus ice skating, skateboarding, cross country skiing, horseback riding, fishing and hunting. Kennebunk’s beaches are some of the most popular and well maintained in the state and draw visitors all year long. Not located within Kennebunk’s Town borders but close by in Wells are the Rachel Carson National Wildlife Refuge and the 2,250 acre Wells Reserve at Laudholm Farm, both of which offer hiking trails as well as educational programs open to the public. Wayfinding signs at main intersections in Kennebunk help visitors locate beaches and recreational areas/facilities.

(See FIG.RE1 “Recreational Resources” map at end of chapter)

Multiple private gyms exist in town, as well as private and non-profit soccer clubs, wrestling organizations, basketball clinics and other sports-oriented companies that increase/decrease over time depending on the needs of residents. At least two private equestrian facilities are located in town. Those interested in indoor recreation will also find plenty of choices, with a popular library, historical museum, and organizations that provide activities and classes for seniors and artists.

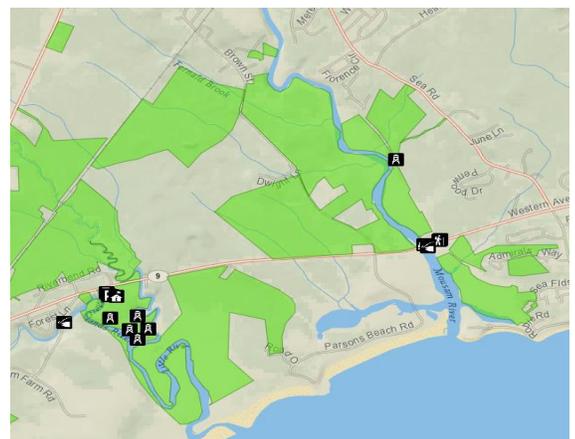
Open Space and Recreation

A town’s open space can be broadly defined as land that is protected from development by virtue of its ownership or by deeded easements, for example: Federal, state or town land; land trusts and conservation organizations; deeded open space in cluster subdivisions; water districts and certain other utilities. In its 2004 Open Space Plan, Kennebunk defined open space more broadly, as *“underdeveloped land areas that have important ecological functions, natural resources, or cultural resources that are worthy of conservation and protection.”* Total open space acreage has increased from 20% in 2003 to 24.7% in 2020.

Open space also serves an important function as recreational space, for passive activities such as hiking, biking, and walking, and active sports such as baseball and soccer, and as access to water resources for canoeing and kayaking. Kennebunk has many properties serving these functions.

Rachel Carson National Wildlife Refuge

The 2019 U.S. Fish and Wildlife Service purchase of a 1,500 acre property at 188 Brown Street in Kennebunk, a parcel that includes the lower section of Fernald Brook and salt water marshes leading into the Mousam River, will be the new headquarters of the Rachel Carson National Wildlife Refuge. Its 6,542 square foot building will be converted into offices and a visitors’ center expected to be open to the public in 2022. A covered bridge that crosses Fernald Brook, and hiking trails already in place, will remain. The Refuge honors environmentalist Rachel Carson, whose book *Silent Spring* exposed the risk of pesticides to songbirds. Kennebunk parcels owned by the Refuge are shown in green on the map to the right. Also shown



is the Refuge’s trail system located on the Wells-Kennebunk border.

The Kennebunk Land Trust

Founded in 1972, KLT is the primary local private entity dedicated to acquiring land and easements for the purposes of conservation. In Kennebunk and neighboring Arundel and Lyman, as of 2018 it has preserved over 3,400 acres of forest, fields and waterways. Of these lands, over 300 acres are conservation easements. Some KLT properties allow trail biking and cross country skiing, with fishing and hunting permitted on others; users are requested to be respectful of others. Hunting is by permission only and a hunting form must be submitted to the Trust. Trail users should exercise caution from October-December and in the spring during turkey hunting season. All properties are “carry in and carry out” and do not have restroom facilities. Trail monitoring and maintenance is performed by volunteers, and conditions may vary by season. Parking, which is sometimes limited, is available for most of the areas. Key Land Trust parcels in Kennebunk include:



Mousam River Wildlife Sanctuary

- Kennebunk Wildlife Management Area – Now managed by The Nature Conservancy, this preserve along Route 99 near the Sanford border is a former blueberry barrens managed for many unique and rare species of birds, reptiles and plants, including Maine’s largest flock of endangered Grasshopper Swallow and the rare Black Racer snake. The world’s largest population of Northern Blazing Star, a threatened flowering plant, blooms here in August and September. Periodic control burns maintain the grassland community necessary for nesting habitat for grassland birds, to keep pitch pine, gray birch, red oak, white pine, and pin cherry from invading the grassland.
- Alewife Woods Preserve – the crown jewel of KLT properties, this preserve contains 625 acres of forested land and a 45 acre pond at its center. Originally planned as a second phase of the Alewife Farms residential subdivision, the property was conserved in 1990.
- Clark Preserve – a forested 90 acre tract adjacent to the Eastern Trail with over 2,000 feet of frontage along the Kennebunk River. Known for its abundant wildlife including owls.
- Mousam River Wildlife Sanctuary – 38 acre preserve with 2,400 feet of Mousam River frontage, including the estuary where the river becomes tidal, located in the center of Kennebunk near the downtown.
- Sea Road Preserve – a 13 acre property that follows an old 18th century train bed contiguous to the town-owned Bridle Path and Rachel Carson National Wildlife Refuge, offering scenic views of the lower Mousam River.
- Butler Preserve – Near the Secret Garden, on Old Port Road, with a trail leading to Picnic Rock, a spot on the Kennebunk River popular with Victorian boaters.
- Madelyn Marx Preserve – a 24 acre parcel connected to the Sea Road Preserve offering views of coastal salt marsh.
- Wonder Brook/Murphy Reserve - An 80 acre parcel within a mile of downtown comprised of one Town-owned and two Trust-owned properties that protects upland forest, fern beds and a brook and streams



An old postcard of a summer day at Picnic Rock

leading to the bank of the Kennebunk River near the head of tide.

- The Secret Garden – Nearly 40 acres of pristine forest and wetland serving as a boggy filter for the Lake Brook watershed, between The Landing and Lower Village.

(See FIG.RE2 “Map of Kennebunk Land Trust Properties” at end of chapter)

Paths and Trails

- Kennebunk Land Trust properties have significant networks of trails. Some are appropriate for mountain biking, but visitors are requested to consider the trail conditions to prevent rutting and trail damage. Dogs are also permitted, but it is recommended that they be kept on leash. Trail areas are monitored and maintained by volunteers. The Trust’s website contains trail maps: <https://kennebunklandtrust.org/>
- Hope Woods trails – In 2018, the Friends of Hope Cemetery & Woods created a “Conservation Initiative” in partnership with the Kennebunk Land Trust to raise the funds necessary to preserve and protect a 72 acre portion of Hope Cemetery property in the middle of Kennebunk with a permanent conservation easement held by the KLT. Hope Woods has 2+ miles of trails including a Universally Accessible Trail that was completed in 2021, which also access adjacent Town property that includes Wiggins Pond, a former ice pond. Dogs are permitted under voice command or leash. Maps and information are available at the trailhead’s information kiosk and at www.hopecemeterykennebunk.com.
- The popular Bridle Path runs from the railroad tracks near Downtown along the Mousam River across Western Avenue and extends to Sea Road near the Webhannet Golf Course. Parking is available at Sea Road School, or along Western Avenue near the Mousam River Bridge.
- The Eastern Trail is a 65-mile scenic recreational greenway connecting Strawberry Bank in Portsmouth, NH to Casco Bay in South Portland. In Kennebunk, the Kennebunk River, Ward Brook, and Duck Brook intersect the Eastern Trail at five locations. The Eastern Trail is part of the East Coast Greenway, a developing trail system that will ultimately connect 2,900 miles of trails between Calais, Maine with Key West, Florida. Completion of the Eastern Trail section running south to the Town of Wells is in the design stage. Southern Maine Planning and Development Commission, through funding from various grants, is in the process of identifying and expanding linkages to existing trails throughout York County. Parking, and trail access, is available at Kennebunk Elementary School.
- The Franciscan Monastery, located near the site of the former Mitchell’s Garrison on Beach Avenue on the western side of the Kennebunk River, is on a parcel that includes undeveloped, uninterrupted shore lands, with some wetlands. Besides the historic monastery building, a guest house and support services, the property features English gardens, statuaries, an outdoor grotto and shrine, and walking paths to the river, which are open to the public from sunrise to sunset. Parking is available on site.



Rivers

The Kennebunk and Mousam Rivers offer residents and visitors recreational activities such as fly-fishing, kayaking, and canoeing. Rotary Park on Water Street is a popular spot for Mousam River fly-fishing, and the Western Avenue bridge and northern tip of Parson’s Beach are used by anglers to fish for stripers. A gravel boat ramp at the Mousam River Bridge on Western Avenue allows space for launching small boats. There is a canoe and kayak launch area at Rogers Pond off of Water Street, 3.5 miles above the mouth of the river.

Kennebunk Light & Power, as part of its ownership of three dams on the Mousam River, provides a District-maintained public boat launch on District-owned land along the Dane Perkins impoundment, a Town of Kennebunk-maintained public boat launch at Intervale Park, and a boat launch located just upstream of the Kesslen dam, at Berry Court.

Access to the Kennebunk River is more limited, although residents of some homes along Summer Street and the River Locks neighborhood can put in from their own property. There is public small-boat access at Seagrass Lane, off Beach Avenue, with parking reserved through the Police Department. Kayak rentals (with Kennebunk River put-in and take-out locations included) are available from multiple retail locations in the Lower Village.

During public comments, residents requested more public access to the rivers.

Biking

The Town's Complete Streets program has helped to make the major biking thoroughfares through Kennebunk safer and better marked. The Bicycle Coalition of Maine, which organizes itineraries for bicyclists, assisted the Town when road restructuring and resurfacing along a part of Summer Street and Dane Street took place in 2019. Bike lanes are now painted on those road surfaces and are being planned for future road projects.

Skateboard Park

The park, located off of Factory Pasture Lane, has undergone a multiple-year review for improvement which included consideration of a possible new location. An ad-hoc Committee studied skateboard parks and met with park users, ultimately deciding that the current location was still the best location for the park. Skate park developer Pillar Design Studios presented a new design to the Town, and site evaluation measures began in August 2020 in preparation of publishing an RFQ for the project.



Kennebunk Beaches

To complete the recreational inventory, the Town owns three coastal beaches that provide public access: Gooch's Beach, Kennebunk (Mother's) Beach, and Middle Beach. Parsons Beach is privately owned but allows public access.

Kennebunk's beaches are a huge draw for weekend tourists from May through October, but even in winter the beach is rarely empty. Dogs are permitted though the summer schedule limits the times for before 9:00 AM and after 5:00 PM. During the summer season, port-a-potties and lifeguards are available. Surfing is a popular activity along Gooch's Beach all year long, and surfing classes offered by Aquaholics, a private company located in the Lower Village, are popular with summer residents and visitors. Parking along Beach Avenue requires passes for residents and tourists alike from June 15th until September 15th, for Mother's Beach, Middle Beach and Gooch's. Resident beach passes can be purchased at Town Hall and non-resident passes can be purchased at kiosks along Beach Avenue or via the PassPortParking mobile app.



Kennebunk Beach Improvement Association (KBIA)

KBIA, located at the intersection of Beach Avenue and Lord's Point, is a private not-for-profit organization offering summer programs for ages 2-17. The program has been successful for over 100 years as generations of Kennebunk year-round resident families and summer families continue to register for the various programs such as sailing, swimming, surfing, paddle boarding, tennis, golf, arts and crafts and small boat building classes. Classes are offered to KBIA members, and membership is open to the public. A KBIA Road Race and several open sails are held on weekends, with many beach residents turning out for the celebration of awards. Some former students now host their grandchildren for the summer as KBIA students. KBIA also maintains a playground at Mother's Beach that is open to the public. Restrooms are private.

Parks & Recreation Department Facilities and Activities

The Kennebunk Parks and Recreation Department strives to create community through people, parks and programs by providing a wide variety of activities for residents from pre-school age through senior citizens. Benefits of activities include teaching of vital life skills, building family unity, providing safe places to play, building self-esteem, creating memories and providing space to enjoy nature and increase community pride. Special services include beach wheelchair rentals and wellness walking maps.

The Department has six full time employees (a Director, an Assistant Director, 3 Program Coordinators and an Administrative Assistant), one regular part time employee (Events Coordinator) and up to 100 part time and seasonal employees when all 600+ of the planned recreation activities are running (number is pre-Covid-19). The department also has cooperative efforts with many volunteers, civic organizations and local businesses to support the team's mission to promote and provide community residents of all ages and abilities with outstanding service, recreational programs, parks and facilities that create leisure opportunities in a safe and healthy environment to meet the needs of participants. The Department operates multiple town-owned buses of varying sizes. Maintenance of recreation resources is overseen by the Town's Public Services Department, with some employees directly assigned to Parks & Recreation functions. As population increases, the size and configuration of recreational program offerings is scalable.

As part of an ongoing Town-wide Facilities Survey, the Department has identified a need for a building of its own, which would simplify scheduling of classes and activities that are now spread out among schools and various Town buildings.

Town-maintained recreation resources

Facilities	Acreage	Amenities
Parsons Field <i>14 Park Street</i>	7.3	2 tennis courts, 2-baseball fields, multi-purpose field, basketball court, 2 volleyball courts, Harbor Playground, Youth Community Center, and picnic area (parking)
West Kennebunk Field <i>Holland Road</i>	4.9	2 tennis courts, basketball court, playground, baseball, softball, multi-purpose fields, and picnic area (parking)
Lloyd G. Nedeau Park <i>Clear Brook Crossing</i>	9.13	Basketball court, playground, baseball, multi-purpose field, picnic area (parking)
Lower Village Park <i>Port Road</i>	2.7	Basketball court, playground, baseball field, whiffle ball field, multi-purpose (parking)
Rogers Pond <i>Water Street</i>	3.9	Picnic area, grills, pond, and fishing with small boat access to the river (parking)
Rotary Park <i>Water Street</i>	0.35	Picnic area, open field, and gazebo (street parking)
Lafayette Park <i>Storer Street</i>	0.87	Picnic area and open field (street parking)
Wonderbrook Park <i>Plummer Street</i>	37.2	Nature trails & waterway (parking)
Skateboard Park <i>Factory Pasture Lane</i>	2	Multiple skateboard ramps and obstacles (parking)
Wiggins Pond <i>Wood Pond Lane</i>	13.37	Pond and nature trails (parking)
Memorial (or Cannon) Park <i>Corner Fletcher St./Rt. 1</i>	0.24	Park benches, World War I Memorial, World War I Cannon (street parking)
Washington Park <i>Corner Summer St./Rt. 1</i>	0.18	Park benches, War Memorial (street parking)
Dog Park <i>36 Sea Road</i>	.5	Fenced, gazebo (located on Public Works Department property (parking)
Sledding Hill <i>36 Sea Road</i>	10	Long-closed former municipal landfill on Town land (parking)
Ethelyn Stuart Marthia Park <i>Beach Avenue</i>	.07	Beach, benches, Memorial Park (parking by Permit only - in season)
Waterhouse Center <i>51 Main Street</i>	100'X120' pavilion	Pavilion with craft fairs in the summer, ice skating rink in season, and pickleball (parking)
Tibbits Plaza <i>Main Street</i>	.07	Benches, tables and chairs (weather permitting) (parking)
Dorothy Stevens Center <i>Thompson Road</i>		Kitchen, stage, restrooms, 50 person seating capacity; used for smaller camps and classes
Town Hall <i>Summer Street</i>		Auditorium with 490-person seating capacity; used for exercise classes
Mousam River Boat Launch <i>Intervale Road</i>	.05	Carry-in boat access with some parking
Mousam River Boat Landing <i>Western Avenue</i>	.08	Carry-in boat access with limited parking
Sea Grass Lane Boat Launch <i>Sea Grass Lane</i>	.10	Carry-in boat access with 4 parking spaces (by permit only)

RSU-21 School Recreational/Athletic Facilities

The RSU-21 School System has a full slate of sports for students, including soccer, lacrosse, baseball, softball, tennis, track and field, volleyball, football, cross country, basketball, and more. Residents have selective use of outdoor recreation facilities when students are not using them, but should check with the RSU prior to arrival.

School-maintained recreation resources

Facility	Amenities
High School <i>Fletcher Street</i>	1 practice field, 1 football field, 2 softball fields, 2 baseball fields, 1 soccer field, 4 tennis courts, track, basketball court, goals outdoor, theatre auditorium
Sea Road School <i>Sea Road</i>	1 open field, 1 football field, 2 basketball courts, 1 playground (school parking)
Middle School of the Kennebunks <i>Thompson Road</i>	1 softball field, 1 soccer field, 1 baseball field/hockey field (school parking)
Kennebunk Elementary School <i>Alewive Road</i>	2 multi-purpose ball fields (school parking)

The Waterhouse Center

This Town-owned covered pavilion replaced an old gas station that once existed on Main Street in the center of Downtown. Supported by public donations, municipal support, and the income from a \$1.5 million donation from Mrs. Geraldine Waterhouse and her granddaughter, Paige Hill, to the Waterhouse Youth Endowment Fund to benefit youth opportunities in downtown Kennebunk, the Waterhouse Center is a popular venue for free ice skating, Parks & Recreation-organized pickleball, a Saturday vendors’ fair, Town festivals and concerts. Live video from the Waterhouse WEBCAM is available online from the Center’s website. There is a restroom on site.



Kennebunk Free Library

The Kennebunk Free Library (KFL) is a 501c3 not-for-profit institution, supported by Town funds and donations. It is governed by a volunteer policymaking Board of Trustees. Its mission is to serve the diverse cultural, informational, educational, and recreational needs of Kennebunk.



Formally organized in 1881 as the Free Library Association of Kennebunk, there is a long history of personal dedication that culminated in the construction of the current building in 1907. In 1974, the KFL was listed in the National Register of Historic Places in the State of Maine. In the early 1990s, a major renovation almost doubled the size of the building. KFL is currently staffed by eight full-time and six part-time employees and is open 51 hours each week. Besides an extensive collection of books, the library also offers large print books, periodicals, DVDs, CDs, audio books, reference material, as well as a “Maine Collection.” As a member of the Minerva Consortium, KFL offers free and rapid access to over six million items outside of the KFL facility. KFL programs are offered to children, teens and adults as well as museum passes to a wide variety of other cultural programs ranging from the

Portland Art Museum to Maine State Parks. The KFL also serves the homebound, convalescents, and disabled in the “Books on Call” free delivery service.

Currently the library provides e-books and e-audiobooks, movie streaming, and databases through Digital Maine Library. For a small fee, KFL offers patrons printing from computers and wireless devices, scanning documents, fax services, photocopying as well notarizing documents. KFL facilities allow space for public meetings, a gallery for Children’s Illustrators as well as the Speers Gallery, which features rotating art exhibits.

The Brick Store Museum

The Brick Store Museum is a privately funded, accredited year-round museum and art gallery. Founded in 1936, and located in four linked historic buildings and an adjacent small theatre in the Upper Square (upper Main Street along with the Kennebunk Free Library and First Parish Unitarian-Universalist Church), it holds over 70,000 items. It is considered to be the Town’s historical society for record keeping. The museum also has meeting space for lectures and musical theatre events.



Museum archives held extensive primary source materials ranging from diaries and family papers to commercial records, maps and architectural drawings, which can be used for research. Particularly significant are more than 3,000 historical photographs and vintage postcards, plus indexes for Kennebunk-built ships, local history subjects and genealogical collections. Area newspapers dating back to 1877 exist as bound originals and/or on microfilm. Its mission is to discover and maintain a record of the historical heritage of Kennebunk and only to provide educational programs and exhibits designed to promote awareness and understanding of this heritage in order to tell the Kennebunk story, then and now. To this end, the participation in its various programs has been growing rapidly in recent years. Its History Hopper App allows iPhone and Android users to tour through Kennebunk and Arundel to learn about events and people in local history. It can be downloaded to smart phones through the Apple App Store or the Google Play Store.

River Tree Arts

River Tree Arts, founded in 1982 and located in the Lower Village, is an active membership-based 501(c)(3) arts organization for both adults and children. It is governed by a volunteer board of directors. It offers art, theater, dance, and music classes through after-school programs, summer camps, workshops, Craft Nights, gallery shows, and special events. Its mission is to “bring the joy and benefits of music, theater, and visual arts to everyone in the Kennebunks, regardless of age, income, or prior experience.” River Tree Arts believes “the arts are crucial to the process of building community and fosters opportunities for people to come together to create, learn, and celebrate.”



River Tree has two staff members as well as the support of 20 regular volunteers and 155 members. The organization serves about 600 students annually, primarily those residing in the Kennebunks. River Tree Arts also rents meeting and event space for events, exhibits, theater, and musical performances.

The Center

Established in 1990, The Center in Lower Village is a meeting place for adults 50 and older to explore their interests through engaging programs, social connection, and to make a difference through volunteer opportunities that strengthen the community. Self-sustaining through memberships, donations, fundraisers, business sponsorships, small budget allowances from Kennebunk and Kennebunkport, and an endowment created by many donors, The Center offers activities such as exercise classes, games and luncheons. Service activities offered include FISH (Friends in Service Helping)



Transportation, which provides volunteer drivers to transport local residents to medical appointments; Elder Elves, a group of volunteers who collect gifts for older area residents who are alone at the holidays; a bimonthly visit from an area attorney to assist members with legal issues; Elder Affairs, a monthly Southern Maine Agency on Aging visit to meet privately with clients to discuss Medicare, rent or property tax rebates, senior housing or other programs for older or disabled adults; and Tender Loving Calls, a program that provides calls to check on the well-being of older residents.

Goals, Policies and Strategies

State Goal:

- To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.
- To encourage municipalities to create of age-friendly communities, where policies, services and structures support and enable people to actively age in place.

Local Goal:

- To maintain and promote land/water recreational sites, programs and facilities for residents and visitors.
- To provide a varied assortment of recreational opportunities to meet the needs of aging adults, including both outdoor and indoor sources.

Policies:

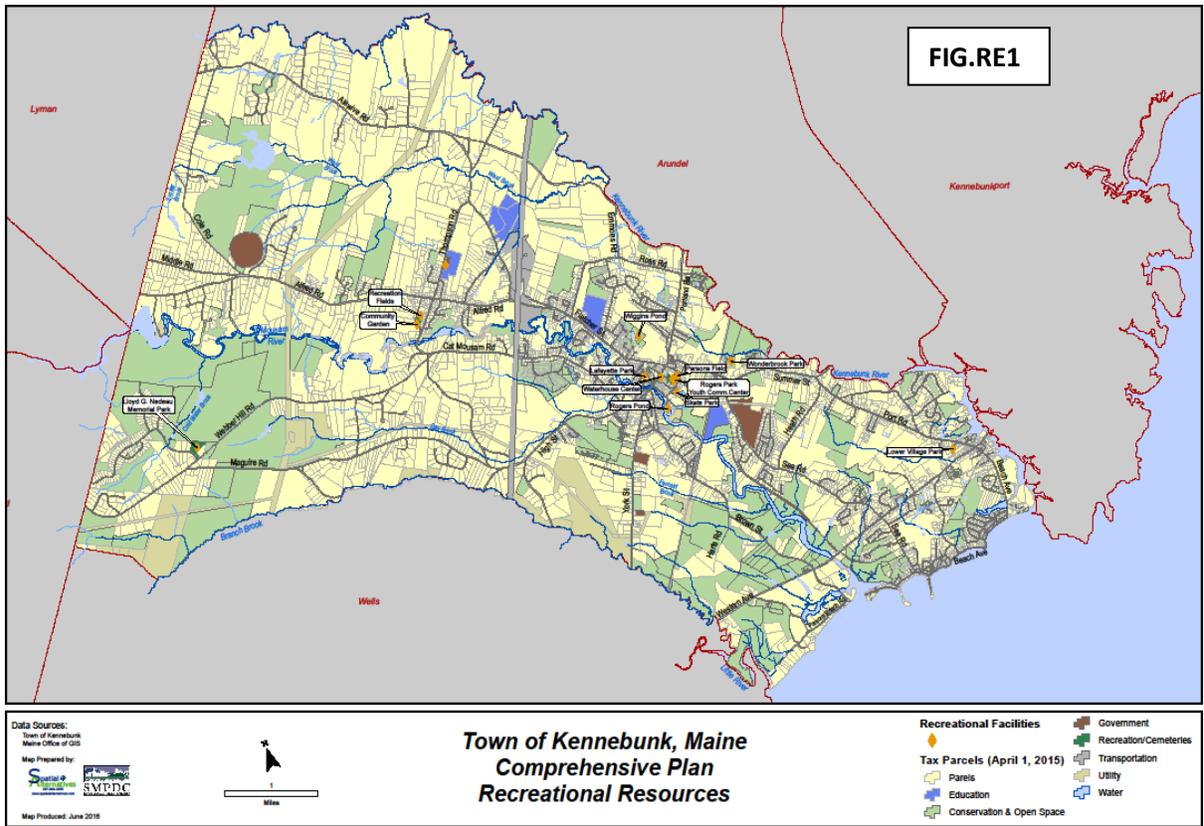
- To maintain/upgrade existing recreational facilities as necessary to meet current and future needs for all age groups.
- To preserve open space for recreational use as appropriate.
- To seek to achieve or continue to maintain at least one major point of public access to major water bodies for boating, fishing, and swimming, and work with nearby property owners to address concerns.

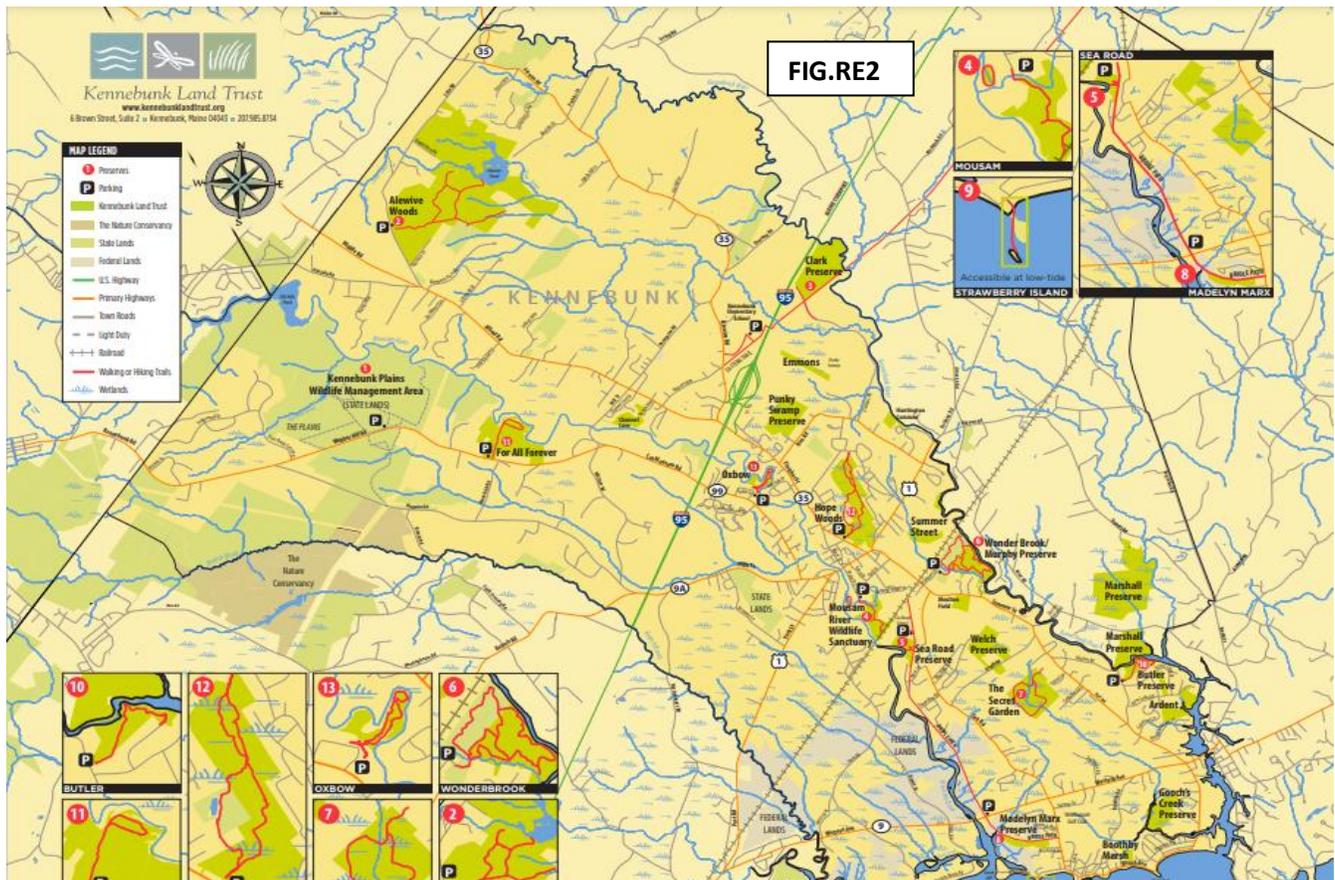
Strategies

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

Description	Timeframe	Responsible Parties
Identify needed maintenance and repair of parks, trails, paths, shoreland areas required due to normal use or impacts of climate change, and create capital improvement fund for such	Ongoing	Select Board, Finance Board, Parks & Recreation
Increase public access to the Kennebunk and Mousam Rivers and maintain the balance of commercial and recreational use of the harbor, which are important to residents, and should be factored into any discussions on riverfront development or re-development	Ongoing	Kennebunk River Committee, Planning Board
Identify and work with private owners as appropriate to acquire additional areas of public access for small boats and associated parking	Ongoing	Select Board, Kennebunk River Committee
Continue to work with the Bicycle Coalition of Maine to	Ongoing	Community Planning &

<i>establish/maintain bike routes and lanes throughout Town</i>		<i>Development</i>
<i>Continue to work with developers to ensure open space subdivisions include whenever possible access to natural resources such as water courses, fields and trails, and discuss use of impact fees to determine if a “fair share” approach could be instituted for developers to enable capital improvements for parks and trails</i>	<i>Ongoing</i>	<i>Planning Board</i>
<i>Continue to work with an existing local land trust or other conservation organizations to pursue opportunities to protect important open space or recreational land</i>	<i>Ongoing</i>	<i>Select Board, Kennebunk Land Trust</i>
<i>Work with public and private partners to extend and maintain a network of trails for non-motorized uses. Connect with regional trail systems where possible</i>	<i>Ongoing</i>	<i>Eastern Trail, Kennebunk Land Trust, Conservation Commission</i>
<i>Discuss providing educational materials regarding the benefits and protections for landowners allowing public recreational access on their property by means of Select Board discussion/public workshop. At a minimum this will include information on Maine’s landowner liability law regarding recreational or harvesting use, Title 14, M.R.S.A. §159-A</i>	<i>Medium Term</i>	<i>Select Board, potential stakeholders such as Kennebunk Land Trust and owners of larger properties</i>
<i>Consider appointing a subcommittee of the Conservation Committee or Parks & Recreation Committee to determine if Town could establish Level of Service (LOS) guidelines for parks and recreation system that can be used to periodically assess access, operating costs, quality of experience and establish priorities for any required improvements, with consideration of the needs of the high percentage of Kennebunk residents who are seniors</i>	<i>Medium Term</i>	<i>Select Board</i>



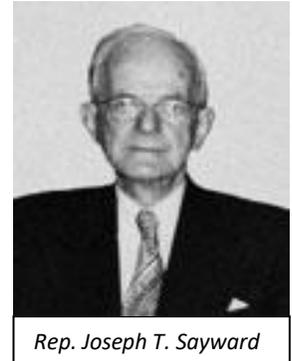


Larger scale figures can be found in Appendix E.

Transportation

Overview

Representative Joseph T. Sayward of Kennebunk is credited with being the brainchild of the Maine Turnpike. He convinced the Maine State Legislature to vote in 1941 to create an independent state agency to begin construction of the “superhighway.” That decision has had an enduring impact on the development of property, and the economy, along the entire length of the Turnpike’s 303 miles, including in Sayward’s hometown.



Kennebunk’s Maine Turnpike exit 25 interchange provides commuting advantages both for Kennebunk residents working out of town and for residents of other towns working in Kennebunk. Generally, commutes of around 30 minutes to locations as far as Portland and Portsmouth are possible. The interchange also allows visitors to Kennebunk, Kennebunkport and Arundel easy access to hotels, beaches, restaurants and other area attractions. Automobile travel is the primary means of transportation in the area.

MaineDOT Roadway Classification and Known Traffic Problems

MaineDOT defines roads in Kennebunk classified as arterials, collectors and local roads and streets:

- **Arterials** provide long-distance connections between towns and regional centers, with traffic volumes typically 5,000 to 30,000 vehicles per day. Arterials are classified as either principle arterials or minor arterials. The Maine Turnpike is classified as a Principle Arterial, and Route 1 as a Minor Arterial.
- **Collectors** act as connecting roads between local or residential neighborhoods and arterials, with traffic volumes from 1,000 to 5,000 vehicles per day. MaineDOT further divides classification of collectors into major and minor collectors, and requires driveway and entrance permits for these roads. Major collector roads in Kennebunk include Route 99, Route 35, Route 9A (Summer Street portion), and Route 9; minor Collectors roads are High Street, Mill Street, Alfred Road, Ross Road, Sea Road, and Beach Avenue.
- **Local Roads** and streets provide access to individual parcels of land, with volumes of up to 1,000 vehicles per day. Local roads are owned by the municipality, while private road roads are not. New roads are created when subdivisions are approved, with many built to Town standards, as many developers prefer to request eventual Town acceptance. Many of these new roads are less than a half mile in length and end in a cul-de-sac, due to designs that cluster housing and aim to avoid wetlands impacts, provide open space and take advantage of cost efficiencies, and because of the relatively small size and infill-type location of parcels being developed. During the Planning Board approval process, sight lines, curb cuts, road width and turning radii are reviewed to ensure there is safe access from connecting roads and that homes can be safely accessed by emergency equipment. There are over 242 private roads within Kennebunk, which vary considerably in construction, width, condition, paving and accessibility, as many were built decades ago. Some present access challenges for larger emergency vehicles. Town design standards for roads, sidewalks, storm drainage and curbs are detailed in the Town Ordinances, along with requirements for Performance Guarantees, which are designed to ensure new infrastructure is built to last as long as possible, in support of fiscal responsibility and achieving stated growth patterns. The design standards can be viewed at:
<https://www.kennebunkmaine.us/DocumentCenter/View/240/Kennebunk-Ordinances---Non-Zoning---Amended-2017-11-07?bidId=>

MaineDOT “Customer Service” Ratings of Roadways

Kennebunk’s total road network consists of approximately 107 miles of total public roadways. This includes 4 miles of interstate, 5 miles of State Highway, 29 miles of State-Aid roads, 69 miles of town roads, and an unknown amount of mileage on over 242 private roads. Corridors having higher traffic volumes (typically arterials and major collectors) and higher intensity of land use are most susceptible to problems with inadequate roadway capacity, poor level of service at intersections and unsafe pedestrian environments. MaineDOT provides “customer service ratings” of roads and road segments an A-F rating, with A being the best and F being the worst. A summary of Kennebunk’s roadways:

- **Safety:** Roads categorized as A include the part of Route 35 beyond the Maine Turnpike closest to town; Alfred Road, Fletcher Street, Route 1 north, Sea Road and Western Avenue from the Wells town line to the Mousam River Bridge. “B” roads are Ross Road, Cat Mousam Road, Routes 99 and 9A, Route 1 south, Port Road and the westernmost part of Summer Street. “C” roads are small sections of many roads, including the middle section of Summer Street. Route 35 toward the town border with Arundel is the only road in the D/F category
- **Condition:** Sea Road, Port Road, Ross Road, Route 35 between the Maine Turnpike and Warren’s Way, Routes 99 and 9A and Western Avenue from the Wells town line to Christopher Lane are A; B roads are Cat Mousam Road, Fletcher Street, and Route 35 from Warren’s Way to the Arundel town line. Beach Avenue is rated both C and D in sections. Route 1 south (York Street) earns an F.
- **Service:** “A” roads are Routes 99, 9A and 35, Cat Mousam Road, part of Beach Avenue near Mother’s Beach, and Port Rd. “B” roads are Route 1, Western Avenue, part of Beach Avenue near Gooch’s Beach, Sea Road, and one section of Summer Street. Fletcher Street falls into the C category. There are no D roads. Ross Road is the only F road.

The summer months, when the population of Kennebunk increases 50%, create the most pressure on town roads. Note that Kennebunkport and Wells see even larger summer increases – three and four times respectively - and Kennebunk is between these towns, with visitors passing back and forth. There are two infamous summer bottlenecks:

- *Route 1 between the High Street intersection and the Arundel town line*, where eight traffic lights slow traffic through Kennebunk’s downtown and the southern and northern shopping and commercial areas.
- *The intersection of Western Avenue and Port Road* coming into and through Lower Village into Kennebunkport’s Dock Square; Lower Village and Dock Square are the center of summer tourism activity.

During the summer, Route 1 traffic volume through Wells and into Ogunquit is quite high. During the off season, it is easy for Kennebunk residents to get to the neighboring towns of Sanford, Wells, Alfred, Kennebunkport, Arundel and Biddeford; however, morning rush hour at the Maine Turnpike exchange is affected by Sanford and Wells commuters as well as Kennebunk commuters.

Off-season traffic producers are the four schools, during student drop-off and pick-up periods and when school buses leave for the day, and Christmas Prelude, which takes place the first two weekends of December (2020 was held virtually). During Prelude, a Town-supported shuttle bus service travels between the Downtown area and Lower Village to help limit the number of vehicles in Lower Village.

There are several intersections rated by MaineDOT as high crash areas:

Intersection	2019	2020
Alfred Road/Mill St/Thompson Road (flashing signal)	0	8

Fletcher Street/Ross Road	11	8
Route 35/Maine Turnpike Exchange (full signalization installed 2020)	8	8
Brown Street/Pleasant Street/York St	10	0
Portland Road/Merrifield Drive/Entrance to Shopper’s Village (fully signalized)	20	9

While summer traffic provides frustration for residents, another perennial complaint all year long is speeding, which is addressed by the Police Department as part of regular staffing duties.

Road Maintenance and Roadway Access Approval

Kennebunk is one of 47 Maine Urban Compact Area (UCA) communities with mandated maintenance responsibilities for both state and state-aid highways within town boundaries. The town is responsible for all maintenance within the UCA, except route designation and speed limit signs, and bridge and minor span maintenance. (See – www.maine.gov/mdot).

(See FIG.TR1 “State Urban Compact Area” Map at end of chapter)

There are four different jurisdictional categories used by the state to classify how roads are maintained. In Kennebunk these are:

Category	Description/Responsibility	Driveway Access Rules	Roads affected
State Highways	A system of connected roads that primarily serve arterial or through-traffic and are maintained by MaineDOT. Exceptions are those located in the Urban Compact Areas or where MaineDOT has maintenance agreements (Western Avenue between Christopher Lane and the Wells town line)	Changes outside of urban compact areas must meet specifications to obtain a permit from MaineDOT. The rules regulate sight distance, corner clearance, spacing, width, setbacks, parking, drainage, etc	Route 1 and Route 9 (western section between Kennebunk/Wells town line and Mousam River)
State-Aid Highways	Commonly, those on rural areas are maintained by MaineDOT during the summer and by the municipality during the winter. Those in the Urban Compact Area are maintained by the Town.	Design standards for entrances into major collector and arterial roads. Entrances are access that serves 50 or more trips per days.	Route 9 (eastern section between Mousam River and Kennebunk/Kennebunkport town line), Route 9A, Route 35, Route 99, Mill Street, Alfred Road between Mill Street and Route 35, Sea Road, Beach Avenue, Ross Road
Local Roads	Responsibility of the Town	See Town Subdivision Guidelines and Town Ordinance; also see current and proposed Town budgets for list of planned maintenance projects	See Town street map at https://www.kennebunkmaine.us/DocumentCenter/View/3023/412018-Street-Map?bidId=
Private Roads	Responsibility of homeowners and HOAs (Homeowners’ Associations)	New private roads created as part of Planning Board approval are reviewed by Town Engineer to ensure compliance with road design standards	Age, condition and siting of roads varies significantly

In addition, all site plans for development occurring along the Route 1 Portland Road corridor (between Route 35 and the Arundel town line) are required to conform to the recommendations of the Portland Road Traffic Management Study for access. The study findings are available on the town website www.kennebunkmaine.us.

Kennebunk's Pavement Management Program

The Town has completed an inventory of the public roads in accordance with ASTM D6433 - Standard Practice for Roads and Parking Lots Pavement Condition Index Surveys. The ASTM has established procedures of identifying and quantifying various pavement distresses, which are then utilized to develop a Pavement Condition Index (PCI) for a particular roadway system. The PCI for each road will vary within certain areas and this is grouped into segments, which in turn are given a rating based on ranges of conditions (Good, Fair, Poor). The various distresses will generally correspond to the current condition of a road, the source of deterioration (load or climate) and this information can be used to develop a maintenance strategy. The Town uses this inventory to annually assess its needs for balancing its roadway infrastructure investment strategy. The Town does not commit to a finite budget amount for roads or for actual paving amounts in terms of tonnage or miles per year.

In recent years the Town has contracted with a service provider to scan the roads using sensor based technology so that it can obtain a non-subjective inventory of road distresses. This data is used to assess and develop management strategies for roadway infrastructure improvements.

MaineDOT Work Plans

MaineDOT manages its resources by creating three-year work plans for projects it funds (or partially funds). The work plan contains projections of transportation resources (federal, state, other) and MaineDOT's strategies for planning and operating all modes of transportation throughout the state of Maine. To explore MaineDOT's current work plan for Kennebunk: www.maine.gov/mdot/projects/workplan

There are five Work Plan entries for 2021-2023 in Kennebunk:

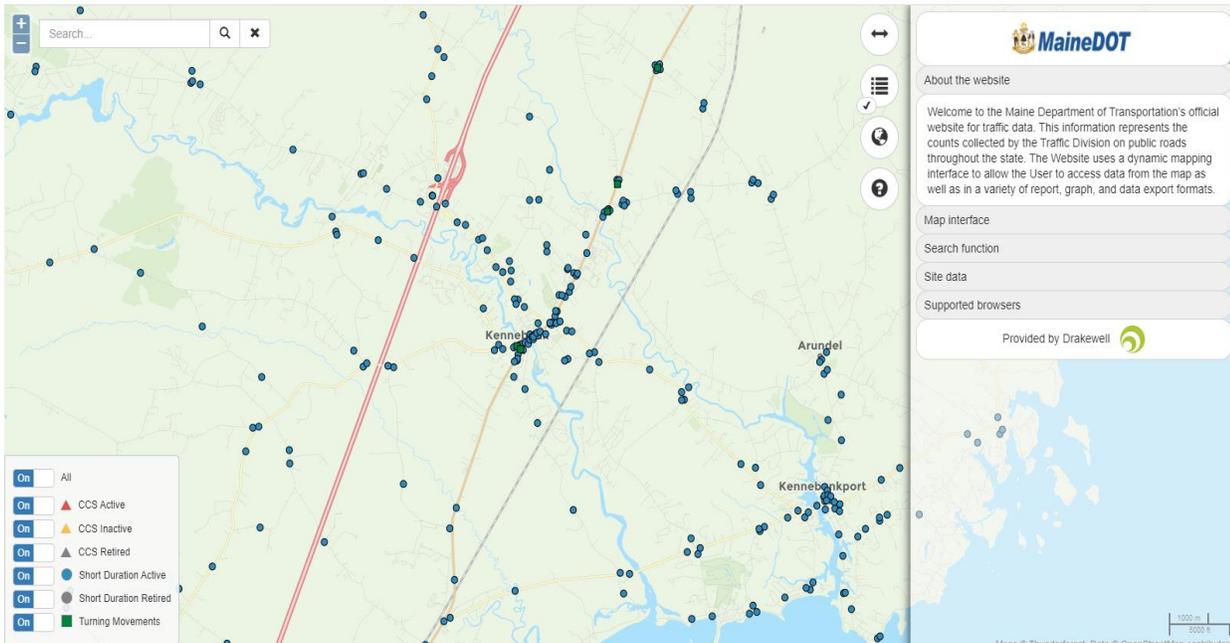
- *Depot Street (2022)* – From Water Street and extending southeast .89 of a mile. Repaving with bicycle/pedestrian improvements, including an on-road sidewalk and trail. Cost: \$676,000.
- *Beach Avenue (2022)* – Mill and fill wearing surface, drain work, joint work, seal concrete and fluid film beam ends and bearings on Gooch's Creek Bridge. Located 480 feet north of Bayberry Avenue. Cost: \$80,000.
- *Route 35 (2021)* – Ditching (drain maintenance), beginning 210 feet west of Thompson Road and extending west 3.74 miles to the Arundel town line. Cost: \$33,000.
- *Route 35 (2021)* – Drainage improvement to cross culvert located 160 feet east of Alewife Farms Road. Cost: \$75,000.
- *Mill Street (2022/2023)* – Bridge rehabilitation of Nash Mill Bridge over Mousam River, located .014 mile north of Hammond Road. Cost: \$1,230,000.

Kennebunk Traffic Data

According to the Maine Turnpike Authority, 2020 traffic levels were greatly reduced due to the effects of covid-19, but have since returned to pre-pandemic levels. The MTA website provides live traffic cams and significant information about construction projects that could cause delays.

The MaineDOT site provides detailed information about traffic volumes, crash history and signalization projects. An easy-to-use interactive map allows users to click on any of the multiple locations within Kennebunk:

<https://mainedottrafficdata.drakewell.com/publicmultinodemap.asp>. The “search” function at the top left of the map allows users to check a particular site, sites or place names. By typing a key word such as a road number, county name or place name the website will identify the counters and places and make them available as clickable links. The screenshot below is an example of how the data displays:



Bridges

The condition of bridges is monitored by MaineDOT every two years for both structural deficiencies as well as functional obsolescence. Each bridge is given a sufficiency rating and identifies bridges eligible for federal funding. Since functional obsolescence (too narrow or low weight capacity due to the age of the bridge) may account for a large portion of the rating, a low sufficiency rating does not mean the bridge is at high risk of failure. There are 31 bridges in the town of Kennebunk, with ownership and maintenance responsibilities as follows:

- MaineDOT - 17
- MTA - 9
- Kennebunk - 2
- Pan Am Railway - 2
- Wells & Kennebunk jointly – 1

(See FIG.TR2 “Bridge Jurisdiction” Map at end of chapter)

Parking

In the off season parking is readily available in all areas of town. During the summer months, and during special events, parking can be a challenge in certain areas, particularly in Lower Village and along the beaches. Behind most Lower Village businesses, parking spots are sometimes reserved for customers and employees of those businesses. There are seasonal paid lots behind the Lower Village Marketplace businesses at the intersection of

Routes 35 and 9, and at Performance Marine. (See *Economy for a discussion on Town ordinance reduction of parking requirements in Downtown and Lower Village.*) Free spots throughout Town are shown in the chart below:

Free Parking Spaces By Area

Area	Location	Number of Spaces	Impacted by
Downtown	Grove Street	43 total spaces, 12 owned by the Town	Christmas Tree Lighting, May Day celebration
Downtown	Behind Garden Street	70 total spaces, 46 owned by the Town	Saturday Farmer’s Market
Downtown	Town Hall	32 total spaces, 17 owned by the Town	Election Day, Larger Events
Downtown	Waterhouse Center	25 spots	Saturday Vendors’ Fair, Peak Ice Skating Times
Downtown	On-Street spaces on Green Street	9 spaces	Election Day, Halloween, Larger Town Events
Downtown	On-Street spaces	35 spaces	Memorial Day parade, Halloween, Christmas Tree Lighting, etc
South of Downtown	On-Street spaces	10 spaces	Retail use - weekends
West Kennebunk	On-Street spaces	16 spaces	Weekend Evenings (restaurant)
West Kennebunk	Maine Turnpike Park & Ride	52 spaces	Weekdays
Lower Village	Washington Hose Company	25 spaces, owned by Town	Summer weekends, Christmas Prelude
Lower Village	On-Street spaces on Routes 35/9	30 spaces	Christmas Prelude, Summer weekends including evenings; note that boater and marina parking is predominantly in the private lots owned by marinas.
Lower Village	Beach Avenue from Gooch’s Beach to Mother’s Beach	238 spaces; <i>Free Sept. 16 – June 14 (passes required in summer)</i>	Summer; spillage occurs onto adjacent side streets

Performance Marine also accepts tour buses, through a contractual agreement with cruise lines visiting Portland. In 2019, pre-pandemic, over 600 buses came to Performance Marine. In 2020 and 2021, all Maine cruises were cancelled. Motorcoach bus tours also visit the two-town area, dropping passengers at Cross Street in Kennebunkport and using parking lots at the Seashore Trolley Museum in Kennebunkport as well as the Franciscan Monastery on Beach Avenue in Kennebunk while passengers are in town, through the courtesy of those businesses.

Due to space constraints in Lower Village, and a desire to maintain the current walkable “small village” look and feel, the best approach to seasonal parking shortages may be to expand the Town-managed Christmas Prelude shuttle service to include summer weekends.

Alternative Modes of Transportation

While motorized vehicles including automobiles and trucks will continue to be the primary form of transportation in Kennebunk, the Town has been effective in encouraging and planning for other forms of transportation, which is important to both commuters and to seniors. Some public transportation options were paused during the pandemic. In an effort to look to the future of public transportation, there is continued

discussion about the creation of Transportation Corridors in growth areas contiguous to both the Maine Turnpike and the existing rail line running through Kennebunk. Such Corridors could potentially enable parking and stations for passenger rail and enhanced support services for Turnpike users.

Public Transportation

- **York County Community Action Corporation (YCCAC) Shoreline Explorer** - The Shoreline Explorer trolley system goes from York Beach to Ogunquit to Wells to Kennebunk and Sanford to Wells. Seasonal service from Wells to Kennebunk’s Lower Village is provided from late June to Labor Day 7 days per week. Trolleys are equipped with bike racks and are wheelchair accessible. Year-round shuttle service with a bike rack from Sanford to Wells is part of the system. The system provides access to the Amtrak Downeaster at Wells, and Sanford Regional Airport.
- **York County Community Action Corporation (YCCAC) “Local Rides”** - Demand-respond service is offered on Wednesdays to the Biddeford area for shopping, medical, or other types of appointments, and is geared to senior use. A 24-hour advance notice is required by calling YCACC to schedule the trip.
- **York County Community Action Corporation (YCCAC)**, in partnership with the Town of Kennebunk, provides an in-town bus route every Tuesday in Kennebunk. The KITT (Kennebunk In-Town Transportation) is currently limited to a flex route in Downtown Kennebunk, picking people up at centralized stops and dropping off at various locations in Kennebunk such as Hannaford, Shopper’s Village, Downtown and the Library, which provides area seniors with easy transportation to needed destinations.
- **Friends in Service Helping (FISH) Transportation** - provides rides to seniors who need to get to medical appointments.
- **Atria and Huntington Commons** senior complexes provide mini-bus service for their residents.
- Various private livery services and uber are available, as are scooter rentals.
- **Passenger Rail Transportation** - Stops on the Amtrak Downeaster line are located in the towns of Wells and Saco, a 20 minute drive from Kennebunk.
- **Air Transportation** - Kennebunk is approximately 30 minutes from both the Portland International Jetport and the Portsmouth International Airport in New Hampshire. Logan International Airport in Boston and Manchester Airport in New Hampshire are approximately 90 minutes from Kennebunk. The Sanford Regional Airport is approximately 15 minutes west of town. Note that the only airport-related land use within Kennebunk is an FAA-owned tower off Cole Road in West Kennebunk (Rural Residential zone) which is part of the approach to Sanford Regional Airport.



Sanford Regional Airport tower in West Kennebunk

Pedestrian Infrastructure

Kennebunk’s town-maintained sidewalks adjoin the major arteries and business areas such as Portland Road, Main Street and Lower Village, and connect to adjacent residential streets, which provide safe passage for seniors and families who wish to walk to local businesses, churches, the Post Office, and Town Hall. Sidewalks connect Kennebunk Elementary School, Middle School of the Kennebunks, and Kennebunk High School to adjacent neighborhoods. Discussion has taken place regarding sidewalk construction to the Sea Road School, although funding was not approved by Town voters in 2020; the school is connected to the Bridle Trail, which extends through adjacent neighborhoods and is a popular (and scenic) walking path that connects to Western Avenue near the Mousam River. Town zoning ordinances require subdivisions constructed within growth areas to have sidewalks. The Town is proactively constructing or reconstructing sidewalks in areas where residents have requested them and as part of Complete Streets projects (*see the Public Participation Appendix for discussion of this*). During the past three years, sections of Summer Street, Western Avenue and Merrifield Drive

gained new sidewalks, and in 2022, a sidewalk will be constructed along Depot Street /Factory Pasture. Sidewalks run from Downtown to the beach along Summer Street, Port Road and Beach Avenue (a distance of 4.3 miles). Town parks, such as Parson’s Field, Rogers Park, Lafayette Park, Rotary Park, and the skateboard park, all located in the Downtown, and Lower Village Park, are easily accessible on foot, skateboard or bicycle, allowing families and seniors to access many parts of town without ever getting behind the wheel of a car.

The Town endeavors to remove snow from sidewalks the day after roads are cleared (an increasing staffing and equipment challenge due to the ongoing addition of new sidewalks as subdivisions are constructed), and crosswalks are frequently repainted. In addition to sidewalks, there are a multitude of trail systems with the Town, many of which provide connections between different neighborhoods: the Eastern Trail, located on several local roads in the western portion of town before joining the off-road section of the trail just west of the Maine Turnpike; Kennebunk Land Trust trails within its preserves; the Bridle Trail, a town-owned semi-improved trail that extends from Summer Street to Sea Road for approximately three miles; and Hope Woods, in downtown Kennebunk, with two miles of public trails including a recently-constructed Universally Accessible section.

Bicycle Network

While the bicycle is primarily used recreationally, more people are beginning to cycle as a way to commute to work and run errands. In Lower Village, bicycle rentals are popular with visitors, and many hotels provide bicycles for customers to use during their stay. Across Maine, cyclists are now often included in all phases of transportation planning including new road design, construction, and rehabilitation (for more on this, see the Complete Streets section below). Maine bicycling laws generally give bicyclists the same rights and responsibilities as motor vehicle operators. Bicyclists may ride in the appropriate lane on a public road, and they must obey traffic laws such as stopping at red lights and stop signs, yielding to pedestrians at crosswalks, and yielding to traffic when entering a road from a driveway. Motorists are required to give at least three feet of clearance when passing bicyclists. Any segment of roadway having a paved shoulder of at least four feet wide is generally considered appropriate for bicycle travel.

Complete Streets Program

Communities across the State of Maine and the country, including Kennebunk, are adopting “Complete Streets” policies that result in safe access for pedestrians, bicyclists, motorists, and public transportation users of all ages and abilities. Complete Streets make it easier for users to cohabit public spaces via sidewalks, bike lanes, paved shoulders, comfortable and accessible bus stops, crosswalks, median islands and more, depending upon the town’s needs. Several sections of Kennebunk roadways have been reconfigured using Complete Streets policies, and others, such as upcoming changes to



Main Street Kennebunk (Before & After Complete Streets)

Depot Street, will be included as well. Current as well as proposed Town budgets support the continuation of this roll-out. This is a boon for seniors, families with children in strollers, bicyclists, and dog walkers.

Goals, Policies and Strategies

State Goal

- To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
- To encourage municipalities to create and execute policies, services, settings and infrastructure to support and enable residents to actively age in place.

Local Goal

- To promote a safe and sustainable transportation system that supports the village/rural pattern of settlement and encourages modes of travel alternative to automobiles within and between villages, negating the need for seniors and families to use autos when doing local errands.

Policies

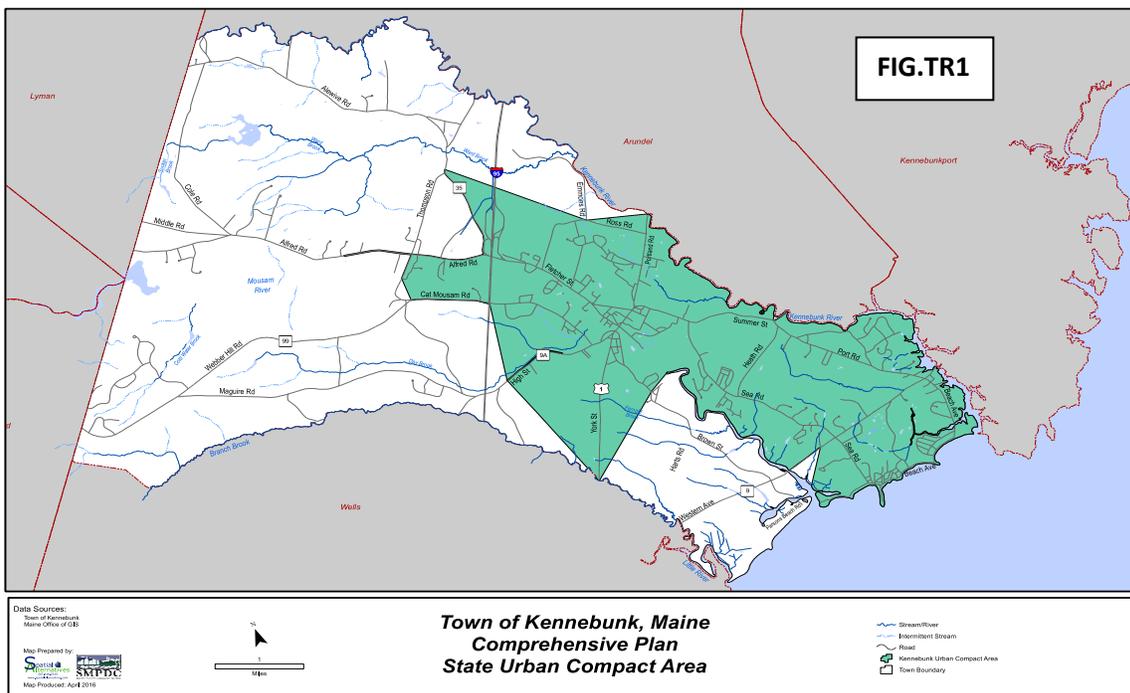
- To prioritize community and regional needs, including those of seniors, associated with safe, efficient, and optimal use of transportation systems.
- To safely and efficiently preserve or improve the transportation system by budgeting for necessary road safety enhancement and maintenance.
- To promote public health, protect natural and cultural resources, and enhance livability by managing land use in ways that maximize the efficiency of the transportation system and minimize vehicle miles traveled.
- To meet the diverse transportation needs of residents (including children, the elderly and disabled) and through-travelers by providing a safe, efficient, and adequate transportation network for all types of users (motor vehicles, pedestrians, bicyclists).
- To promote fiscal prudence by maximizing the efficiency of the state or state-aid highway network.
- To accept that periodic, mostly seasonal congestion may be tolerated if major road widenings or realignments that would alter town character are thereby avoided.

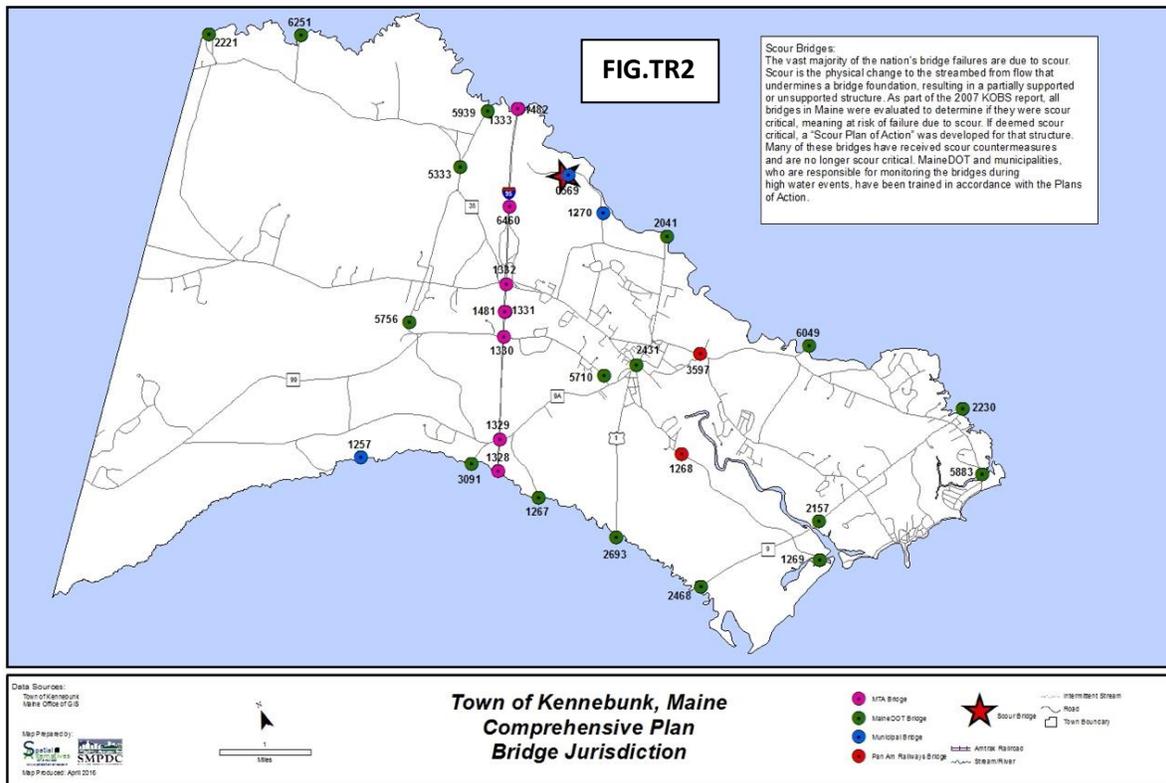
Strategies

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

<i>Description</i>	<i>Timeframe</i>	<i>Responsible Parties</i>
<i>Continue to implement the Central York County Connection Study’s recommendation to eliminate Y-intersections in order to improve traffic flow and safety.</i>	<i>Ongoing</i>	<i>Town Engineer</i>
<i>Continue to explore ways for the Town to further support the informal volunteer network of drivers who provide transportation for older residents</i>	<i>Ongoing</i>	<i>Community Planning & Development</i>
<i>Re-evaluate capital investment plan annually to update a prioritized improvement, maintenance, and repair plan for the Town’s transportation network</i>	<i>Ongoing</i>	<i>Select Board, Budget Board</i>
<i>Inventory existing private roads to evaluate capability for Town to provide emergency response services, and work with residents to identify problems and possible solutions</i>	<i>Ongoing</i>	<i>Town Engineer, Public Works</i>
<i>Review Subdivision Standards to ensure clarification of position that maintenance of village street character is more desirable than street widening and realignment</i>	<i>Short Term</i>	<i>Planning Board</i>
<i>Review and update the Portland Road Traffic Management Study and review Route 1 South in concert with discussions on possible changes to the Suburban Commercial and Business Park districts zoning ordinance</i>	<i>Short Term</i>	<i>Planning Board</i>
<i>Appoint an ad hoc Transportation Committee to advise the Select Board on further implementation of the Complete Streets program, creation of a bicycle and pedestrian master plan, create a policy to connect pedestrian bikeway systems including private and public trails,</i>	<i>Short Term</i>	<i>Select Board</i>

<p>and education for motorists, bicyclists and pedestrians on respective “rules of the road.” This Committee would also advise on possible in-town seasonal shuttle services to allow visitors, seniors and workers to park at selected lots in the Downtown or Sea Road School and be brought to the beach and Lower Village; such a shuttle could augment the York County Community Action’s Shoreline Explorer service.</p>		
<p>Evaluate existing wayfinding signs to ensure visitors can easily find parking options</p>	<p>Medium Term</p>	<p>Economic Development Committee</p>
<p>Explore a regional plan of cooperation to create and fund public transportation between towns for commuters, residents and visitors; and work with local transportation organizations such as York County Community Action and Shuttle Bus Zoom to determine to what extent Kennebunk could be added to the regional service system. A public transportation link to Biddeford and Saco for commuters and seniors should be explored.</p>	<p>Medium Term</p>	<p>Select Board, Community Planning & Development</p>
<p>Review ordinances to ensure consistency with the policy objectives of the Sensible Transportation Policy Act (23 M.R.S.A. §73); State access management regulations pursuant to 23 M.R.S.A. §704; and State traffic permitting regulations for large developments pursuant to 23 M.R.S.A. §704-A.</p>	<p>Medium Term</p>	<p>Community Planning & Development, Town Engineer</p>





Larger scale figures can be found in Appendix E.

Public Facilities and Services

Public Utilities

Kennebunk, Kennebunkport and Wells Water District (KKWWD)

The District is a quasi-municipal water utility was established in 1921 by an act of the Maine State Legislature. In 2005 KKWWD helped to create Southern Maine Regional Water Council (SMRWC), a State-chartered non-profit entity whose purpose, in addition to coordinating efforts to save costs and improve customer service, is developing a comprehensive, long-term regional water supply plan for coastal southern Maine from Portland to Kittery.

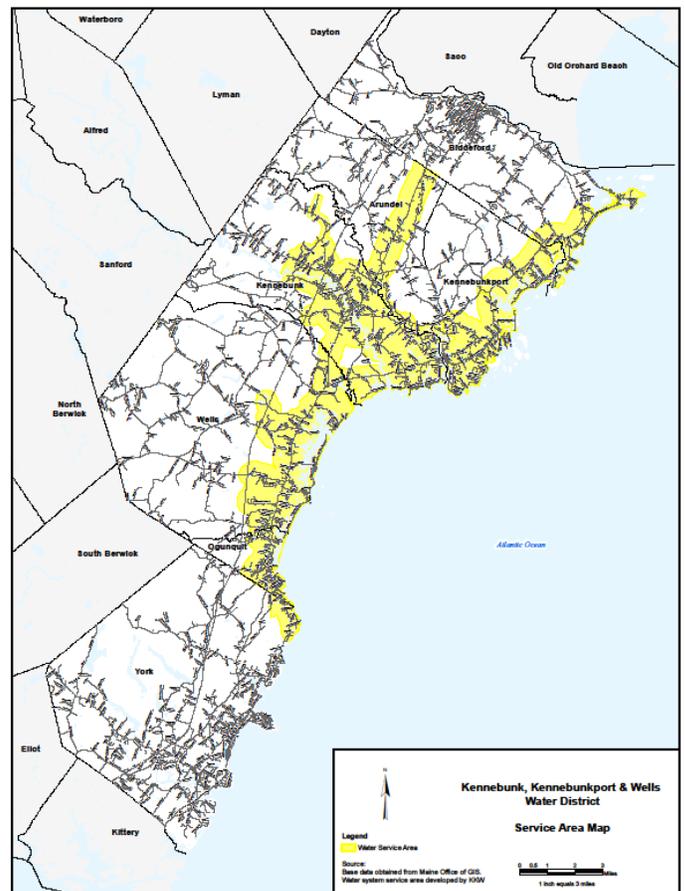
The District’s service area extends 25 miles along the York County coast and includes the Towns of Kennebunk, Kennebunkport, Wells, Ogunquit, Arundel and portions of Biddeford and York, serving a population that ranges from 30,000 to a seasonal high of 100,000 people, with water demands that ramp up accordingly. Customer growth has averaged 1% over the past several years. At the end of 2019, the District had 14,124 total accounts, making it the third largest water utility in Maine. In response to growing demands, the system has been interconnected to York Water District and Biddeford & Saco Div. of Maine Water Co, water utilities to the north and south, and has completed all of its hydraulic “backbone” from Biddeford to Ogunquit. The District’s transmission and distribution system includes over 800 public and private fire hydrants and 207 miles of mains, and it strives to replace about 1% of its mains every year, a goal that is considered the “gold standard” by the American Water Works Association (AWWA). Total water storage equals 7.7 MG, which is strategically located throughout the distribution system.

At the end of 2020, the District reported the following number of customers in Kennebunk:

	Annual	Seasonal	Total
Residential	4,128	406	4,534
Commercial	284	24	308
Totals	4,412	430	4,842

With 6,254 total households (*source: 2020 census information*), public water is available to 72.5% of these households (including some currently “vacant”).

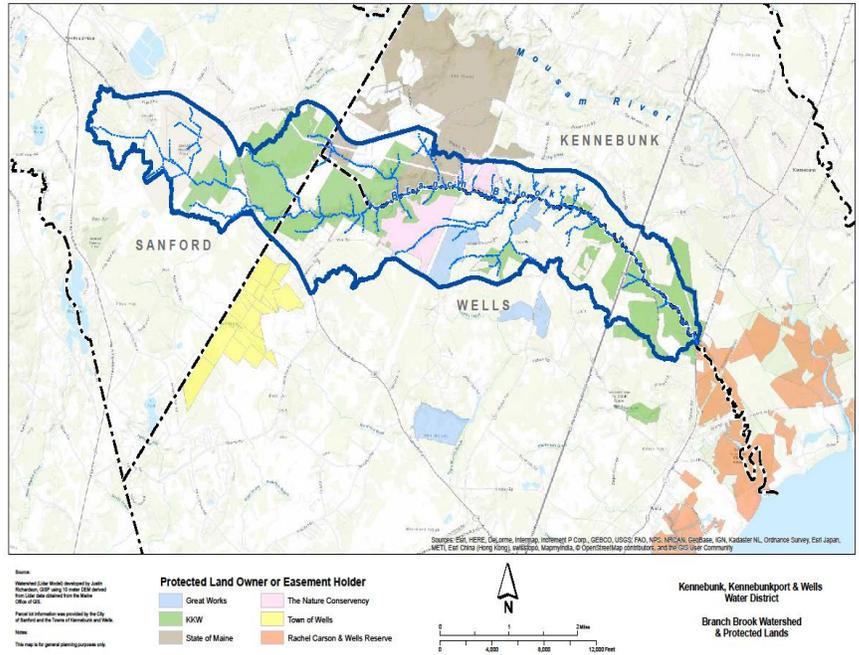
Unserviced areas are in the rural western and southern sections of town near the borders with Sanford, Lyman and Wells, which fall into the Branch Brook Aquifer District, Rural Conservation District, and Rural Residential District. Expansions to the water system are performed upon request, in order to serve new development in areas where water mains exist. Extensions are funded by the requesting individuals/developers.



Branch Brook was the District’s only local source of water until 2007, when the District began developing two additional groundwater supplies, one near the Merriland River in Wells, and one near the Kennebunk River. Due to this additional supply, the District has not purchased any significant amount of water from its neighboring utilities to the north and south, and in fact, during the past few years, the District has provided water to both neighboring utilities. To ensure a diversity of water sources, KKWWD via a vis its Branch Brook Consortium, has sought to protect the integrity of Branch Brook and its underlying aquifer by maintaining an ongoing relationship with Sanford Regional Airport, Central Maine Power (KKWWD clears CMP’s easement in the Branch Brook Aquifer zone by hand), Maine Turnpike Authority, conservation groups, land trusts, the Nature Conservancy, private property owners and recreational users of the land, including snowmobiling and ATV clubs. The District has also purchased several key parcels of land in an effort to protect the watershed from the potential negative impacts of development. Kennebunk’s zoning ordinances limit use of the Branch Brook Aquifer Protection District to activities that protect the integrity of the aquifer, including forest management, harvesting of wild crops, agriculture excluding animal husbandry, timber harvesting, single family homes on lots of not less than 3 acres net, and minimal recreational use.

Water quality is tested at the source(s) of supply, throughout the treatment process and at the tap. Alkalinity, PH, iron, disinfectant concentration, disinfection byproducts, lead, copper, fluoride and turbidity are parameters routinely monitored in the distribution system.

As detailed in the *Water Resources* topic area, in 2016 the District detected a small amount of PFOS and PFOA in the Kennebunk River Well water and shut the well down until it could research the source of the contamination, which was determined to be material spread on farm land in Arundel, on the other side of the river. The District created a filtration system and after testing, put the filtration permanently on line in November 2018. It is expected that the total capital cost of the filters and related infrastructure will be about \$1.3 million, with an annual operating cost of about \$60,000, resulting in an ongoing 2.5% increase to customers’ water rates.



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Kennebunk Sewer District

The Kennebunk Sewer District was established in 1955 with the purpose of preserving and protecting the public health and welfare of the citizens of Kennebunk and to protect the waters of the Kennebunk and Mousam Rivers. Governed by a 5 member elected board and with approximately 3,250 customers, the District serves 52% of Kennebunk households, predominantly east of the Maine Turnpike. By its charter, the Kennebunk Sewer District’s service area extends west to



include the industrial zone west of the Maine Turnpike, east to the Atlantic Ocean, north to the Kennebunk River/Arundel Town line and south to the Branch Brook/Wells Town line, with a stipulation that sewer facilities located outside the boundaries of the district may be used only by the RSU-21 school district and the Town of Kennebunk.

Sanitary waste is piped to the Wastewater Treatment Facility at 71 Water Street through 36 miles of gravity sewers, 11 miles of force mains and 29 pumping stations. The plant also accepts pumped septic tank waste from vendors by permit, with disposal fees set by the District, with the stipulation that waste cannot be contaminated.

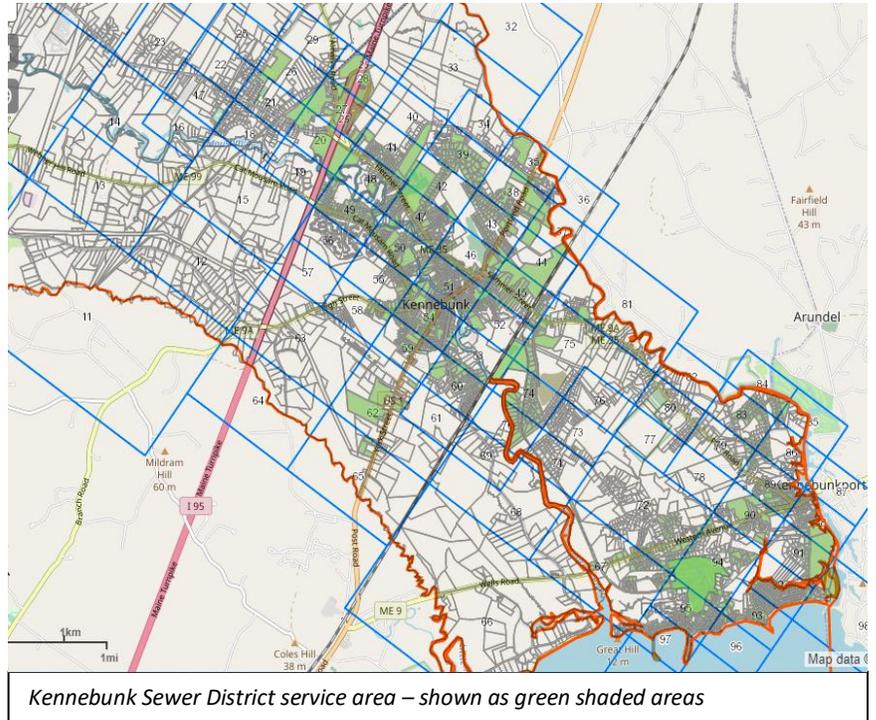
(See "Water Resources" for a discussion on the need to identify and mitigate the effects of failing and inadequate septic systems.)

The treatment facility is a 1.3 million-gallon-per-day plant consisting of physical, biological and chemical treatment units, and has been reconstructed a number of times. The final stage of treatment allows the effluent to be discharged into the Mousam River. Settled solids or sludge are dewatered, deposited in containers and shipped to a licensed composting or digesting facility for use as a soil amendment.

A project currently in progress - the \$8 million Headworks Project - is the second phase of a three-phase upgrade to the District's Wastewater Treatment Facility. The project will replace the existing influent pumps, screening, and grit removal in a new building onsite. The project will also add new sludge waste pumps, flow metering, improvements to the disinfection, and a Supervisory Control And Data Acquisition (SCADA) system, which allows remote access if needed. This project supports existing plant capacity, but does not increase it. It allows new service hook-ups to the majority of town-designated Growth Areas, which are on the east side of the Turnpike.

The existing plant is capable of meeting the current discharge requirements as licensed by the Environmental Protection Agency (EPA) and the Maine Department of Environmental Protection (MDEP). However, the District is anticipating new regulatory requirements for nutrient removal, primarily nitrogen, in 2021. The existing biological units, Rotating Biological Contractors (RBCs), are now beyond the end of their 30-year life expectancy and the District has decided that the RBCs will be replaced with a biological system that will serve the District's treatment needs into the future. At this time, the Maine DEP is in the process of researching the effect of nitrogen and other nutrients in all of the Maine estuaries, and the District anticipates guidance and levels of removal in the next five to ten year time frame.

The District attempts to balance the cost of upgrades and extensions against a relatively small customer base which already pays higher-than-average user rates. Its 10-year Capital Improvement Plan (2019-2028) includes no extension plans. The District's charter specifies the coordination of municipal planning and sewer extension planning, and the District's posted Rules & Regulations further specify that a vote by its Board of Trustees determines whether proposed extensions are "in the best interest of the District." Such extensions may result

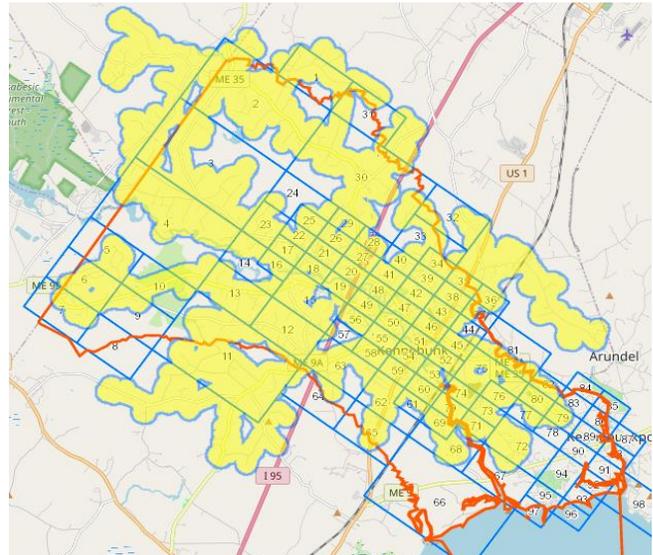


from requests to serve “existing properties; new development and subdivisions; designated growth areas for residential, commercial and industrial development as designated by the town; areas of public health, safety and welfare; areas recommended or required by an appropriate environmental agency.” The Rules explain that “Prior to authorizing any sewer extension, the Board of Trustees shall notify the legislative bodies and the planning boards of the effected municipalities in order to assure conformity with their comprehensive plans and other public policies relating to their growth and development, as required by the District Charter.” A link to the District’s Rules & Regulation: <https://ksdistrict.org/wp-content/uploads/2021/01/Sewer-Rules-and-Regulations.pdf>

Electrical Power

Kennebunk is served by two electric power companies: Kennebunk Light and Power District (KLPD), which is a quasi-municipal, consumer-owned non-profit electric utility; and Central Maine Power (CMP), a for-profit company. The District serves approximately 80% of the Town with the exception of the beaches and Lower Village areas, which are presently served by CMP. Both KLPD and CMP purchase electricity through ISO New England, which oversees the six-state region’s high-voltage transmission system, buys and sells wholesale electricity, and plans for future regional needs.

KLPD was originally created as a department of the Town in 1893 and later incorporated as a District by a special act of the Maine Legislature in 1951. The District is entirely self-supported, with no revenue requests to the Town. KLPD sees annual growth of electrical consumption, on average, in the 1 percent range. The District’s total system load (what its substations can handle) is approximately 50%.



KLPD Service Area – shown as yellow shaded area

KLPD has 3 phase power along every main road within its service area, which provides adequate capacity for residential, commercial and industrial use. Roads served include Route 1, Summer Street, Sea Road, Routes 9A and 99, Fletcher Street, Alfred Road, Cole Road, Ross Road, Warren’s Way, Middle Street, Alewife Road and part of Thompson Road.

In 2017, KLPD signed a 20-year agreement with DG Maine Solar LLC, a subsidiary of NextEra Energy Resources, LLC., to design, permit, construct, operate, own and maintain a solar array adjacent to the District’s West Kennebunk substation. The 2.9 MW DC solar array, brought on line in December of 2018, produces approximately 3.9 million kilowatt hours, just under 4 percent of KLPD’s annual kilowatt hours sales. KLPD policy currently supports net metering for customers with individually-owned solar installations. In line with the Public Utilities Commission rules, KLPD, as a consumer-owned electric utility, limits system size to 100kW.

Currently, KLPD contracts with Asplundh Tree Services for vegetation management. The switch to contracted tree services was necessitated by system vegetation overgrowth affecting reliability. KLPD does not authorize the use of chemical methods (spraying or otherwise) for vegetation growth reduction.

In 2021 KLPD’s Board of Trustees filed a license surrender plan to the Federal Energy Regulatory Commission (FERC) for Project 5362 which proposes to surrender its ability to generate power on the Mousam via three

dams yet leave the concrete dam structures in place. FERC will determine, in 2021, whether that plan is accepted as proposed or amended. Prior to the decision to cease operations, the average generation at the dams was approximately 1.4% of electricity consumed. (See “Water Resources” for a more complete discussion of the Mousam River and KLPD’s dams.) A link to all correspondence related to the plan is available on the District’s website at <https://klpd.org/index.asp?SEC=94E68C73-2A8C-4FA9-B882-5050ACAEB32C&DE=512EF52A-0739-4C19-95D8-9BC>

There are several electric car chargers in Kennebunk. Three are provided 24/7 by KLPD at no charge to car owners - two in the downtown, at KLPD’s office on Factory Pasture Lane, and at the Chamber of Commerce at 16 Water Street; and one at Lower Village’s Washington Hose Company. Both the northbound and southbound interchanges for the Maine Turnpike have 8 “superchargers” (faster charging time) available 24 hours a day. Only about 1% of cars on the road in 2021 are electric, but car manufacturers are moving toward a time in the future when internal combustion engines are no longer produced. According to the *New York Times*, if all cars were powered by electricity, demand on the electric grid would increase by 25%.

Natural Gas

A small portion of Kennebunk is served by Northern Utilities, a for-profit company doing business as Unitil in the industrial area of West Kennebunk. In 2017, gas service was extended out to Fletcher Street for the Kennebunk High School renovation and expansion project.

Broadband, Video and Landline Phone Services

Several companies provide cable and high speed internet service to all or part of Kennebunk using a variety of technologies:

Company Name	Percentage of Town Served	Technology	Products Offered
Spectrum	99%	Fiber optic	TV, Internet, VOIP
Consolidated Communications	94%	DSL	TV, Internet, Landline Phone
Great Works Internet (GWI)	54.5%	DSL	Internet, Landline Phone
ViaSat	100%	Satellite	Internet
HughesNet	100%	Satellite	Internet
DirecTV	100%	Satellite	TV
Dish Network	100%	Satellite	TV

The availability of service by TV, internet and landline phone providers at any specific address can be queried via: <https://locator.go2broadband.com/>.

Cell Phone Service/Mobile Internet

AT&T, Verizon, U.S. Cellular, Spectrum and T-Mobile are the primary service providers for the Kennebunk area. Spectrum sells mobile service but uses Verizon’s network. Signal levels for each carrier, which are determined by factors that include the distance from each carrier’s nearest tower location, impact the user experience for cell phone calls and mobile internet access. Although there are four towers within Town limits - 34 Forest Hill and 159 Port Road, both in Lower Village; Alewife Park Road near the Turnpike exit; and Webber Hill Road – users often encounter “weak signal” areas, as not all carriers are on each tower. Cell towers located in the surrounding towns of Wells, Kennebunkport, Arundel and Sanford may improve signal quality for Kennebunk users near those towers. To date, two vendors (Verizon and AT&T) have installed small cell equipment on existing power poles near the beach to provide for increased summer use of data networks.

Calls to 911 from a cell phone in Kennebunk connect with the closest cell tower and are received at the nearest York County 911 service entry point (3 locations in York County, including Sanford).

Health and Social Services

Kennebunk has a well-developed medical infrastructure, including a number of physicians’ and dentists’ offices as well as an urgent care facility associated with Southern Maine Medical Center (SMMC). The 2021 retirement of three Kennebunk-based primary care physicians along with staff shortages at the urgent care facility caused by the pandemic have resulted in some residents needing to find new doctors and urgent care capability.

In Kennebunk and surrounding communities, there are multiple healthcare specialty networks (i.e. dermatology, cancer care, physical therapy, orthopedics, etc.) with ties to the two nearest local hospitals, SMMC in Biddeford and York Hospital in York. Due to Kennebunk’s high percentage of seniors, a cohort that traditionally uses more medical services than other age groups, the availability of doctors, nursing homes, assisted living and memory care is especially important. There are four nursing homes in Kennebunk (see chart below). There are other senior support services within Kennebunk, including *A Place to Start*, which guides families dealing with dementia; *the Medical Equipment Loan Closet*, managed through *A Place to Start*, which provides wheelchairs, crutches and other equipment needed for short time spans; multiple private companies providing a variety of home care services for the elderly or ill, ranging from medical care to home maintenance, as well as private counseling services; food pantries, managed by *Community Outreach Services* and by the *Chamber of Commerce*; church-sponsored dinners and luncheons; non-profits including United Way and Habitat for Humanity; and many related services sourced through the Town’s Social Services Department that assist residents who need assistance paying for housing, food and fuel costs. (See “Social Services” under *Town Facilities for more detail.*)

Nursing Homes	Location	Units
Atria	1 Penny Lane	74
Huntington Phase 1	1 Huntington Common	72
Kennebunk Nurse	158 Ross Road	76
Riverridge	4 Brazier Lane	64

Schools

RSU-21

The towns of Kennebunk, Kennebunkport, and Arundel are served by Regional School Unit (RSU) 21, which was established in 2009. The policy-making body of the school district is the School Board of Directors, which is chosen by town election in each community to serve three-year terms. The Board has 12 elected directors, six of whom are from Kennebunk, as well as two student representatives from Kennebunk High School.

As of early 2021, the RSU had a little over 2,500 students in Pre-K through Grade 12. Based upon enrollment projections, and recent renovations to three schools, there should be adequate space for all students in RSU 21 using existing and renovated facilities well into the future. In 2018 the RSU began a project to review and project future enrollment at its elementary schools, with some neighborhoods in the three towns are experiencing declines in enrollment, and others experiencing increases. As of early 2021, a draft plan was in place that evaluates transportation, families with multiple children, birth rates, and housing trends, with the goal of allowing flexibility and cooperation between families and the school system to keep class sizes between certain numbers and make changes from year to year as needed.

School buildings in the district include *Kennebunk Elementary School*, *Kennebunkport Consolidated School*,

Mildred L. Day School, Sea Road School, Middle School of the Kennebunks, and Kennebunk High School. With the exception of *Mildred L. Day School* in Arundel and *Consolidated School* in Kennebunkport, all buildings are located in the town of Kennebunk.

The schools within Kennebunk are:

- *Sea Road School (SRS)* is set back from Sea Road in a thirty-five-acre wooded lot, and serves grades four and five. It opened in 1990. The school has 24 full-size classrooms and smaller, specialized learning spaces. It is just outside the downtown area and located in the Suburban Residential district.
- *Kennebunk Elementary School (KES)* constructed in 2005 on Alewife Road, serves kindergarten through grade three. It has 34 full size classrooms, smaller specialized learning spaces, and houses the RSU 21 District Central Office and Adult Education. Situated within a mile of the Maine Turnpike, it is in the West Kennebunk Village Residential District, which is a designated growth area.
- *Middle School of the Kennebunks (MSK)* constructed in 2001 on Thompson Road, serves grades six through eight. It has eight to ten core academic teachers per grade level in addition to specialized learning spaces, The Swift Center for Innovation and Design and a Science, Technology, Engineering, and Math (STEM) laboratory. MSK is located about a mile from KES, and in the growth area.
- *Kennebunk High School (KHS)* is a large facility that occupies a twenty-six-acre parcel on Route 35 (Fletcher Street). It was originally constructed in 1939, expanded in 1980, and expanded and heavily renovated again in 2017-2019. Kennebunk High School offers an array of educational pathways including designation as one of three International Baccalaureate High Schools in Maine, opportunities for early college classes, apprenticeships, and vocational programming. KHS is close to downtown, located within the Village Residential District, a growth area. In May 2021, Kennebunk High School was ranked the No. 2 high school in Maine for the second year in a row by U.S. News and World Report, using data from the 2018-2019 academic year, and ranked 2,386 out of the 17,800 high schools surveyed nationally. Rankings focus on college readiness, reading and math proficiency, reading and math performance, underserved student performance, college curriculum breadth and graduation rates.



Kennebunk High School

The New School

Founded in 2000, The New School is a progressive, independent high school providing a unique, student-driven, democratic learning experience for youth from Southern Maine and New Hampshire. The campus is located at 38 York Street, within walking distance of downtown Kennebunk. It is a state-approved school with small class sizes, and is a sister school to Arundel's *School Around Us*, which serves grades K-8. The curriculum consists, in part, of core courses in the areas of English & Language Arts, American History and Government, Social Studies, Science, Mathematics, Physical Education, Health, Fine Arts, Visual and Performing Arts, and World Languages. It also uses apprenticeships and travel as learning aids.

Town Facilities

Kennebunk's Town Hall and Town Government

Kennebunk's Town Hall at 1 Summer Street was built in 1921, and significantly expanded and updated in 1985-1986. Fire Rescue, which responds to 911 calls, is housed in the same building. Town



Hall is the site of all Election Day voting, and hosts special events and Parks & Recreation classes in the auditorium as well as providing meeting space for Town boards, committees and the public. Although Town Hall facilities are up to date, ADA compliant and well maintained, some individual departments housed inside the building are pressed for space. A recently-completed Facilities Study will assist the Town in assessing the potential of all town-owned properties in relation to staff and storage needs, which will guide discussion and planning for the future.

Kennebunk's Town Government operates under a charter originally adopted in 1984, revised in 2009 and amended most recently in 2014, conforming to the Maine State Statutes as the "Town Meeting/Select Board/Manager" form. A Town Meeting enacts, amends or repeals rules, ordinances and resolutions and elects a seven-member Select Board for three-year staggered terms. The Select Board members are the chief executive officers of the Town. The School Board is similarly elected. The town has 20+ boards and committees staffed by volunteers, who are appointed to serve for specific time periods. Some boards are permanent and others are ad hoc, created to address short-term initiatives. Most boards have a Select Board liaison to facilitate effective communication between volunteers and Town Government. Current "binding" boards include: Board of Assessment Review, Budget Board, Fair Hearing Authority, Historic Preservation Commission, Kennebunk River Committee, Planning Board, Shellfish Committee (inactive), Site Plan Review Board, Staff Review Committee, and Zoning Board of Appeals. Non-binding committees include the Committee on Aging, Community Development Advisory Committee, Community Garden Committee, Comprehensive Plan & Zoning Ordinance Update Committee, Conservation Commission, Economic Development Committee, Energy Efficiency Advisory Committee, Lower Village Committee, Tree Committee, and West Kennebunk Village Committee. Many boards and committees are heavily staffed by seniors, whose retirement from the workplace has provided them with time to devote to volunteer activities, an arrangement that is beneficial to both the Town and those involved, who often have previous business experience.

Planning for Future Growth

At the time of this writing, the Town has finalized a comprehensive Facilities Study to examine the current and future needs of every department. As part of this study, discussions have taken place about how best to support population and housing growth, including analysis of past trends and anticipating changes already in progress that have been accelerated by citizens' needs shown during the Covid-19 pandemic and recovery. Housing costs have skyrocketed, and low real estate inventory has created development pressure, which must be directed to growth areas where the Town can more efficiently serve residents' needs without expansion of existing infrastructure. Preliminary "big ticket" needs such as a new Town Garage have been identified, with actual costs – and budget impact – still to be determined.

(See FIG.PU1 "Public Facilities" Map at end of chapter)

Town Manager

The Town Manager is the chief administrator of the Town. Responsibilities include:

- Chief administrative official of the Town.
- Responsible to the Select Board for the supervision and administration of all departments and offices for which the Board confirms the appointment of the department head or director.
- Implementation of all laws and ordinances of the Town.
- Serving as the head of any department for which the Select Board appoints the department head or director when so directed by the Board.
- Nominating, subject to confirmation by the Select Board, supervise and control the following Town officials: Assessor, Building Inspector, Civil Emergency Preparedness Director, Code Enforcement Office,

Constable, Finance Director (also serves as Treasurer and Tax Collector), Fire Chief, Harbor Master, Health Officer, Historian, Parks & Recreation Director, Planner, Plumbing Inspector, Police Chief, Public Works Director (also serves as Road Commissioner), Sealer of Weights and Measures, Social Services Director, Town Clerk, Youth Services Director; and the heads of any other departments created by the Select Board or the Town Manager. The Town Manager shall also appoint, supervise and control all other officials, subordinates and assistants, except the Town Manager may delegate this authority to the appropriate department head, and report all appointments to the Select Board.

- Having exclusive authority to remove for just cause, after notice and hearing, any persons whom the Town Manager is authorized to appoint, and report all such removals to the Select Board.
- Acting as the purchasing agent for all Town departments, boards, or commissions, provided that the Town or the Select Board may require that all purchases of a designated amount be submitted to competitive bid; and except that the Select Board may submit any purchase to competitive bid when deemed feasible.
- Attending all meetings of the Select Board unless excused by the Board.
- Attending all Annual and Special Town Meetings, and hearings of the Town which are initiated by the Town Manager or as required by the Select Board.
- Keeping the Select Board and the residents informed as to the financial condition of the Town.
- Making recommendations to the Select Board for the more efficient operations of the Town.
- Making application for State, Federal, and other aid grants for the benefit of the Town, as approved by the Select Board.
- Performing such other duties as may be prescribed by Town Charter or required by the Select Board, not inconsistent with the Charter.

Finance and Tax Collection

The Finance Department is responsible for creation of the annual Town budget, and tracking of all revenue and outflow. The Tax Collector's office processes payment of taxes and fees for a number of citizen needs, including real estate and personal property tax payments; processing and filing of 30 day notices, tax liens, tax discharges, quick claims and automatic foreclosures; payment of various types of new and re-registration of vehicle and camper trailer registrations; and payment of Police-issued parking tickets. In addition, citizens may purchase resident and non-resident beach passes, town maps and PAYT ("pay as you throw") trash bags through this office.

Community Development, Planning and Codes

The Community Development Department meets a broad range of economic and community development needs. This Department is involved in initiatives that support the community and its economic, natural, historical, and development needs, including building codes; sign, building, plumbing, and electrical permits; comprehensive planning; development review; downtown and village planning and development; implementation and support of social service programs; natural and historic resources; and Zoning Ordinance amendments and enforcement. Future needs for the Department's space on the 2nd floor of the Town Hall include a reorganization of office space to allow for increased staff collaboration and more efficient use of office space. The Department has grown and evolved in organization and structure, which compels this change. Due to the nature of the work of the Department there is a large amount of space dedicated to paper file storage and management. Future enhancements to the office and customer access would include file digitization and online access.

Staff includes a Director of Community Development & Planning, who also serves as Town Engineer; full-time Code Enforcement Officer and Assistant Code Enforcement Officer; Town Planner, Social Services Director, and Administrative Assistant.

The Code Enforcement Division serves as a resource to several town departments, boards, and committees. The primary role of the Code Enforcement Office is to review and approve building, plumbing, and electrical permits as well as to provide code assistance to the general public. The town uses Maine Uniform Building and Energy Codes. Additionally, the Code Enforcement Division acts in the capacity of local plumbing inspector (LPI), Shoreland Zoning Administrator, and Flood Plain Management Administrator. Both the Code Enforcement Officer and Assistant Code Enforcement are state-certified.

The Planning Office is responsible for the orderly development of the town and the administration of various land use regulations, including the zoning ordinance and subdivision review standards. The Planning Office provides direction and assistance in implementing the goals, objectives, and policies of the Town's Comprehensive Plan as adopted by the residents of Kennebunk.

The Social Services Office provides resources, information, and need-based support to individuals and families, including seniors. This office administers the General Assistance program, which provides financial assistance to individuals and families who meet the state mandated requirements for eligibility, and helps with food, shelter, utilities, fuel, clothing, and certain other essential items. Avenues open for assistance include the Community Outreach Services Food Pantry, which provides food upon request to residents of Arundel, Kennebunk, and Kennebunkport, as well as a free Summer Lunch program to children in the RSU-21 school system; multiple programs to assist eligible residents with heating costs and no-cost home weatherization; programs to assist residents to acquire and maintain safe and affordable housing; free Medical Equipment loans; visiting nurse services, grants and loans to assist with home and septic repairs, programs to help older adults live in their own homes as long as they wish, legal services, and provide free school supplies to area children. The Town also provides budgetary support to multiple non-profit organizations that serve the Kennebunk area.

Regional Coordination - The Community Development Department engages in many projects with neighboring communities, which enhance knowledge and understanding of common challenges and issues. Staff members have worked on projects with neighboring coastal communities and with the technical expertise and leadership from Southern Maine Regional Planning Commission. Projects include the Tides, Taxes and New Tactics initiative where SMPDC led a tri-town effort with Kennebunk, Wells and York, to engage the towns with locally-specific information about economic and social vulnerabilities associated with sea level rise and coastal flood events, and to co-develop strategic, effective, locally relevant adaptation and resiliency planning strategies and policies that address those vulnerabilities and are tailored to town conditions, needs, and interests. The Town also partnered with 5 other local municipalities to support and help fund a Sustainability Coordinator at SMPDC who works collaboratively with 5 other coastal towns: Kennebunkport, Wells, Ogunquit, York and Kittery, to develop local and regional climate action and support coastal resiliency plans. Other collaborative work includes occasional coverage of code enforcement activities and social services activities with colleagues in Kennebunkport, Arundel and Wells, when staff is out or there is an unexpected need. Similarly, networking and training opportunities find the same staff working together and supporting the work of each other.

Parks & Recreation Department

The Kennebunk Parks and Recreation Department has six full time employees (Director, Assistant Director, 3 Program Coordinators and an Administrative Assistant), one regular part time employee (Events Coordinator) and up to 100 part time and seasonal employees when all 600+ of the planned recreation activities are running (number is pre-Covid-19). The department also has cooperative efforts with many volunteers, civic organizations

and local businesses. Specific duties vary depending upon the position, but support the team's mission to promote and provide community residents of all ages with outstanding service, recreational programs, parks and facilities that create leisure opportunities in a safe and healthy environment to meet the needs of participants. The Department operates multiple town-owned buses of varying sizes.

The Department has partnered with Quest Fitness and Spurling for swim lessons and fitness classes, worked with the Chamber of Commerce on special events, with the Kennebunk PTA for fundraising events for the school, and with many of the school sports clubs for field and occasional indoor space.

The department uses a wide variety of facilities for activities, and as part of Facilities Study in progress, has identified a need for its own building, which would allow more flexibility in scheduling. (See "Recreation" for a complete list of Department-managed properties.)

Public Services

The Public Services Department strives to preserve and enhance Kennebunk's public infrastructure for the residents, businesses and visitors of the town, making it a sustainable and desirable place to live, work and visit. Services include the maintenance of streets, sidewalks and pathways, streetscapes, parks, beaches, storm drains, traffic signals, buildings and structures, vehicles and equipment. In addition, the department coordinates Capital Improvement Planning with the Town Engineer and manages contracted services for the Recycling Center and the PAYT solid waste and recycling program in Kennebunk. The department helps to foster community volunteer programs for beaches, ball fields, the dog park, beautification and clean-up projects throughout town.

Current staff includes 19 full time employees, including a Director, Administrative Assistant, Operations Manager, Highway Supervisor, Parks and Facilities Supervisor, 2 mechanics, 4 equipment operators, 4 truck drivers, 2 full time parks and facilities employees, and 2-4 full time seasonal employees.

Along with other towns in the Southern Maine Planning & Development region, the Town participates in a program to purchase bulk materials including sand and salt, which allows the Town to take advantage of cost efficiencies. The Department has informal agreements with other area towns, in particular Kennebunkport and Arundel, and with the RSU, to share larger pieces of equipment for specific tasks as needed.

The Department is headquartered at Sea Road, which is a central location that fosters efficient snow plowing routes based on the distance trucks must travel, and size/type of trucks required, to reach the highest number of roads and homes in the least amount of time. The facility's property is shared with the transfer station and a dog park. It offers space for vehicle maintenance (some of which is also performed at local dealerships), Town-related document storage, storage of snow removed from Town sidewalks and parking lots, covered salt/sand for spreading and for resident access. The Department has outgrown its space and is an important component of the Facilities Study currently in progress. Full use of the property is precluded by the presence of wetlands and a long-closed former municipal landfill. The 27 acre landfill, which closed in 1994, is located in a gravel pit over an aquifer and required methane collection for a period of years (public water is available to the surrounding neighborhoods). The former landfill is a popular sledding hill for Town families, and it may be a good future location for solar production.

The Department performs an annual evaluation of how the addition of new Town-accepted subdivision roads impacts the length of time needed for a driver to complete a plowing run, and uses GIS mapping to adjust routes accordingly. Heavy subdivision growth west of the Turnpike will create additional logistical and cost pressure on the Department's ability to provide timely plowing of roadways. Clearing of sidewalks, which takes place after all

road plowing is completed, is becoming more of a challenge due to the number of miles of subdivision sidewalks added over the past several years. The Department currently has two sidewalk machines, but could support four if budget allowed for them. The average life of a sidewalk machine is 3 years and current purchase price per machine is \$150,000.

Solid Waste Management - Kennebunk’s solid waste recycling and disposal operations are overseen by the Department but are contracted out to private entities. Trash and recyclables are collected weekly at curbside by a private contractor. Recycling is single stream and non-recyclable materials must be contained in special Town PAYT (“pay as you throw”) trash bags, which are purchased by the resident. Below is a summary of the types and amounts of curbside collected municipal solid waste and recycled materials in Kennebunk during the past five years:

Fiscal Year (July 1 – June 30)	Recycling (Tons)	Municipal Solid Waste (Tons)	Total (Tons)
2016 – 2017	1,290.9	1,766.2	3,057.1
2017 – 2018	1,292.7	1,864.7	3,157.4
2018 – 2019	1,281.1	1,906.7	3,187.8
2019 – 2020	1,279.1	2,008.8	3,287.9
2020 – 2021	1,265.4	2,200.8	3,466.2

A Town transfer station and recycling drop-off center is co-located at 36 Sea Road, with a fee schedule adjusted as needed to reflect the cost of disposal. Items accepted include appliances, furniture, scrap metal, home remodeling debris, cardboard, brush and stumps, electronics, tires, batteries, mercury thermostats, PCB ballasts, and mercury vehicle switches. On site are Salvation Army bins that allow residents to drop off unwanted clothing. In recent years, Kennebunk has sponsored an annual Hazardous Waste Day on which residents of the Town and three neighboring communities can deliver household hazardous wastes (primarily paints, pesticides, herbicides and pharmaceuticals) to the Transfer Station to be processed by qualified agencies.

Stormwater Management - Kennebunk is not a Municipal Separate Stormwater System (MS4) community but at some point in the future may have the required population density to become one. Stormwater is collected via street drains and piped as necessary to outflow locations, which in general drain to either the Mousam River or the Kennebunk River. The Department is currently building a GIS mapping system of its street drain and outflow system, with budget dollars directed to the task, and maintains an annual clean-out schedule using both in-house and contract labor. As a stopgap measure in locating stormwater outflow sites, the Wells Reserve’s Kennebunk River Management Plan used volunteers in kayaks to locate pipes flowing into the river, and assembled a map on page 35 of its report that identifies 18 locations in Kennebunk - near Tidewater Court, Old Port Road, River Locks Road, Portview Condominiums, and Christensen Lane, all residential neighborhoods off Port Road; on Western Avenue near the Lanigan Bridge; along the eastern side of Western Avenue near Performance Marine, Federal Jack’s, and Doane’s Wharf; and in Gooch’s Creek in the Coastal Residential District near Bayberry Avenue and Marshview Avenue. (See “Water Resources” for more information about the Plan.)

Street Tree Program

Kennebunk’s Tree Ordinance categorizes trees as an important resource to be protected, preserved, maintained and replaced. The Tree Committee’s purpose is to recommend policies and plans “with regards to the planting, care and removal of municipal trees while encouraging sound environmental and cultural practices.” To that end, the Committee maintains an inventory of trees along streets, walkways and public parks; recommends replacement trees; and is committed to planting new trees in areas deemed to be in the best interest of the

Town. The Town's Tree Warden evaluates the condition of trees, manages and promotes their health, and monitors any safety issues.

The Planning Board, as part of the application approval process, requires landscaping plans which may include the planting of street trees, as fits individual subdivision proposals. Article 10.10.1 of the Subdivision Review Standards states: *"In addition to specific landscaping provisions in the Town Zoning Ordinance, street trees, esplanades, and open green spaces may be required at the discretion of the Planning Board. Reasonable landscaping should be provided at site entrances, in public areas, and adjacent to buildings. The type and amount of landscaping required may vary depending on the type of development. Landscaping materials shall be appropriate for the local environment, soil conditions, and availability of water."* Article 10.5.1 states: *"The Board may require that a proposed subdivision design include a landscape plan that will show the preservation of existing trees (six (6) inches or more), the replacement of trees and vegetation, graded contours, streams and the preservation of scenic, historic or environmentally desirable areas. The street and lot layout shall be adapted to the topography."*

Tax Assessment

The Tax Assessor is responsible for determining the nature, amount and value of the real and personal property within Kennebunk subject to property taxation each April 1. The value of land parcels is recorded separately from the value of any buildings on each parcel. The department is also responsible for administering E911 addressing, as well as approving proposed road names for private and public ways. An Assessing Director and Assistant Assessor are responsible for all valuation activities, defense of values, exemption review, and tax roll commitment. An Administrative Assistant is responsible for all clerical functions, personal property management and customer service assistance. Department facilities are currently adequate; it is anticipated additional staffing may be required over the next 3-5 years.

Town Clerk

The Town Clerk's office performs a wide variety of department functions and citizen services, such as the coordination of elections and registrar of voters; custodian of all Town records; issuing of business registrations, victualer, lodging, liquor and special amusement licenses; issuing of marriage licenses; Maine hunting and fishing licenses; Notary Public and Dedimus Justice services; recording, maintaining and issuing dog licenses per Maine State law; recording, maintaining and issuing Town of Kennebunk vital statistics records, and registering resident boats, ATVs and snowmobiles. Due to so many functions being based on residence requirements, there is not much opportunity to partner with other towns to reduce costs or improve services, but there is frequent communication with Town Clerk offices in surrounding towns.

Staffing consists of a full time Town Clerk, a full time Deputy Town Clerk, and an Assistant Town Clerk shared with the Tax Office. Town records are stored in a fireproof room/vault. Office space is challenged; there is one space for up to three workers at a time, which is tight. Glass barricades added in 2020 to the counter to provide Covid-19 protection limited the staff's ability to deal with more than one customer at a time. Currently, election-related supplies and equipment are housed in five different locations. The Facilities Study report will help address space issues, and allow the department to become more organized and efficient in the future.

Kennebunk Police Department

In 2020, Kennebunk was again rated the safest town in York County, and the 8th safest town in Maine, based on ratings for overall crime rates, violent crime, and property crime.

The Police Department building is located across the street from Town Hall at 4 Summer Street. It was built in 1937 and originally served as the town's post office before being repurposed in 1990 for its current use. The department is current at maximum capacity for space and has offsite storage at Public Works. It has become necessary to convert common areas to office space. The Department's future needs are being evaluated as part of the Facilities Study currently in progress.

The department currently has 24 fulltime officers, 6 part-time reserve officers, a fulltime Animal Control Officer, and 2 administrative clerks. Duties include:

Chief of Police:

- Overall responsibility for the police department
- Assure members are following the department's mission
- Prepare, justify and manage the department's budget
- Maintain continued knowledge of the operational status of the department to insure the duties and responsibilities of the members are being discharged
- Active in the community

Deputy Chief of Police:

- Act in absence of the Chief of Police when so designated
- Direct and supervise patrol officers, school resource officer(s), reserve patrol officers, animal control officer (ACO), school crossing guards, Parson Beach parking enforcement officers, and special services assignments
- Coordinate supervisors and personnel so that productivity meets department goals and objectives
- Organize and assign officers to patrol and special events and/or functions
- Respond to emergencies or serious incidents and take command

Lieutenant:

- Oversee and supervise detective division and court officer
- Oversee and supervise front desk civilian staff
- Maintain department training and certifications
- Dispatch liaison
- Responsible for departments records management system and security

Patrol Sergeants (4):

- Supervise patrol officers assigned to his/her shift
- Understands and is fully familiar with current department, rules, policies, procedures and developments in law
- Review the performance of officers supervised on a regular basis to determine whether they are properly, effectively, and consistently carrying out their duties and responsibilities
- Respond to emergencies, incidents, or dispatches as required. Take command of the situation until relieved by a superior officer

Patrol Officers (12):

- Patrol roads and streets on foot or with police vehicles promoting traffic safety through compliance
- Follows up on arrests and summons with court when necessary, including district court, superior court, and Department of Motor Vehicle hearings
- Enforces parking and traffic regulations
- Conducts traffic accident investigations
- Provides information to the general public when requested



- Completes all the necessary paperwork as determined by a superior

School Resource Officers (3):

- Establish and maintain a close partnership with school administrators in order to provide for a safe school environment
- Assist school officials with their efforts to enforce Board of Education policies and procedures. Ensure school administrator safety by being present during school searches, which may involve weapons, controlled dangerous substances or in such cases that the student's emotional state may present a risk to the administrator
- Assist school administrators in emergency crisis planning and building security matters; provide a course of training for school personnel in handling crisis situations, which may arise at the school
- Be a positive role model for students

Animal Control Officer (1)

- Investigate complaints concerning the regulation, licensing and control of dogs and other domesticated animals
- Impound loose domesticated animals as provided by state law and local ordinance
- Determine if any state statues or local ordinances have been violated and take appropriate actions
- Issue summonses/citations to animal owners, and appear as a witness in court the circumstances require such action
- Rescue or aid in rescue of trapped, wounded, sick or injured animals, only if properly trained and equipped
- Destroy sick, wounded, or injured animals and dispose of their bodies as required by law

Detective (1.5):

- Investigate criminal acts as assigned, obtain evidence, arrest suspects, and recover stolen property
- Maintain evidence room per standards and process incoming evidence
- Conduct interrogations of suspects and prisoners, as well as transcribe statements and confessions when needed
- Conduct interviews of witnesses and complainants
- Photograph and process crime scenes as necessary

Elder Crimes Investigator / Court Officer (1):

- Ensures all court-related records and all court cases generated by the department are processed according to state laws and local policies
- Acts as a liaison with the various State Courts, supervises scheduling of cases and witnesses
- Investigates all elder crimes and works with adult protective services when necessary

Reserve Police Officers (8) Part time Per Diem:

- See duties of "Patrol Officer"

Front Desk Administrative Clerks (2):

- Answers non-emergency telephone calls for the department and greets the public
- Provides information to the public regarding permit information, public information acquisition, and general information about the Town
- Fields telephone calls for general help, deciding how and to whom such calls should be disseminated, as well as requests for police data, copies of reports and FOIA
- Processes, once per week, all department bills for the Accounts Payable Department at Town Hall
- Assists court officer with court paperwork and requests

Currently, the police department shares services with other towns, generally in specialty areas. For example, the Department relies on agencies in York County when an Accident Reconstructionist is needed, and has a Drug Recognition Expert on staff, a resource that can be called upon by other agencies. The Department is part of

District 1 Training Counsel that encompasses all law enforcement agencies in York County. This counsel collaborates on bringing training at shared costs to all departments.

Kennebunk Police and Fire Rescue use Sanford Regional Communication for dispatch services. The Department's emergency response system is adequate for its needs. Average call response time is between 5-8 minutes, but less time (2-5 minutes) for emergency calls. Call response is evaluated annually to ensure staffing is adequate to serve the growing number of households, and for the expected uptick in seasonal activity. Officers use all-wheel-drive SUVs, which allow access to all roads, public and private.

Kennebunk Fire Rescue

Kennebunk Fire Rescue provides protection to residents within the 35 square miles comprising Kennebunk as well as mutual aid to the towns of Wells, Kennebunkport, Arundel, and Goodwins Mills. Services rendered include providing fire prevention, community education, fire suppression, emergency medical care, natural and man-made disaster response to the community and its visitors, using state-of-the-art equipment, proactive strategic planning and sound resource management. Other services include ambulance transfer service, child passenger safety seat installation and instruction, CPR classes, issuing burn permits and fireworks permits, and providing, upon need, free smoke alarms for residential use.

There are 8 fulltime firefighter positions, 2 on each shift, a captain and one firefighter paramedic. The remaining daily personnel are per diem employees and there are three per day bringing the total emergency work force to 5 daily. They are augmented by 47 call company members who respond from home when called for or by the nature of an emergency. They handle all medical and fire emergencies, conduct fire inspections, fire drills, public education, issuing permits, both fire and fireworks, training, conduct vehicle readiness, and other duties as needed. There are also 4 administrative positions, the Chief, EMS Division Chief, and 2 clerical positions. They handle the daily administration of the Department and also handle the planning and budgeting for the future.

The Department currently operates out of four stations:

- **Central Station**, a combination of full-time and call company members, is in the same building on Summer Street as Town Hall. Fire Rescue occupies what used to be the former police department's quarters. It was rebuilt by the volunteers and is at capacity for fulltime employees. The response out the back of the station puts emergency vehicles and Town Hall customers in the same space, which is not the safest design. It is ADA compliant, but parking for emergency response is inadequate.
- **Washington Hose**, a call company station on Port Road in the Lower Village, is probably in the most need of replacement. Its apparatus bays do not allow for work on the apparatus without being outside, which is problematic in the cold weather months. The station does not meet code and a lot of the mechanical equipment needs to be replaced. The building lacks insulation, and there is minimum space for personnel to live at this station in the future. Currently when storm coverage is at this station, some members have to sleep on couches or cots.



- **West Kennebunk** is a call company station, and as the newest building, built in 2005, it suits today’s needs well. When full-time staffing is added to this station, some modifications would be necessary.



- **Blueberry Plains**, also call company, is the next newest and serves to house one vehicle, which should be adequate to fulfill needs for several years to come. This station was the result of construction in the early 1990s of a large subdivision close to the Sanford line, known as Cold Water Farms, and is located on Clearbrook Crossing at Nadeau Park.



2018 woods fire on the Wells, Sanford and Kennebunk border

Kennebunk Fire Rescue works with all its immediate neighbors to provide Mutual aid for both fires and EMS calls, including Arundel, Wells, Kennebunkport and Alfred. Outside of that immediate circle it also operates under the York County Mutual Aid agreement and serves many other Towns, including Sanford, Biddeford, Goodwin’s Mills, and Wells. In 2020 the Department provided mutual aid 90 times and receive aid 63 times. These numbers are on the increase.

The Town’s Emergency Response System is working well, although at certain times it is difficult to staff responses. The majority of staff (47) is comprised of volunteers (call company) who work full time, with some working out of town. This is difficult at times and the Town relies on mutual aid to augment staffing. The Department has 8 full-time firefighting positions and 17 per diems, people who work for the Department but are employed full time elsewhere. The Department has applied for Federal grants to increase full time staffing, so far without success.

Average call response time for all calls – fire and EMS – over the past 5 years is 10.2 minutes.

The Department is participating in the current town-wide Facilities Study. This study is an example of improvements directed by growth. West Kennebunk is designated as a growth area, but the Department in total is affected by it and the results of it. The Department has to periodically increase staffing but it may not be at a specific station where the growth occurs. An example would be the increase of EMS services. Ambulances respond in teams (2), and currently those teams operate out of Central because that is where the majority of the call volume occurs. As West Kennebunk develops, the Department may need to add staffing to address it but that staffing may better serve the entire community by operating out of a different station.

The addition of more homes in Town affects the Department’s ability to serve the customer. More homes equates to more calls for service. These numbers are closely watched and the Department meets with the Select Board on occasion to address the future needs. Seasonal homes also present some additional concerns. Vacant occupants cannot answer questions or allow access in some cases. Caretakers are not always available at 3:00 am in the morning. The Town does require “Knox Box” key boxes on any home or business with an alarm system, but 100% compliance and those without alarms systems are problematic for quick access. Dispatch maintains a site file accessible to police and fire for most all buildings in Town which helps to provide a contact person should an event arise. Fire alarms are responsible for approximately 8% of responses. They occur in both year round and seasonal properties. There is concern that use of homes for Airbnb-type operations presents major safety concerns, for they may not meet fire code. Renters are unfamiliar with these homes and assume that all is safe; this could lead to a catastrophic incident.

The Department also finds challenges in serving homes on private driveways, roads, lanes and ways that are restrictive in width and load carrying capabilities. Some roads are extremely long and require fire apparatus to back out after dealing with an emergency. Some private dirt roads make springtime passage difficult at best. In the winter, some private roads are not wide enough to accommodate fire apparatus. In some instances if fire apparatus were to meet another car on these roads, this would present a delay in service and a serious problem. The Department meets with all developers proposing subdivisions, lot splits and other projects to ensure new projects do not provide obstacles that delay emergency response.

Goals, Policies and Strategies

State Goal

- To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
- To encourage municipalities to create age-friendly communities where policies, services, settings and structures support and enable residents to actively age in place, and that recognizes the capabilities, resources and needs of older adults, planning to meet these needs in flexible ways that promote the inclusion and contributions of older adults and protects those who are most vulnerable.

Local Goal

- To collaborate with utilities to ensure reliable and cost efficient services to Town residents and businesses, and to support Growth Areas as defined by the Town’s zoning ordinances.
- To support the inclusion of older adults’ contributions to Town quality of life.

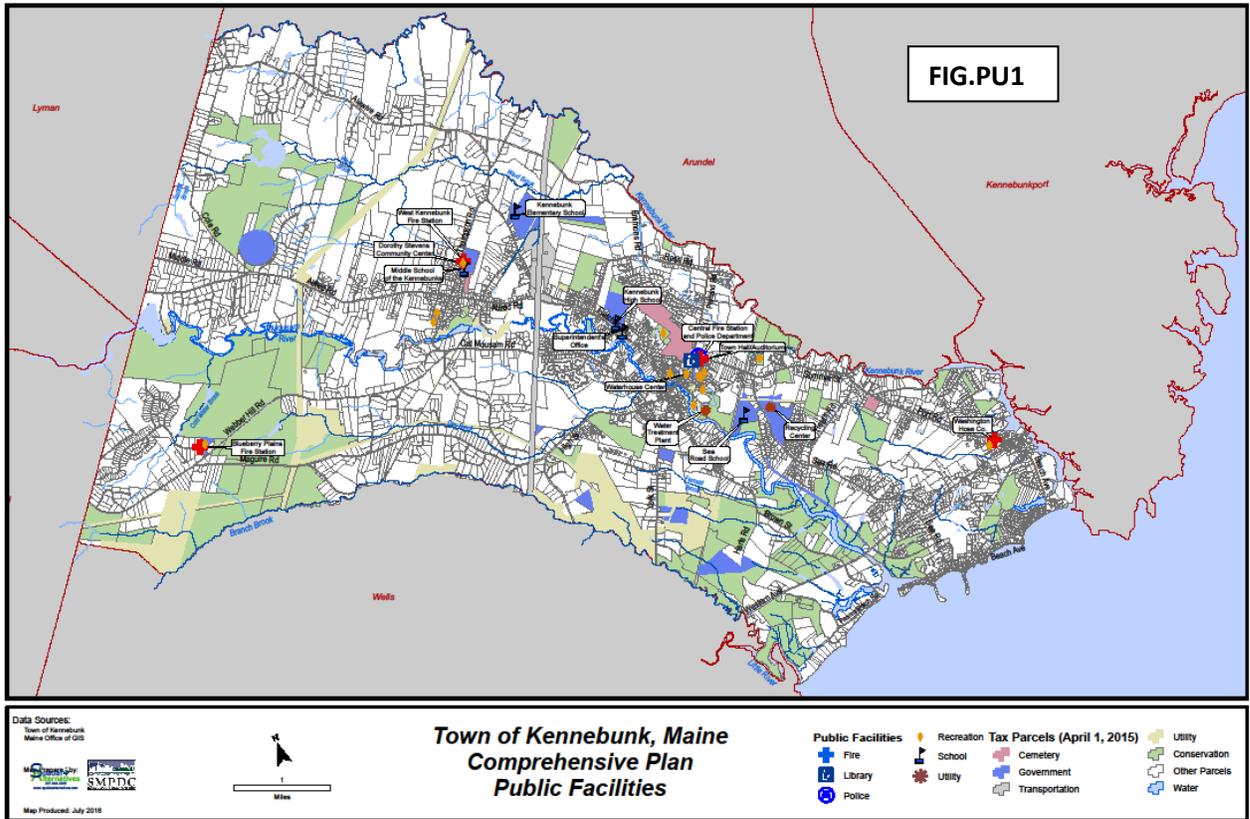
Policies

- To efficiently provide public facilities and services in a manner that meets current needs, and promotes and supports growth and development in identified growth areas.
- To collaborate with utilities to ensure reliable and cost efficient services to Town residents and businesses, and to support Growth Areas as defined by the Town’s zoning ordinances

Strategies

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

Description	Timeframe	Responsible Parties
<i>Identify any capital improvements needed to maintain or upgrade public services to accommodate the community’s anticipated growth and changing demographics</i>	<i>Ongoing</i>	<i>Select Board, Finance Director</i>
<i>Continue to explore options for regional delivery of local services</i>	<i>Ongoing</i>	<i>All Town Departments</i>
<i>Continue to ensure that public water supplies are protected from the risk of contamination</i>	<i>Ongoing</i>	<i>Select Board</i>
<i>Locate new public facilities comprising at least 75% of new municipal growth-related capital investments in designated growth areas</i>	<i>Short Term</i>	<i>Select Board, Finance Director</i>
<i>Encourage KSD and KLPD districts to coordinate planned service extensions with the Future Land Use Plan, using refined mapping</i>	<i>Short Term</i>	<i>Select Board, Community Planning & Development</i>
<i>Analyze the completed Facilities Survey and engage all town stakeholders to ensure there is agreement on priorities and how those impact changes to Zoning Ordinances to ensure growth is directed appropriately</i>	<i>Short Term</i>	<i>All Town Departments and Boards</i>
<i>Collaborate with Central Maine Power to avoid use of herbicides for land clearing under transmission lines, and consider ordinances governing clearing activities</i>	<i>Medium Term</i>	<i>Select Board</i>
<i>Review surrounding towns’ Short Term Rental Ordinances to understand what type of Town review and inspection process should be considered in Kennebunk to protect both the Town and participating renters</i>	<i>Medium Term</i>	<i>Select Board, Community Planning & Development</i>



Larger scale figures can be found in Appendix E.

Fiscal Capability and Capital Improvement Plan

Overview

Growth in Kennebunk is inevitable, and the State projects a population increase of 7.8% by 2031. The Town recognizes the financial benefit of clustering new construction in Growth Areas close to existing Town services and infrastructure. There is a tipping point between revenues gained from property taxes paid by new homes, and the expenses undertaken by the Town to provide services to homes located far from Growth Areas. Accordingly, at least 75% of municipal capital spending is directed toward Growth Areas, with a caveat that storms caused by the effects of climate change and sea level rise may create the need to repair the Town's seawall or other coastal infrastructure, which are, in general, not located in zoning districts categorized as growth areas.

Kennebunk's fiscal year runs from July 1 through June 30. Sewage treatment, public water, electricity and broadband services are not provided by the Town, but by other public utility companies, and so the cost of these services is not included in Town expense and revenue structure. *(Please see Public Facilities and Services for a complete description of these utilities.)*

As noted, the Town recently completed a comprehensive Facilities Study to determine the age, condition, functionality and expected lifespan of all Town facilities, while measuring the future needs of each Town Department, to prioritize long-term planning. Preliminary findings are that the Town Garage and Transfer Station require upgrade and expansion. At this time, the total cost of Town Garage work is unknown, although it is expected that the Town will need to borrow funds for a portion of the project's cost. Accordingly, the Capital Improvement Plan shown here does not include information related to this project. The priority of other Town needs has not yet been determined, although it is apparent that space available for Town staff, Police, Fire and emergency services is cramped, and will need to be addressed in future years *(See Public Facilities and Services for more detailed discussion on a department-by-department basis).*

Real Estate Taxes and Assessed Value

Town revenues come primarily from property taxes, which are calculated using the assessed value of each parcel and the mil rate. Tax bills are assessed to the owner of each property as of April 1 of each year, and are payable semi-annually, in October and April.

Both the Town and the State track the community's property valuation. The Town's total valuation reflects actual market values only in the years in which it conducts a revaluation and upgrades values to 100% of market value. The State's valuation figures theoretically are adjusted each year to equal true market value. By State law, when the Town's valuation drops below 70% of the State's valuation, a town-wide revaluation must be carried out. Kennebunk conducted a revaluation in 2018, and adjusted property values accordingly.

The table below shows the changes in the Town's property valuation over the past several years.

**Town of Kennebunk Assessed Value and Tax Rate
2010-2021**

	Local Assessed Value (\$000)	State Equalized Value (\$000)	Annual % Change	Tax Rate	Assessment Ratio
2010	1,897,950	2,288,950	10.5	13.95	85%
2011	1,922,409	2,126,200	-7.1	14.30	90%
2012	1,936,881	2,128,300	0.1	14.40	95%
2013	1,944,205	2,097,550	-1.4	14.40	95%
2014	1,991,757	2,085,300	-0.6	14.95	95%
2015	2,029,269	2,159,200	3.5	14.90	95%
2016	2,043,619	2,245,800	4.0	15.30	95%
2017	2,061,351	2,316,900	3.2	15.90	90%
2018	2,073,728	2,380,350	2.7	16.55	85%
2019	2,093,668	2,492,800	4.7	17.50	85%
2020	2,816,517	2,694,150	8.1	13.75	100%
2021	2,815,935	2,982,600	10.7	14.15	100%

Municipal Budgets and Independent Financial Audits

The current municipal budget is available for review on the Town’s website. Also posted, depending upon the time of year, is the proposed upcoming budget that will be voted upon by residents each June. The budget includes proposed expenditures and the means of financing them.

The creation of a proposed budget is a joint project of the Budget Board, the Select Board, the Town’s Finance Director and the Town Manager, with discussion and input from all Town departments, and also includes a review of any appropriate action items from the current Comprehensive Plan. Public hearings are held prior to the proposed budget being finalized and scheduled for a town-wide vote.

The Town’s financial status is audited each year by a third-party Certified Public Accountant firm, with the firm’s report, along with previous years’ reports, also available on the Town’s website. Both the government-wide and fund financial statements categorize primary activities as either “business-type” activities (which are PAYT, the Town’s Pay-As-You-Throw trash program, and the Town’s electrical inspection program) or “governmental” (the bulk of activity).

In the audit’s Statement of Net Position, both the governmental and business-type activities columns are (a) presented on a consolidated basis by column and (b) are reported on a full accrual, economic resources basis, which recognizes all long-term assets and receivables as well as long-term debt and obligations.

The Town's net position is reported in three parts: net investment in capital assets; restricted net position; and unrestricted net position. The functions are also supported by general government revenues: property taxes, certain intergovernmental revenues, miscellaneous revenues, etc.

The Statement of Activities reduces gross expenses (including depreciation) by related program revenues, operating and capital grants. All costs are charged directly to the corresponding department.

Capital assets purchased or acquired with an original cost of \$5,000 or more are reported at historical cost or estimated historical cost, with the following guidance:

- Contributed assets are reported at fair market value as of the date received.
- Additions, improvements and other capital outlays that significantly extend the useful life of an asset are capitalized.
- Infrastructure such as streets, traffic signals and signs, roads, bridges, underground pipe (other than related to independently owned utilities) are capitalized.
- Other costs incurred for repairs and maintenance are expensed as incurred.
- Depreciation on all assets is provided on the straight-line basis over the estimated useful lives.
- All retirements of assets have been recorded by eliminating the net carrying values.

Estimated useful lives of capital assets are as follows:

- Buildings 20 - 50 years
- Infrastructure 50 - 100 years
- Machinery and equipment 3 - 50 years
- Vehicles 3 - 25 years

Each year’s audit contains a full explanation of the rationale used to report on the Town’s fiscal status.

5 Year Comparison of Overall Town of Kennebunk Expenses and Revenue

	2015	2016	2017	2018	2019	2020	5 Year % Change
Revenues							
Taxes	\$31.77	\$33.58	\$35.17	\$36.85	\$39.22	\$41.35	30.15%
Charges for Services	\$2.08	\$2.08	\$2.11	\$2.15	\$2.50	\$2.27	9.13%
Other	\$1.56	\$1.57	\$1.70	\$2.41	\$2.10	\$2.33	49.36%
Total	\$35.41	\$37.23	\$38.98	\$41.41	\$43.82	\$45.95	29.77%
Expenses							
Education	\$20.83	\$21.70	\$22.71	\$23.97	\$25.82	\$27.14	30.29%
Police & Fire	\$4.37	\$4.47	\$4.64	\$4.90	\$4.99	\$5.30	21.28%
General Government	\$1.97	\$2.50	\$2.53	\$2.49	\$1.81	\$1.61	(18.27%)
Public Works	\$2.51	\$2.41	\$2.73	\$2.83	\$2.13	\$2.64	5.18%
Employee Benefits	\$1.71	\$2.05	\$2.12	\$2.11	\$1.88	\$2.74	60.23%
Recreation & Culture	\$1.43	\$1.46	\$1.51	\$1.52	\$1.55	\$1.50	4.90%
County Tax	\$1.28	\$1.31	\$1.35	\$1.38	\$1.27	\$1.30	1.56%
Health & Welfare	\$0.29	\$0.33	\$0.34	\$0.35	\$0.35	\$0.38	31.03%
Interest on Long-term Debt	\$0.32	\$0.29	\$0.35	\$0.30	\$0.35	\$0.41	28.13%
Other	\$0.73	\$0.44	\$0.35	\$0.58	\$2.39	\$2.30	215.07%
Total	\$35.44	\$36.96	\$38.63	\$40.43	\$42.54	\$45.32	27.88%

Capital Improvement Plan and Long Term Financing Mechanisms

Kennebunk’s bonds are rated AAA by Standard & Poor and Aa1 by Moody’s. Most towns in Maine are not rated by the national agencies, either because they have little or no debt or because they borrow through the Maine Municipal Bond Bank. Kennebunk has a long term capital plan that is updated every year and projects significant

future capital expenditures over a 15 year period. On average it consolidates its borrowing needs on average every 3 years in a bond offering direct from the town on the open market in order to take advantage of interest rates based on the town’s sound fiscal reputation by the rating agencies mentioned above. As of July 14, 2020, Kennebunk had \$10.33 million in bonds outstanding and an additional \$6.46 million approved but not issued.

Outstanding Bonded Indebtedness

Year Issued	Purpose	Balance (Mil.) June 30, 2020	Interest Rate	Retirement
2007	General Obligation	\$0	4.0%-5.0%	2026
2010	General Obligation	\$3.21	1.4%-4.0%	2029
2013	General Obligation	\$3.00	2.0%-4.0%	2028
2016	General Obligation	\$2.39	2.0%-5.0%	2030
2018	General Obligation	\$5.15	2.28%	2032

Source: Town of Kennebunk 2021 Finance Director’s Budget Report

Kennebunk is contingently liable for its share of any defaulted debt by entities of which it is a member. At June 30, 2020, York County had outstanding debt of \$2.9 million and RSU 21 had outstanding debt of \$60.8 million. Kennebunk’s share was as follows:

	Direct Debt	Town’s Percentage	Contingent
Town of Kennebunk	\$ 11,990,000	100.0%	\$ 11,990,000
County of York	\$ 2,900,000	7.51%	\$ 217,790
RSU 21	\$ 55,924,402	50.99%	\$ 28,514,175
Total			\$ 40,721,965

Source: Town of Kennebunk Fiscal 2020 Financial Statements

State law allows debt to rise as high as 15% of State assessed valuation (with certain limitations on the share that can be devoted to school, sewer, and other purposes). For the year 2021, the legal limit for the town would be \$447.4 million. Currently, Town debt is less than 10% of the statutory limits.

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

The Town of Kennebunk’s Capital Improvement Plan from 2019 through 2032, for predictable expenses, is shown below. As noted, the Plan is adjusted at five year periods.

**Town of Kennebunk Capital Improvement Plan
2019-2032**

Project	2019	2020	2021	2022	2023	2024	2025	2026	2027
Police Vech	\$51,000	\$114,000	\$84,000	\$94,000	\$114,000	\$42,000	\$84,000	\$114,000	\$126,000
Police Equip	110,600	14,600	15,300	13,900	59,400	36,100	44,100	20,000	5,000
Fire Vech & Equip	100,300	665,800	17,000	1,021,600	14,000	655,000	47,500	27,000	149,600
EMS Vech & Equip	0	283,000	18,000	317,000	37,800	301,000	0	266,000	56,600
EMA Equip (generators)	120,000	0	0	0	0	90,000	0	0	0
Public Ser Vech & Equip	686,000	324,500	260,000	361,000	210,000	412,000	133,800	320,000	8,450
Recreation Vech	0	0	0	0	0	0	0	0	50,000
Recreation Fac	0	400,000	35,000	60,000	25,000	40,000	25,000	70,000	140,000
Gen Govt Fac	284,500	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000
Other Miscellaeous	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000
Sub-Total Vech & Equip	1,377,400	1,876,900	504,300	1,942,500	535,200	1,651,100	409,400	892,000	610,650
Roads & Sidewalks	1,600,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000
Total	\$2,977,400	\$2,876,900	\$1,504,300	\$2,942,500	\$1,535,200	\$2,651,100	\$1,409,400	\$1,892,000	\$1,610,650

Project	2028	2029	2030	2031	2032	2032	15 Year Total	15 Year Average
Police Vech	\$84,000	\$0	\$42,000	\$84,000	\$114,000	\$124,000	\$1,271,000	\$84,733
Police Equip	22,600	23,800	30,000	17,500	17,500	17,500	447,900	29,860
Fire Vech & Equip	614,500	167,200	63,400	82,500	60,000	494,000	4,179,400	278,627
EMS Vech & Equip	0	285,800	70,000	248,000	16,000	250,800	2,150,000	143,333
EMA Equip (generators)	0	0	40,000	10,000	0	0	260,000	17,333
Public Ser Vech & Equip	225,000	640,000	270,000	170,000	205,000	119,500	4,345,250	289,683
Recreation Vech	85,000	85,000	0	0	120,000	0	340,000	22,667
Recreation Fac	45,000	0	40,000	0	0	0	880,000	58,667
Gen Govt Fac	50,000	50,000	50,000	50,000	50,000	50,000	984,500	65,633
Other Miscellaeous	25,000	25,000	25,000	25,000	25,000	25,000	375,000	25,000
Sub-Total Vech & Equip	1,151,100	1,276,800	630,400	687,000	607,500	1,080,800	15,233,050	1,015,537
Roads & Sidewalks	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	15,600,000	1,040,000
Total	\$2,151,100	\$2,276,800	\$1,630,400	\$1,687,000	\$1,607,500	\$2,080,800	\$30,833,050	\$2,055,537

Goals, Policies & Strategies

State Goal

- To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

Local Goals

- To improve the efficiency and effectiveness of public service delivery through formal and informal means of inter-local cooperation and communication;
- To proactively evaluate the adequacy of current public facilities and procedures, and formulate plans to expand and update as necessary, while concentrating Town financial resources in Growth Areas.

Policies

- To finance existing and future facilities and services in a cost effective manner;
- To explore grants available to assist in the funding of capital investments within the community;
- To reduce the tax burden on the taxpayers of Kennebunk by continuing to stay within what was formerly known as “LD 1” spending limitations
- To ensure the public safety needs of the Town’s citizens are met, with attention paid to the needs of seniors, who comprise a high percentage of residents

Strategies

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

Description	Timeframe	Responsible Parties
<i>Explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies</i>	<i>Ongoing</i>	<i>Select Board, Finance Director</i>
<i>Develop a plan and associated budget process that analyzes current and future adequacy of all Town buildings and facilities for both short and long term use</i>	<i>Ongoing</i>	<i>All Town Departments</i>
<i>Develop a long-term plan and associated budget process to transition Fire Rescue from per diem volunteers to full time staff</i>	<i>Ongoing</i>	<i>Finance Director, Fire Chief, Select Board, Town Manager</i>
<i>Continue refining the formal technology disaster recovery plan</i>	<i>Ongoing</i>	<i>IT Department, Town Manager</i>
<i>Continue to take steps to plan for potential climate change effects to assure the Town's credit risk as identified by Moody's Investor Services is not adversely impacted</i>	<i>Ongoing</i>	<i>Finance Director, Select Board, Community Planning & Development</i>
<i>Continue to match Town debt with the lives, or term, of assets being financed</i>	<i>Ongoing</i>	<i>Finance Director, Select Board, Town Manager</i>
<i>Identify capital improvements needed to maintain or upgrade public services to accommodate the community's anticipated growth and changing demographics, with intent to concentrate 75% of spending in growth areas</i>	<i>Ongoing</i>	<i>Finance Director, Town Manager, Select Board, Community Planning & Development</i>
<i>Develop a plan that defines future staffing needs and key personnel succession</i>	<i>Short Term</i>	<i>Select Board, Town Manager, HR Director</i>

Climate Change and Sea Level Rise

Overview

The pull of the ocean is strong, and since the dawn of the late 1800s tourist era, East Coast communities responded by embracing the construction of summer “cottages” and, later, year-round homes that in many towns effectively filled all the space between frontal dunes and back dunes, with extra “buildable” land sometimes made available through the filling of salt marshes separating the back dunes from upland. Geologically, “barrier beaches” and salt marshes are intended to protect the upland from storms and are intended to move in response to wind, current and tides. Their use to support permanent communities of man-made structures comes at high risk.

Since those earliest homes went up, our world has changed: over-use of fossil fuels has imperiled the planet in the form of ever-rising global air and water temperatures that are increasing sea level rise, wildfires, droughts, and storm intensity, all of which endanger not only these well-loved seashore houses and their owners’ pocketbooks, but the very financial viability of the towns that host them. Although infamous storms such as Hurricane Katrina and Superstorm Sandy get the headlines, the Maine coast faces a mounting danger because, according to NASA, the Gulf of Maine is warming faster than 99% of other water bodies. Houses have been lost to the sea one by one, and these incremental changes don’t make the national news.

Kennebunk’s early development patterns were similar to most oceanfront communities. A substantial number of homes in Kennebunk’s beach neighborhoods date back to the 19th century, when tourism first became a viable industry. Many of these homes have been raised by their owners onto much higher foundations, to limit damage from flooding and to mitigate ever-increasing flood insurance premiums. This project occurs sometimes in concert with demolition and replacement, to utilize the entire 30% volume increase permitted by zoning ordinance. The vast majority of houses in the beach community are used only seasonally, with some purchased intentionally as commercial ventures, and size impacts rent. To towns, these homes are valuable. The owners add no students to the school system and demand little in the way of Town services, but do patronize restaurants, shops, construction companies, food stores, property managers and real estate agencies. They also carry high value assessments for tax purposes. But they are vulnerable to changes wrought by future climate change. According to Southern Maine Planning and Development, the 719 parcels in Kennebunk potentially impacted by a potential 3.9 feet of sea level rise comprise 35.6% of the Town’s 2020 real estate assessments.



A Beach Avenue home being lifted onto a higher foundation in 2020 Photo credit: Janice Vance

Sea Level Rise

Sea levels are predicted to rise between 3 and 5 feet by the end of 2100. When ocean water is measurably higher *all the time*, and the level of the adjacent land stays static, the ultimate winner in the battle for dominance will always be the water.

Long-time residents and visitors can readily see that the amount of sandy beach usable at high tide has decreased over the years, and that the sea wall constructed to protect the adjacent sidewalk and roadway gets battered *all the time*. Water sloshes over the sea wall onto Beach Avenue routinely during minor storms and during astronomically high tides, transporting cobble and seaweed across the street and down roads and driveways. This “nuisance flooding” has increased exponentially in southern Maine over the past decade. Just 1 foot of sea level rise will increase it by 15 fold. With 1.6 feet of sea level rise, 33% of Kennebunk’s Coastal Residential district will be inundated, including homes near the creeks and wetlands behind the back dunes – sea level rise also means higher levels in rivers that flow into the sea. The risk of flooding is not limited to coastal properties; because of an increase in the frequency of extreme rainstorms, homes far upstream can be flooded during a high-intensity event.



The ocean crosses Beach Avenue and flows down Boothby Road during a 2018 nor'easter Photo credit: Betsy Smith

Besides physical damage to homes along the coast, sea level rise creates other, more insidious challenges to towns’ abilities to maintain homes and roadways near the ocean and along tidal rivers:

- Rising sea levels push salt water further inland, raising the water table, and contaminating freshwater drinking wells with salt water;
- Drinking water aquifers near the coast can become contaminated by intrusion of salt water (the edge of the aquifer closest to the ocean in Kennebunk is along Branch Brook, a distance of about one mile inland);
- Septic systems and leach fields, which must be constructed above the water table in order to properly drain, fail as salt water inundates the ground and prevents drainage;
- Roadways are damaged when the underground base of stone and gravel becomes saturated by salt water and pavement is pushed up, causing premature fractures and ultimately failure of the road surface.

Most of Kennebunk’s coastal neighborhoods are served by public water and sewer – with some exceptions. That would help delay the effect of groundwater rise for a time; however, because water and sewer lines are generally placed under roadways, when groundwater rises to a point where the road surface is profoundly damaged, the integrity of the lines beneath it will be compromised as well.

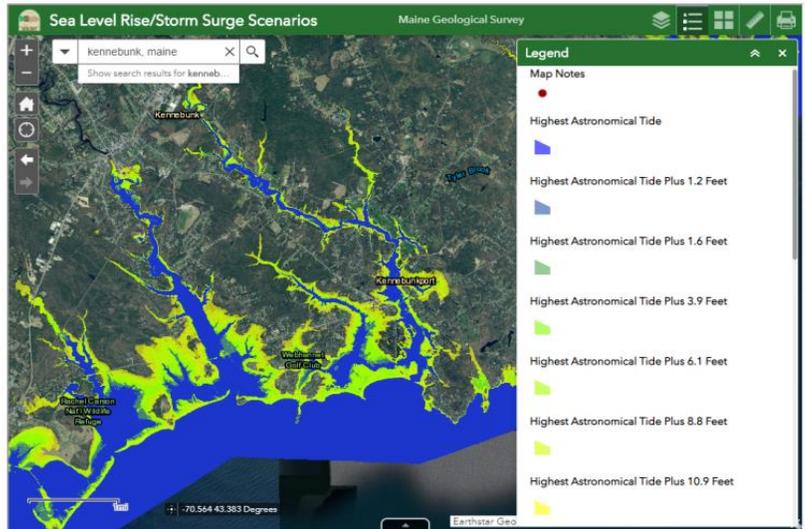
A few coastal areas in Kennebunk do rely on private septic systems, which are at risk of failure as sea level rise continues. Oceanfront homes that could be impacted are along Great Hill Road, Parson’s Beach Road, and Crescent Surf Road; in addition, tidal sections of the Kennebunk River that could be potentially affected are predominantly in the River Locks neighborhood, on Hussey Drive, Sea River Oaks, Bufflehead Cove Road, and Ship Locks Lane.

Storm Tide and Storm Surge

If sea level rise is responsible for so-called “nuisance flooding,” that nuisance escalates to crisis proportions during nor’easters and hurricanes. Nor’easters – which occur often in Maine - bring high winds, torrential rain, and storm tide, sometimes for multiple days, raising the already-elevated sea level exponentially. A typical

nor'easter pattern is that during each subsequent high tide during the duration of the storm, storm surge pushes further and further inland as frontal dunes erode or flatten. When the next obstacle in the path of waves is a row of structures, anything built close to ground level – garages, sheds, homes on their original (lower) foundations – can easily be damaged or destroyed. During bad storms, ocean water meets back creek and coastal wetlands water.

These storms are now more intense than in earlier decades – due to climate change - with heavier rainfall and higher winds. Both storm tides and storm surge played a role in the severe flooding New Jersey, New York and Connecticut experienced during Superstorm Sandy in October 2012. Because of Maine's tidal variation, the potential combination of astronomical tide and storms is extremely concerning.



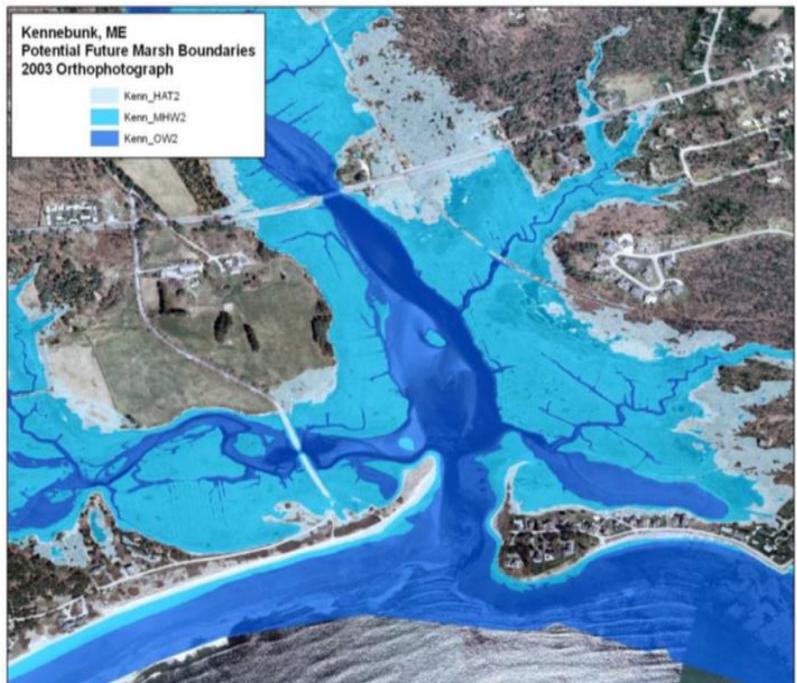
Potential Hurricane Inundation

Potential hurricane inundation mapping has been done in Maine through a FEMA grant to Maine's Floodplain Management Office accompanied by consultation with National Hurricane Partnership representatives on tool development, proposed process and techniques. The Geographic Information System (GIS) tool that was developed uses Sea Lake and Overland Surges from Hurricanes (SLOSH – developed by the National Hurricane Center) to model the data.

Modeling potential hurricane inundation scenarios can assist in investigation of potential impacts to critical infrastructure, storm evacuation planning, emergency management planning and community outreach and education.

Impacts to Marshes

Coastal wetlands as defined in Maine's shoreland zoning regulations refer to all tidal and subtidal lands which have salt water tolerant vegetation present and any swamp, marsh, bog, beach flat or lowland that is subject to tidal action during the highest tide level. Coastal wetlands can include portions of coastal sand dunes. There are two types of coastal wetlands, called marshes, which play a role in protecting Kennebec. *Low marsh* is intertidal, so is covered and exposed by the tide each day. *High marsh* is the area of salt marsh that is only sporadically covered by water. High marsh and low marsh areas are delineated using tidal elevations as proxies



for actual on-the-ground surveying. To quote a 2013 report on sea level rise undertaken for Sustain Southern Maine: “Marshes provide valuable ecosystem services, including pollution filtering and flood buffering. Not only do they slow and buffer waters during coastal flood events, but they also slow erosion which might otherwise affect developed areas.” The report provides assessments for each of 13 southern Maine communities, and for Kennebunk, it concludes that “marsh migration is...likely to be an issue for Kennebunk...along lowlands adjacent to the Kennebunk River. Even modest amounts of (sea level rise) could cause extensive changes to marshland in this area.”

Marshes can migrate inland and have been able to do so during the gradual sea level rise experienced since the last Ice Age; but when sea level rise rates increase, high marsh environments cannot survive the increased inundation and give way to low marsh environments. This decreases the diversity of salt marshes as a whole and diminishes their ability to buffer the shoreline from erosion. If the rate of sea level rise is too rapid or abrupt, low marsh environments will also drown, leaving the shore unprotected from battering waves. Another factor that limits marsh migration is development – houses and roads block marshes from moving inland.

Planning for Future Infrastructure Impacts

Losing expensive oceanfront real estate during a storm is financially devastating. But flooding of roadways and bridges during a storm event, potentially trapping residents in their homes and preventing emergency service response, can potentially result in loss of life. A further concern is permanent damage to infrastructure including roadways, bridges, culverts, sea walls and public utilities, which impacts tourism, access to homes, and a town’s financial integrity. The table on this page shows data that indicates the linear footage of roads impacted under multiple flooding scenarios, including the effects of Category 1 and 2 storms when added to increases above the current HAT. Four streets are of immediate concern: Parsons Beach Road, Crescent Surf Drive, Beach Avenue, and

Road Name	Scenario						Legend	
	HAT	HAT + 1 ft	HAT+2 ft	HAT+3.3 ft	Cat 1 MHT	HAT+6 ft		Cat 2 MHT
Arundel Way			188	328	324	520	520	No impact
Atlantic Cir			141	236	264	334	356	1-50 ft
Bayberry Ave		168	714	2275	2365	3182	3182	50-100 ft
Beach Ave	50	52	54	947	1017	5849	7447	100-150 ft
Blue Heron Ln							132	>150 ft or entire road
Boothby Rd		243	652	963	983	2081	2412	
Bruen Pl				177	226	346	347	
Bufflehead Cove Ln						16	141	
Cattail Path							40	
Christensen Ln						156	243	
Christopher Rd							141	
Commodores Way							26	
Coveside Ln						17	42	
Crescent Ave					27	137	137	
Crescent Surf Dr	21	310	1151	1352	1428	1826	2174	
Doanes Wharf Rd		39	149	220	223	330	357	
Durrells Bridge Rd	11	11	14	16	20	296	302	
Dutcher Ln			124	277	286	439	440	
Ebb Tide Ln			57	109	113	254	280	
Evergreen Ave			258	745	761	761	761	
Fairway Dr						259	404	
Forest Hill Ln		136	256	325	341	467	642	
Gooch Ave			223	693	831	1454	1454	
Governors Way						238	404	
Great Hill Rd				486	279	2589	2770	
Harbor Ln			230	425	425	816	816	
Harris Ln			196	303	320	448	483	
Harts Rd			76	925	1015	2035	2461	
Hickory Ln						75	221	
Larboard Ln						761	923	
Leeward Ln				174	177	212	212	
Linden Ave						49	95	
Little River Way					31	136	229	
Lords Point Rd				414	518	693	738	
Magnolia Ave		102	238	249	249	249	249	
Marsh View Ave			167	1007	1017	1332	1331	
Mineral Spring Way						133	186	
Oak St						59	341	
Oceanside Ln				43	61	261	262	
Old Port Rd						15	175	
Parsons Beach Rd	376	1092	1473	2473	2296	3630	4992	
Peninsula Dr		32	518	1318	1327	1374	1374	
Preserve Dr				115	121	275	363	
Railroad Ave				135	135	622	622	
Ridge Ave						346	401	
Robie Rd			123	512	578	632	632	
Rocky Shore Ln							27	
Sand Dollar Ln						102	144	
Sandy Point Ln						87	167	
Sea Fields Dr						312	648	
Sea Garden Gr				129	171	454	677	
Sea Grass Ln			104	448	474	962	962	
Ship Locks Dr						85	277	
Shorebreezes Ln						94	476	
Shoreline Way				22	22	249	382	
Starboard Ln			59	123	170	300	300	
Strong Ln							33	
Surf Ln			467	2049	2224	2604	2604	
Tidewater Ct							122	
Valley Ave						431	696	
Water St				49	33	95	294	
Wentworth Ave							14	
Western Ave		14	1125	2971	3167	6059	7321	
Woodland Ave			10	124	138	626	1068	

Durrell's Bridge Road. Although the first two serve a private oceanfront community that is predominantly seasonal, the second two are highly-traveled public roads.

Having this information allows the Town to create adaptation or mitigation strategies so that evacuation and/or detour routing plans are readily available when a storm is expected. It also allows long-term planning, when a community opts to build new roadways or bridges further inland, or elevate those deemed to be critical to the functioning of the community.

The Town is currently engaged with the *Tides, Taxes, & New Tactics* project, led by Southern Maine Planning and Development Commission (SMPDC) and funded by the Maine Coastal Communities Grant program. The project involves the towns of Kennebunk, Wells, and York and addresses the need to provide towns with vital information about sea level rise impacts, local vulnerabilities, and tailored strategies for protecting people, property, and natural resources from the impacts of coastal flooding. The project team is working in partnership with the three towns to investigate municipal-level economic and social impacts of 1.6, 3.9, and 6.1 feet of sea level rise and develop adaptation and resilience planning strategies that address those impacts. Municipal staff members from each community serve on a Project Advisory Committee (PAC) to guide the project and ensure that the methodology, findings, and recommendations are tailored to and suit the needs of each town.

Prevention of Climate Change

It is broadly accepted that a primary cause of climate change is the centuries-long build-up of CO₂ in the earth's atmosphere caused by the burning of hydrocarbons to fuel global industrialization. Therefore, a primary climate change mitigation strategy is reduction of CO₂ emissions via reduced dependence on hydrocarbons and increased reliance on renewable energy sources such as wind, solar and hydro. Part of the Kennebunk Energy Efficiency Committee's mission is "to promote ways for the government and residents of Kennebunk to reduce fossil fuel use, resulting in lower energy bills and greater use of sustainable energy sources" by making recommendations to the Town for such projects as energy audits of Town-owned buildings. At its suggestion, the Select Board signed onto the Global Covenant of Mayors for Climate and Energy in 2018, an international body that provides technical support for towns and cities around the world in their efforts to address climate disruption.

Green building techniques can also help limit CO₂ emissions by lessening reliance on oil and propane as heating sources, as does limiting the percentage of tree clearing on lots for new homes, and keeping existing houses and retrofitting them instead of tearing them down and replacing them.

As mentioned in the Public Facilities & Services chapter, Kennebunk Light & Power's West Kennebunk solar array puts renewable, locally-produced energy directly into the grid, lowering the need to purchase supplies from ISO New England, which uses natural gas as a fuel for 55% of its power generation. KLPD also makes three electric car chargers available for use at no charge to support the gradual changeover from internal combustion automobiles. Homeowners and businesses that incorporate solar arrays on buildings help, however incrementally, to the overall goal of reducing CO₂ emissions.

More Information on Climate Change, Sea Level Rise and Predicting Risk

NOAA Climate Service - <https://www.climate.gov/>

US Climate Resilience Toolkit - <https://toolkit.climate.gov/#steps>

Digital Coast - <https://coast.noaa.gov/digitalcoast/>

FEMA Map Service Center - <https://msc.fema.gov/portal>

Local Government and Climate Change Adaptation Toolkit - <http://www.iclei.org/>

Northeast Regional Climate Center - <http://www.nrcc.cornell.edu/>

Surging Seas: Riskfinder: <https://riskfinder.climatecentral.org/>

Sea-level rise and storm surge mapping portal: https://www.maine.gov/dacf/mgs/hazards/slr_ss/index.shtml

Flood map search: https://floodfactor.com/city/kennebunk-maine/2336500_fsid

Goals, Policies and Strategies

State Goal

- To plan for the effects of the rise in sea level on buildings, transportation infrastructure, sewage treatment facilities and other relevant state, regional, municipal or privately held infrastructure, property or resources.
- To encourage municipalities to develop policies that assess community needs and environmental effects of municipal regulations.

Local Goal

- To recognize the full range of potential climate change impacts on Town residents and the local economy and formulate a set of strategies to minimize the negative consequences therefrom.

Policies

- To continue to monitor information about the effects of climate change and sea level rise and associated impact on the Town of Kennebunk, and review and update policies and ordinances accordingly.
- To continue to use cost benefit analysis to inform decision-making with regard to the location and design of new infrastructure as well as the fortification or retrofitting of existing infrastructure.

Strategies

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

Description	Timeframe	Responsible Parties
<i>Incorporate sea level rise into decision-making and design of transportation improvements such as road and bridge elevations, surfaces, and storm water management</i>	<i>Ongoing</i>	<i>Community Planning & Development, Town Engineer</i>
<i>Continue to participate in the National Flood Insurance Program (NFIP) and Community Rating System (CRS)</i>	<i>Ongoing</i>	<i>Community Planning & Development</i>
<i>Collaborate in local and regional efforts to address climate change and sea level rise</i>	<i>Ongoing</i>	<i>Community Planning & Development</i>
<i>Continue to increase the use of renewable energy resources, conservation of energy, make carbon-free decisions wherever possible, and to seek out cost-effective materials created from recycled material and support companies using this material whenever feasible</i>	<i>Ongoing</i>	<i>Energy Efficiency Committee, Select Board</i>
<i>Identify the types and extent of capital investment needed to safeguard at-risk infrastructure</i>	<i>Ongoing</i>	<i>Select Board, Finance Board, Community Planning & Development</i>
<i>Continue to educate residents on the steps the Town is taking to address and plan for sea level rise and climate change</i>	<i>Ongoing</i>	<i>Community Planning & Development</i>
<i>Update HAT (Highest Annual Tide) levels on the Shoreland zoning map as needed</i>	<i>Review Annually</i>	<i>Community Planning & Development</i>
<i>Set an annual joint meeting of the Select Board, Community Planning & Development, Planning Board and Conservation Commission to review storm-related and everyday changes that have occurred during the previous 12 months in coastal and riverine areas, to identify the types and extent of capital investment needed to safeguard at-risk infrastructure, and if specific land use changes should be enacted to protect resources.</i>	<i>Prior to beginning the following year's budget process</i>	<i>Select Board</i>

<i>Improve analysis and mapping capabilities in order to identify and inventory public assets at risk</i>	<i>Medium Term</i>	<i>Community Planning & Development</i>
<i>Review floodplain management and land use ordinances to strengthen standards in vulnerable areas, and consider enhanced setback requirements to discourage growth in threatened areas</i>	<i>Medium Term</i>	<i>Planning Board</i>
<i>Consider a new Coastal Resilience Overlay Zone to identify vulnerable homes and businesses which will require enhanced protection when changes are made, including increased freeboard, elevation, limits on volume expansion</i>	<i>Medium Term</i>	<i>Planning Board</i>
<i>Adopt a policy to restore more natural flows where tidal flows have been restricted by existing road crossings or other development</i>	<i>Medium Term</i>	<i>Community Planning & Development, Town Engineer</i>
<i>Study Department of Agriculture and Forestry topographic maps to determine where lots, houses, roadways and potential development limit marsh migration, both along the Mousam and Kennebunk Rivers, to determine what action, including, but not limited to, the creation of a Marsh Migration overlay zone, are necessary to allow migration.</i>	<i>Medium Term</i>	<i>Planning Board, Conservation Commission</i>
<i>Identify and upgrade as necessary storm water management infrastructure to cope with increased frequency and intensity of precipitation events</i>	<i>Medium Term</i>	<i>Community Planning & Development, Public Services</i>
<i>Discuss and plan for the eventuality of managed retreat, and conservation of floodable open space</i>	<i>Long Term</i>	<i>Community Planning & Development, Select Board, Planning Board</i>

Existing Land Use

Historical Patterns of Development in Kennebunk

Like many coastal towns, Kennebunk's early development by Europeans newly arrived in the early 1600s replaced Indigenous settlements along the rivers. By the late 1800s, five distinct "villages" existed. Travel between the villages formed the nucleus of the road system that exists today, and farmhouses, worker cottages and the grander homes of sea captains and merchants lined those roads. Early farms near the beachfront were replaced in the 1800s by large tourist accommodations, which were again replaced by single family homes as automobiles and modern work schedules changed the way families vacationed. The postwar building boom brought the first subdivisions to Kennebunk, and later the first condominium communities, with most construction occurring on the east side of the Maine Turnpike, where sewer and public water service developed in response to population clusters. Later expansion of the Town's designated "growth area" encouraged subdivision growth in part of West Kennebunk near two schools and the Maine Turnpike interchange.

(See FIG.EL1 "Kennebunk Zoning Map" at end of chapter)

Land Use Oversight in Kennebunk

The Town's Community Development Department has on staff a Town Engineer/Director of Community Development, a Deputy Director of Community Development, a Town Planner, a Code Enforcement Officer, an Assistant Code Enforcement Officer, all supported by an Administrative Assistant. The department, which is staffed weekdays, oversees building codes; sign, building, plumbing and electrical permits; development review and planning; implementation and support of social service programs; and enforcement activities. Legal support is available through a Town Attorney. The Department also provides support for the Town's Planning Board, Site Plan Review Board and Zoning Board of Appeals, and acts as a resource for several other town committees, including the Community Garden Committee, the Conservation Commission, the Energy Efficiency Committee, the Historic Preservation Commission, the Kennebunk River Committee, the Lower Village Committee, the West Kennebunk Village Committee, and ad hoc committees such as the Comprehensive Plan Update Committee, as appointed by the Select Board. A link to the department's responsibilities and contacts:

<https://www.kennebunkmaine.us/129/Community-Development-Planning-Codes>

The Planning Board meets twice monthly to review special exception applications such as docks, re-subdivisions and proposed changes to zoning ordinances. The Site Plan Review Board meets monthly to provide exterior design review of new, infill and redevelopment of projects proposed in the Suburban Commercial, York Street Mixed Use, Portland Road Mixed Use, Business Park and part of the Branch Brook Aquifer Zone. The Historic Properties Commission meets monthly to review exterior changes, new construction and landscape changes proposed in the Historic Preservation Overlay zone.

The Planning Board's policy of allowing developers to bring proposals and sketch plans forth for discussion prior to the submission of a formal application is instrumental in promoting the Town's vision of clustered growth directed to areas with sewer and public water, preservation of fragile land features, limiting growth in rural and coastal zones, and looking for affordable housing opportunities. So-called "sketch plan" submission helps to iron out issues early in the process before a developer commits to engineering costs for a project that may end up being quite different from what was originally envisioned. It fosters a more collaborative relationship between the Board and developers, and results in a final product that better fits Town goals.

An analysis of lots and dwelling units approved by the Kennebunk Planning Board between 2015 and 2020 reveals that residential growth has approximated the direction laid out in previous Comprehensive Plans, which

was neither to limit nor to encourage growth, but to incent developers to build in areas that could support increased density via road systems, presence of public sewer and water, and ability of the town to efficiently provide plowing and emergency response. Public input received during preparation of this Plan indicates residents want to maintain this direction. Strategies outlined in this Plan are designed to achieve this goal.

Current Lot and Dimensional Standards

District	Minimum Net Lot Area	Maximum Lot Coverage	Purpose of District
Resource Protection (RP)	40,000 sq ft	20%	Protect fragile shorelines and other lands of unique geologic and natural features
Branch Brook Aquifer Protection (BB)	3 acres	15%	Protect the quality and quantity of present and future groundwater resources which recharge Branch Brook
Rural Conservation (RC)	3 acres	15%	Allow a level of development and activity consistent with the conservation of the natural features of these lands
Rural Residential (RR)	3 acres	15%	Allow residential development that is compatible with the character and traditional use of rural lands and that does not impose an undue burden on the provision of municipal services
Coastal Residential (CR)	20,000 sq ft	25%	Preserve the character, architectural scale, and quality of the residential neighborhoods and surrounding natural resources.
Suburban Residential (SR)	40,000 sq ft	25%	Maintain a relatively low density of development as a break between the more intensely developed Kennebunk Village and Lower Village
Village Residential (VR) & West Kennebunk Village Residential (WKVR)	10,000 sq ft (sewer) 20,000 sq ft (no sewer)	25%	Maintain the highly livable neighborhoods near the Town's traditional village centers
Downtown Business (DB)	2500 sq ft	None	Allow a complementary mix of activities that support a vital, community retail center, and to preserve the character as a walkable, livable, historic center
Upper Square (US)	2500 sq ft	None	Provide for a compact, transitional area between Downtown Kennebunk and surrounding residential neighborhoods
York Street Mixed Residential and Commercial Use (MRCU)	Varies by use	25%	Provide areas which contain a mixture of small scale businesses, such as retail shops, professional offices, and restaurants, as well as residential uses
Lower Village Residential (LVB)	10,000 sq ft	30%	Provide for and enhance the commerce that serves both harbor- and tourist-oriented trade and the day-to-day needs of residents of the area
West Kennebunk Mixed Use (WKMU)	20,000 sq ft	25%	Recognize and enhance the long-time, small-scale commerce and services provided by West Kennebunk village to the residents of the outlying areas of Town
Suburban Commercial (SC)	Varies by use	25%	Allow the district to evolve with a mixture of uses, including retail, services, offices, and light industrial, close to commercial services
Business Park (BP)	40,000 sq ft	33%	A mix of manufacturing, offices, and commercial activities that do not generate high volumes of traffic moving on and off Route 1
Industrial (I)	40,000 sq ft	75%	Provide areas near transportation arteries and municipal services that can support a range of nonpolluting

			manufacturing and distribution and other activities compatible with manufacturing and distribution
Shoreland Overlay (SZ)	See underlying zone	See underlying zone	Provide for the protection of the Town's water bodies and assure the Town's compliance with the State's mandatory Shoreland Zoning Act through performance standards for land uses within the shoreland area
Historic Preservation Overlay (HP)	See underlying zone	See underlying zone	Promote, encourage and assist the preservation and protection of qualifying sites, buildings, and districts

Shoreland Overlay District

The Shoreland Overlay District encompasses lands lying within 250 of several water bodies: great ponds off Old Falls Road and Alewife Pond; Branch Brook, Mousam River and Kennebunk River; Atlantic Ocean; portions of Priority 1 wetlands not identified on the 2009 Shoreland Zoning map showing locations in the Resource Protection District; perennial portions of Cold Water Brook, Slab Brook, Fernald Brook, Day Brook, Sucker Brook, Ward Brook, Gooch's Creek, Wonder Brook, Lake Brook, and part of Scotsman's Brook. The Overlay District also encompasses lands lying within 125 feet of Priority 2 wetlands, and lands lying within 25 feet of Priority 3 wetlands more than 1 acre in size, and the downtown portion of Scotsman's Brook.

(See FIG.EL2 "Shoreland Zoning" Map at end of chapter)

Floodplain Management

Floodplains are important to Kennebunk because they act as flood buffers, water filters and centers of biological life in the river ecosystem, and maintain the health of rivers by preserving water quality. The Town has a comprehensive Floodplain Management Ordinance available on the town's website at <https://www.kennebunkmaine.us/381/Town-Ordinances-Charter-Policies>. Last updated 1/31/09, and consistent with State and Federal standards, the ordinance covers such items as permitting, review and development standards, review of subdivision and development proposals, appeals and variances, enforcement and penalties, and definitions. The Town participates in the National Flood Insurance Program, which benefits homeowners purchasing flood insurance.

Current and Future Categories of Land Use

Kennebunk's 43.87 square miles are comprised of 35.05 square miles of land, and 8.82 square miles of water. Of all non-conserved properties in Kennebunk, 4.8% are commercial, .45% are industrial, 8.3% are vacant/undeveloped, 4.05% mixed use/exempt, and 81.3% residential.

By 2031, the population of Kennebunk is estimated by State projections to be 12,764, a ten year increase of 7.8%, and another 260+ housing units will exist. Commercial growth will likely only increase to encompass 5% of properties. The 81.3% of land currently being used for residential will increase, to perhaps 84%, reducing the 8.3% of vacant/undeveloped land to under 6%.

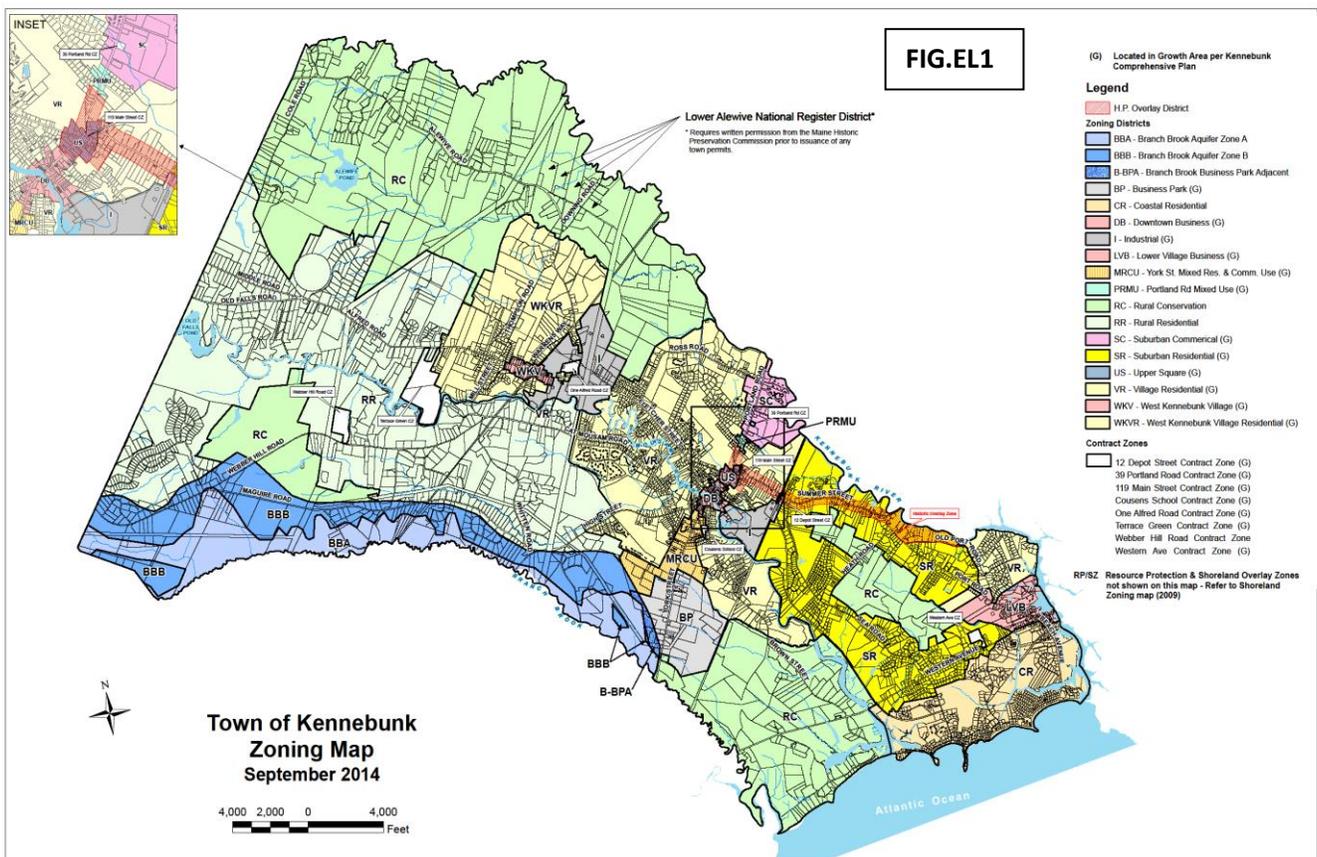
To provide the minimum amount of land needed to accommodate projected residential, institutional, commercial, or industrial development for ten years into the future, it is estimated that approximately 65 acres of land (either currently vacant, or property being redeveloped) will be required.

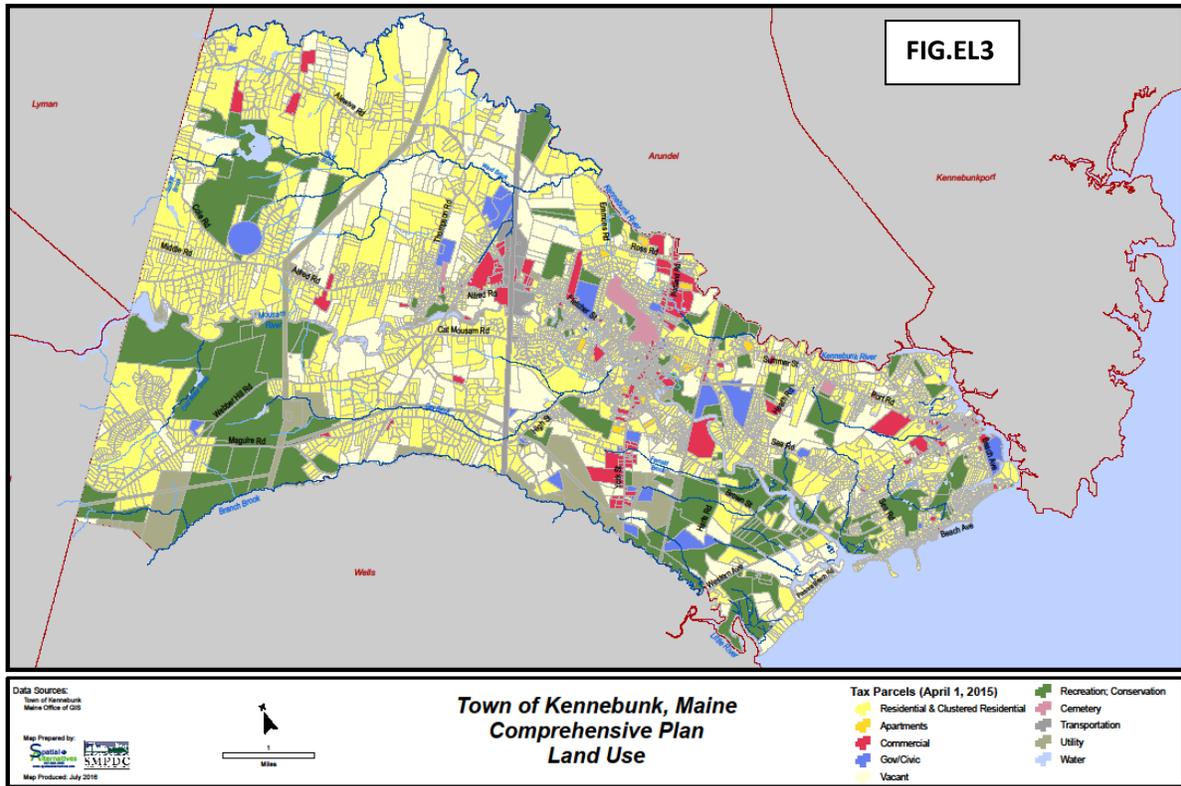
(See FIG.EL3 "Land Use" Map at end of chapter)

Conclusion

Today's Kennebunk still shows its historic past, with a large percentage of early homes and buildings still in daily use. Zoning ordinances and the Historical Preservation Overlay Zone have protected the aesthetic integrity of historic neighborhoods while allowing visually unobtrusive subdivision growth on side streets or behind older homes, woods and rolling farmland that front the Town's first (now busy) roadways. Commercial and industrial development is relatively clustered along Route 1, in Lower Village and at the turnpike interchange.

Development pressure has increased exponentially, as residential sales prices have shot up to unprecedented levels across the state. For developers, residential building has been a focus for the past few years, due to ongoing softness in the retail, commercial, and industrial markets. This trend is expected to continue.





Larger scale figures can be found in Appendix E.

Future Land Use Plan

Overview of the Built Environment

Population, Demographics, Housing and Housing Affordability

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Historic and Archaeology Assets

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

Transportation

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

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

Public Utilities

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

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

Schools

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

Overview of the Natural Environment

Climate Change

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

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

Water and Marine Resources

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

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

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

Kennebunk has four major salt marsh complexes:

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

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

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

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

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

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

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

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

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

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

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

Natural Resources

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

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

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

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

Agriculture & Forestry

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

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

Outdoor Recreational Assets

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

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

Overview of Economic Factors

Economy

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

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

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

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

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

The Municipality

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

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

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

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

Health Care

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

Growth Areas

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

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

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

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

Transitional Areas

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

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

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

Rural Areas

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

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

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

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

Critical Natural Resources, Rural Areas and Waterfront Areas

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

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

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

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

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

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

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

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

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

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

Goals, Policies and Strategies

State Goal

- To encourage orderly growth and development in appropriate areas of each community, while protecting the state's rural character, making efficient use of public services, and preventing development sprawl.
- To encourage municipalities to develop policies that accommodate older adults with aging in place and that encourage creation of age-friendly communities.

Local Goal

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

Policies

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

Strategies

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

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

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

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

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

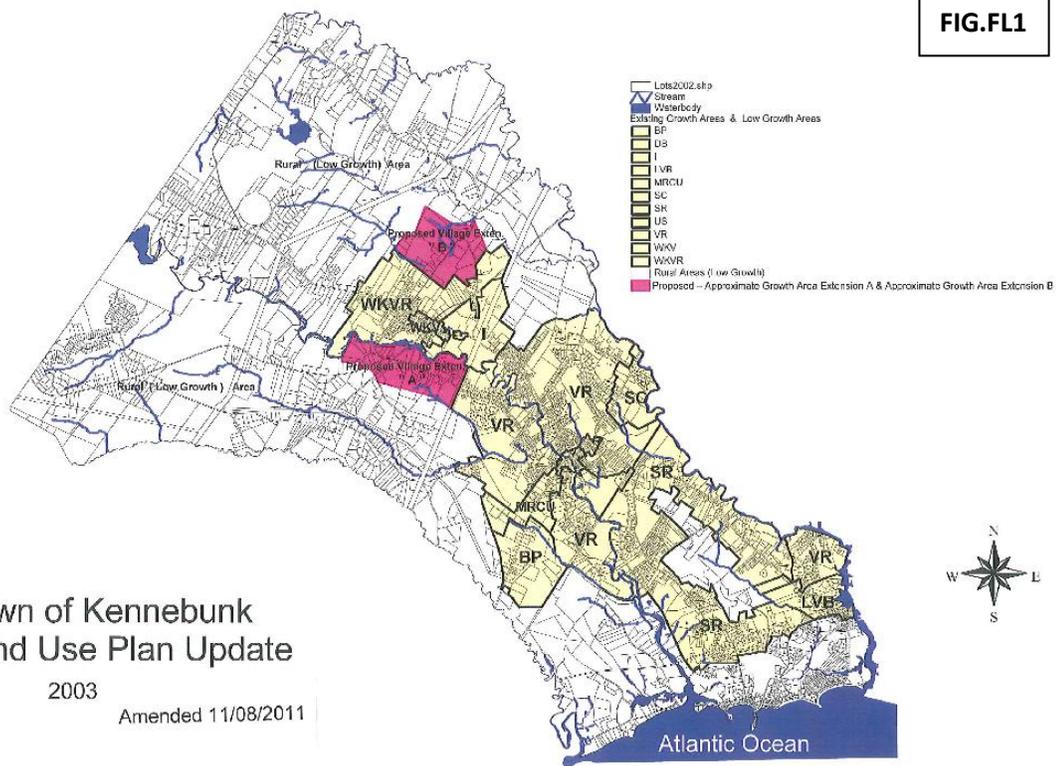
Continue to provide growth area location(s) where mobile home parks are allowed pursuant to 30-A M.R.S.A. §4358(3)(M) and where manufactured housing is allowed pursuant to 30-A M.R.S.A. §4358(2)	Ongoing	Provided by ordinance
Continue to support the work of Habitat for Humanity in allowing families to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

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

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

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

FIG.FL1



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

FIG.FL2

LEGEND

- Growth Area
- Transition Area
- Rural/Conservation Area

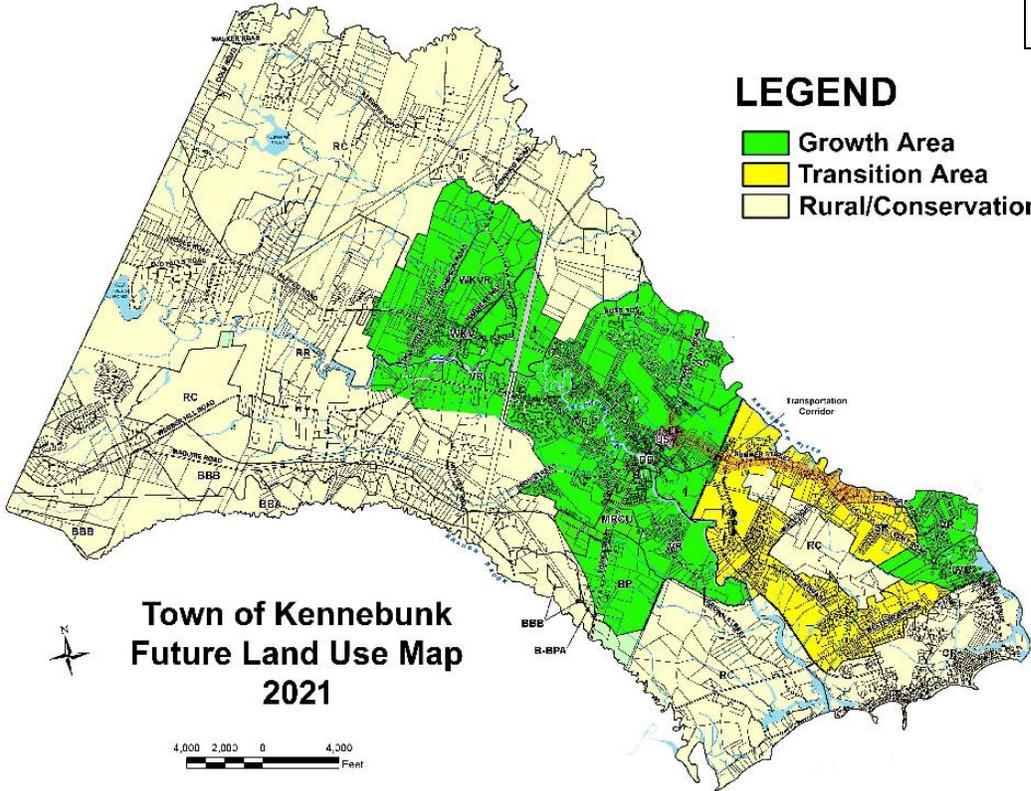
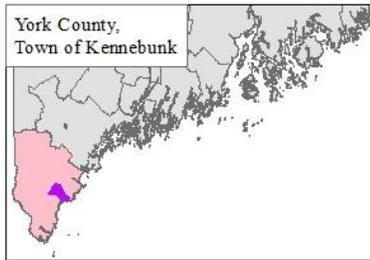




FIG.FL3



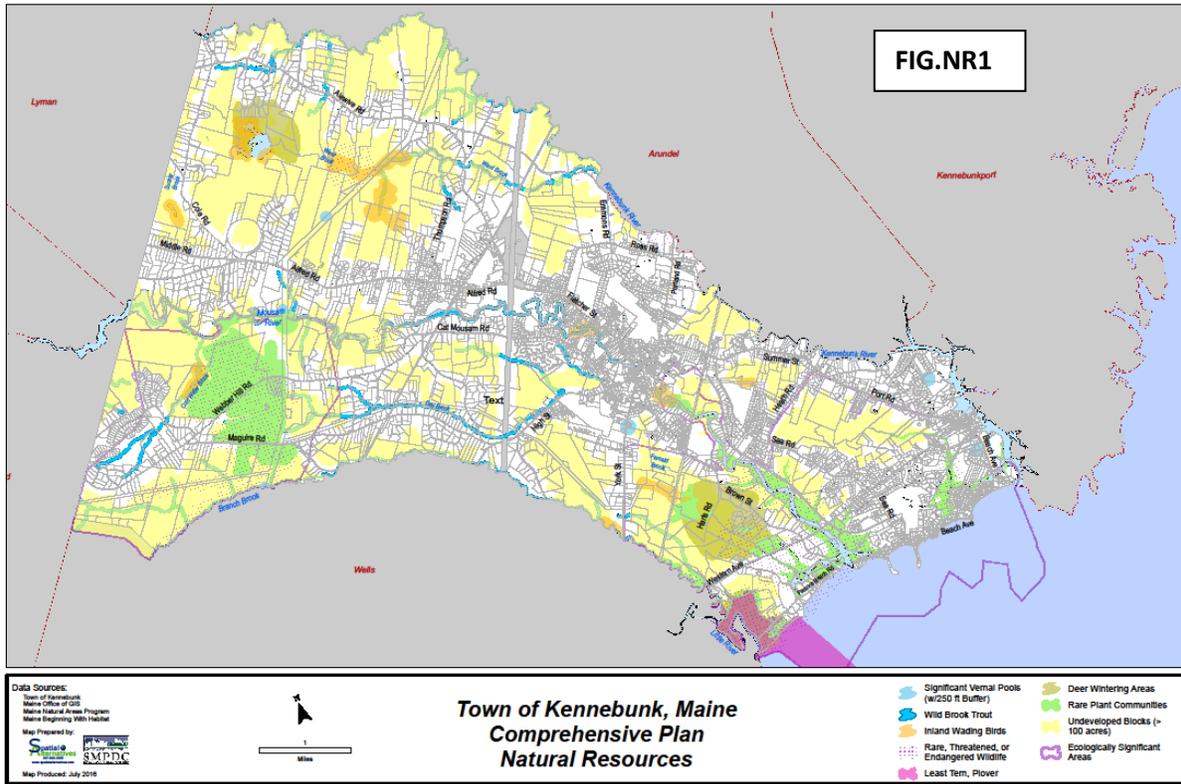
Kennebunk Development Constraints

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



0 1 2 Miles

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



Larger scale figures can be found in Appendix E.

Evaluation

To provide data for a five-year review of progress and changes that have taken place since the 2021 Comprehensive Plan was adopted, the Town will track:

1. Capital Expenditures made by the Town in growth areas;
2. All subdivisions approved by the Planning Board, and commercial developed approved by the Site Plan Review Board, detailing the number of units and the District in which they will be built, as well as whether they will be sold or leased for market rate or as deeded affordable units;
3. All newly-conserved areas put into protection, whether by purchase, conservation easement, etc., by the Town, by a Land Trust or other entity that will provide permanent protection.

The Town's Community Planning & Development Department will maintain such data, and will provide an annual report each January to the Select Board, Planning Board, Site Plan Review Board, Conservation Commission and Historic Preservation Committee of these activities with a review of associated Comprehensive Plan Strategies to ensure that the Future Land Use Plan outlined in the Plan is being implemented. If the Community Planning & Development Department finds that development is not occurring according to Plan, it will make recommendations to the Select Board and Planning Board on actions it deems will bring the Town into consistency with the Plan.

Appendix A.

Public Participation

A. Community Survey Results

Number of responses: 505

(90% full-time residents, 5% seasonal residents, 5% non-residents)

Duration of Respondents' Residence in Kennebunk

- 3% No response
- 35% 20+ years
- 22% 11-20 years
- 15% 6-10 years
- 26% 5 years or less

Area of Respondents' Residence in Kennebunk

- 4% No response
- 35% Eastern Kennebunk (east of Amtrak railroad to the ocean)
- 38% Central Kennebunk (between the Turnpike and the B&M railroad)
- 22% West Kennebunk (west of the Turnpike)

With respect to future residential growth in Kennebunk the Town should:

- 2% No response
- 16% All the amount of new development to be controlled by the real estate market
- 37% Neither encourage nor discourage residential growth but direct it to appropriate areas
- 31% Limit the amount of new residential development
- 13% Actively encourage new residential development

Rate Kennebunk's Land Use Regulations:

- 2% No response
- 13% Too restrictive in telling owners what they can and they cannot do with their land
- 12% Too lenient and do not provide enough protection for the public
- 53% strikes a good balance between the need for regulation and property owners' rights

With respect to future business and industrial growth in Kennebunk the Town is:

- 2% No response
- 13% Limit the amount of new business and industrial growth
- 15% Allow the amount of new business and industrial development to be controlled by market forces
- 32% Neither encourage nor discourage business/industrial growth, but should be primarily concerned with directing it to appropriate locations
- 38% Actively encourage new business and industrial development

Does the Town do an adequate job of enforcing its present land use regulations?

- 2% No response
- 29% Yes
- 16% No
- 53% No opinion

Does the Town adequately provide for the housing needs of Kennebunk's low and moderate income households?

- 2% No response
- 20% Yes
- 51% No
- 27% No opinion

Should commercial and industrial properties be required to conform to landscape and architectural standards that are consistent with a small-town atmosphere?

- 2% No response
- 90% Yes
- 4% No
- 2% No opinion

Should all new residential dwellings be charged an impact fee to help defray the cost of public infrastructure improvements, such as schools, traffic and recreation?

- 2% No response
- 53% Yes
- 36% No
- 9% No opinion

Should more land in Kennebunk be set aside exclusively for office parks, industrial parks or other commercial development?

- 2% No response
- 24% Yes
- 59% No
- 15% No opinion

Are user fees a good way to cover the cost of additional services (i.e., Parks & Recreation trips, dump services, beach parking)?

- 2% No response
- 69% Yes
- 20% No
- 9% No response

Should the Town expand the Historic Preservation Overlay District to include additional areas?

- 2% No response
- 34% Yes
- 38% No
- 26% No opinion

Would you support (through the use of a portion of your tax dollars) the purchase of land or conservation easements as a means of protecting natural areas?

- 2% No response
- 73% Yes
- 20% No
- 5% No opinion

Is the Town doing a good job protecting the Town’s rivers, marshes and other areas of scenic beauty and environmental importance?

- 2% No response
- 59% Yes
- 20% No
- 19% No opinion

Do you feel that Kennebunk’s local elected and appointed officials are responsive to citizens’ concerns?

- 3% No response
- 42% Yes
- 19% No
- 36% No opinion

Please rate the quality of service that is provided by Town of Kennebunk employees (from 1-10, 10 being the highest)

No opinion	3	4	5	6	7	8	9	10
3%	1%	1%	7%	7%	16%	28%	19%	17%

Please rate your overall satisfaction with...

Service	No response	Excellent	Good	Fair	Poor
Public Services(street maintenance/repair	4%	9%	44%	32%	11%
Ambulance/Rescue services	5%	48%	39%	7%	1%
Police protection	4%	43%	44%	8%	8%
Recreation services/facilities	5%	31%	50%	12%	2%
Fire protection	4%	49%	41%	6%	0%
Trash and recycling collection	6%	36%	45%	12%	1%
Education	6%	36%	45%	12%	1%
Speed control	4%	11%	47%	27%	11%
Public Library services	5%	51%	37%	7%	0%
Town Hall services	0%	32%	53%	10%	1%
Traffic management	5%	14%	45%	27%	9%
Voting areas (parking/accessibility)	6%	20%	42%	24%	8%
Land use planning	9%	9%	51%	28%	3%

Public services/resources for children	9%	24%	46%	19%	2%
Code enforcement/building inspection	11%	9%	49%	25%	6%
Services/resources for those with disabilities	12%	9%	42%	29%	8%
Services/resources for seniors	10%	13%	46%	23%	8%

Please rank the following areas requiring improvements:

Proposed ideas	No response	High Priority	Medium Priority	Low Priority
Route 1 North traffic management	4%	25%	46%	25%
Utility improvements for commercial and industrial development	5%	14%	50%	31%
Purchase of open space lands for preservation, recreation and other future town needs	3%	36%	37%	24%
Creation of new recreation areas such as ball fields, playgrounds, parks	3%	22%	42%	33%
Provision for public coastal access for small boats	3%	20%	40%	37%
Construction of more sidewalks and bike lanes along public streets	3%	55%	28%	14%

Three most important reasons for moving to or living in Kennebunk

	#1 Reason	#2 Reason	#3 Reason	Not ranked 1-3
School System	21%	13%	12%	54%
Family	26%	5%	6%	63%
Quality of Town Services	4%	6%	8%	82%
Proximity to Jobs	7%	6%	9%	78%
Character of Housing and Neighborhoods	10%	14%	14%	62%
Small Town Atmosphere	28%	25%	19%	28%
Access to Beaches and Coast	27%	22%	19%	32%
Economic Diversity of Residents	1%	2%	7%	90%
Proximity of Rural Land/Open Space	4%	8%	12%	76%
Property Tax Rate	1%	4%	5%	90%

B. Responses to Open-Ended Question “Biggest Challenge for Kennebunk” Grouped By General Subject Matter

Population, Demographics and Housing

- Taxes too high/going up/unfair for fixed income/single income/higher than neighboring towns (28)
- Affordable housing (17)
- Work force/affordable/starter/low income housing (8)
- Affordable housing/rentals for seniors/young families/blue collar workers/middle income families (7)
- Affordability for all given rising property and real estate values, housing costs (7)
- Attracting more younger people and families to offset the aging of the community population (6)
- Keeping taxes within bounds while providing needed services such as better roads, sewers (5)
- Aging population (5)
- The #1 challenge facing Kennebunk is making it more affordable for the people that were born & raised here to be able to continue to live here (5)
- Need to manage tax rate/lower school taxes (4)
- Cost of living/cost to do business/own a business/mil rate/utilities is too high (3)
- Lack of diversity (3)
- Lack of openness to economic diversity – specifically to those of lower economic status (2)
- Property values for tax purposes are not accurate on almost 80% of properties. With many paying too low & yet the few must pay their full share
- There are properties in Kennebunk paying on a tax rate that is \$100,000 less than it sold for in the last few years. Basically property tax methods need review
- Overspending on things like schools and “projects” like downtown which have made it more difficult to live here, not easier
- Keeping taxes from increasing so much every year; Keeping up with the maintenance of what we have while doing #1; Understanding we can’t do everything.
- Fairness to the aging year round population in distribution of affordable property tax allocations while continuing to provide adequate school services.
- Promote more opportunities for single young adults to have entertainment and afford housing
- Wealth inequality, aging in place

Economy

- Making downtown a more vital destination (activities/focus/identity/stores/restaurants) (16)
- Growth of our business community to bring other revenue into the town to ease property taxes (4)
- The balance of industry/business to residential development. We need more industry to help offset the tax base but it needs to be limited in scope to areas along Rte. 1 and Rte. 95 areas (2)
- Attracting and keeping sustaining businesses (3)
- Diversity of business. Too many banks (2)
- Town needs more retail businesses (2)
- Making it easier to bring businesses to Kennebunk...simplifying land use to expand allowable uses.
- Keeping business in Kennebunk.
- Maintaining dining and entertainment options for a socioeconomically diverse population by allowing small business growth that caters to lower/middle class as well as upper class options
- New restaurants
- More family friendly eateries
- More restaurants or casual eateries around town keeping people eating in town
- Allowing growth in town to bring character and not sterile white walled openings (see Biddo/Saco revitalization); Promoting year round residents in all parts of town
- We should make an effort to bring youthful, spunky businesses to the empty spaces or those filled by office space
- Need for more child friendly, tourism attractions

- Keeping balance between tourism and locals
- Tourism is crowding this town year round!
- Dealing with all of the tourists!
- Ugly commercial construction; lack of businesses open after 8:00pm, like good restaurants
- We need to attract businesses that aren't chains. Unique businesses make our town special, not chain restaurants
- Entertainment – i.e, arcade, movie theater.
- Commercialization – just another town. Aroma Joes and Dominoes – really necessary?
- Controlling over growth and those bypassing the regulations
- Economic / business/ entrepreneurial development
- More year round employment opportunities that can help support young families
- Challenges faced by retailers within the community as posed by the online presence (2)
- Jobs outside of the hospitality business
- Local business is so slow; businesses keep closing; lots of businesses seem to be struggling/ shutting down.
- Support for businesses/growth
- Growing without losing character
- Encouraging use of vacant comm'l sites
- Filling empty storefronts
- Creation of more good, local jobs. young people not staying in area
- Volatile environment toward small businesses outside of tourist season
- Having the gumption to make the city open to planned development and as a result a larger tax base
- Managing and stimulating economic growth and keeping it balanced with preserving the small town feel- & accomplishing both without raising taxes
- Managing costs for business owners, bringing attractive small businesses to town
- Attracting businesses that provide local tax revenue and employment
- Increase Opportunities for Small Businesses with affordable rents
- Keeping local small businesses and downtown & lower village businesses viable (Perfecto's, Toroso, Mornings in Paris, etc all closing is not a good sign)
- Keeping the small town atmosphere with a thriving downtown area
- Restaurants, bars, stores, etc.. supported by the waterhouse center and a beautiful main street should be thriving
- Commercial identity- not sure of which direction the businesses should go
- Preventing Route 1 from turning into end-to-end strip malls and development sites; retaining character of the town / neighborhoods
- Not letting Rt. 1 become like Rt. 9 in metro-west area of Boston.
- Chain store development of Route 1, Kennebunk has lost its unique town character
- Lower village – reduce hotel development – add parking
- Lower village should be a lower priority to main st
- Tourism
- Too much emphasis on attracting tourists
- An inability to effectively exploit the tourism industry
- Services and activities for young families
- Trying to gain its own identity next to its famous neighbor, Kennebunkport
- Reestablishing a small manufacturing base
- To support “clean industries” that provide good jobs

- Industry
- Inflation, jaded view of economy, future pressure on low/middle work force
- Energy cost
- Limited entertainment business
- Increasing complexity
- Managing growth, encourage interaction in town activities, balance costs while growing services

Natural Resources/Agricultural/Forestry/Water Resources

- Maintaining conservation areas in Kennebunk
- Preserving Hope Cemetery lands
- Preserving open space preserving and protecting sensitive land, including ocean side, salt marshes, and rivers
- Preserving open fields and not having them turned into new housing developments
- The need to preserve and protect open space and have it be universally accessible
- Open spaces are getting scarce. I would like to see more land preserved
- Taking care to protect natural resources for our future generations
- Preserving natural areas for future
- Strive to promote conservation and reducing energy costs
- Honoring the ME tradition of being able to do what you want with your property but preserving open space and preventing developments in wetlands and preventing docks from clogging rivers
- Environment, without living close to nature in a beautiful small town with access to good fresh local food and services, there is no Kennebunk
- Developing a damless Mousam River into a small European-style affordable residential community
- Saving the dams and hydroelectricity
- Give up on the Save the Dams initiative spearheaded by a small, elitist group
- Preserving our Dams
- Keeping the Mousam River the way it is
- Uncertainty over electric utility & future of dams
- Deciding to dam or not to dam
- Please continue to support removing the dams

Transportation

- Traffic, parking in Lower Village & Beaches (7)
- Traffic (6)
- Too much summer traffic, including “through town” (5)
- Repaving Summer St from railroad overpass down to Lower Village (3)
- Residents who pay taxes have a hard time finding parking on their own beaches! (3)
- Conditions of area roads/road repair (3)
- Public transportation (2)
- Managing beach parking for Gooches and Parsons beach to allow for traffic both ways. Currently, they park on the side of the road making it difficult for emergency vehicles and regular traffic the other way
- Making Lower Village (including Western Ave) safe and accessible for pedestrians
- No biking lanes in West Kennebunk
- Sidewalks in West Kennebunk, transportation
- I-95 Southbound Exit at Alewife Rd – dangerous intersection! Should have a stoplight!
- Make the roads safe for cyclist to get around (bikes are green vehicles). This will help reduce cars on the road. Research says 60% of people would cycle if they felt safe navigating the roads.
- For such an active biking community we have no bike lanes on roads

- Bike lanes and sidewalks are too limited
- More safe areas to ride a bike.
- Have tour buses use road other than Summer St to get to Kennebunkport
- Traffic and bicycle balance
- Connecting sections of town with sidewalks and bike paths
- Transportation around town for seniors! Decent sidewalks and bike paths from Sea Road to Route 9
- Upgrade road/tidal protection/sewer infrastructure, be responsive to needs during the summer, infrastructure of streets, balancing great education with funding, keeping quality staff at Town Hall
- Road conditions in the winter are terrible, especially on Rt. 99
- Better road conditions when it snows
- Not enough plows during snow storms (Rt 99 specifically is always bad)
- Plowing was horrible. Speeding throughout town is bad.
- Speed, growth, crime
- Cars that continually exceed the speed limit on residential streets
- Speeding is out of control!
- Traffic management
- The infrastructure of roads and sidewalks needs to be addressed. Walkers and bicyclists abound in the good weather and we need to improve what they walk and cycle on, as well as the roadways. Winters take their toll and we need to be proactive on maintaining our streets.
- Upkeep of streets and sidewalks
- Fixing infrastructure of gateway roads
- Increasing tourism and its effect on our roads
- The transportation dept keeping up with residential growth
- Roads and sidewalks
- Traffic throughout major downtown arteries
- Resolving traffic flow thru downtown
- Only one bridge over the river in downtown (traffic prob)
- Better traffic flow northbound on Main St. The lights are not timed right.
- The increase in traffic which increase complaints of speed and not enough resources to deal with it, such as police. Main St traffic signals need to be updated as they work together to move traffic efficiently.
- Crowding during summer which doesn't allow for residents to enjoy i.e. Memorial Day thru Labor Day, parking is horrible 4th of July
- I just go to Walmart now instead of Hannafords – with the traffic it is just not worth it
- Pedestrian Safety
- To improve handicapped accessibility throughout town, lower village and the port...i.e., more handicapped parking, appropriate curb cuts along Summer Street and surrounding neighborhoods.

Public Facilities & Services

- Maintaining schools/excellent schools; reality of falling enrollment (9)
- Lack of a public swimming pool (2)
- Create more gathering spots like the Waterhouse center, for example a town pool that people from town can actually afford to be a part of-not KBIA
- Control cost of education per student
- Improve education
- Taxpayers not recognizing the important of the needs for our educational services.
- Increasing school budget with NO community commitments from RSU 21 (district takes but does not give)

- Reluctance to fund schools
- School leaders need reality
- If young families don't move in, the future generation of kids will dwindle creating a lack of new kids for the schools. The schools without new families will suffer.
- School budget needs to be under control not a blank check
- Improving teacher quality
- We need to keep our schools competitive...not just teaching to the test
- More places for our teens to enjoy
- Low participation in meetings and voting, giving vocal minorities outsized influence
- Vocal residents basing opinions on anecdotes rather than facts.
- Listening to town inhabitants.
- Non enforcement of zoning regulations.
- Extensive revenue from the town not collecting \$ from businesses putting out sandwich board signs without permits and payment of fees.
- Selectmen that are responsive to citizens.
- Image, elected officials, disdain of selectmen for other entities.
- Less bureaucracy
- Careful budgeting! "We never did that before" = making changes carefully
- Getting a town manager who is a visionary who has a strategic mindset rather than a self-proclaimed administrator
- Parks and Rec programming for disabled children/teens
- Attitudes of some elected officials
- Need to evolve from town meeting form of government
- The problem with you 'user fees' question is identifying what is "additional"
- I reject the idea that ordinances should be minimized; unless laws are explicit, power is discretionary and arbitrary
- Similar issue is the increase of demands on municipal government that has not been able to grow with the needs due to budgetary constraints
- Town trash bags
- Small amount of people involved in so many things. It's intimidating for new people to join.
- Finding ways to be efficient with town energy seems the area for important work. Running all town facilities with solar energy, for instance making use of town dump land, would be a way to set an example for both residents and students.
- The number one reason I moved here was down town and dock square as well as services like the waterhouse pavilion
- No enough police officers patrolling West Kennebunk
- More community centered events that bring residents together
- Poor support of the senior center, lower village
- Kennebunk has become entirely too dog friendly!
- Insuring the safety of its residents
- Drug abuse/ Safety from opioid epidemic/opioid drugs
- Engaging the younger people in town

Historical & Archaeological

- The Wedding Cake House is in terrible disrepair and as a much photographed historical landmark we should do what is necessary to make it a proud part of Kennebunk and the Historic Landing area.
- Preserve historic infrastructure.

Marine Resources

- Cleaning the beaches. So much seaweed
- Protection of our ocean front
- Understand the value of beach area and related infrastructure
- Maintaining healthy beaches that can be enjoyed by residents, tourists and their dogs
- Too many dogs on the beach
- Protection of our beautiful coast and open spaces to ensure access for future generations
- Coastal development
- Improved public access to both rivers
- To resist demands of beach-front owners to privatize beach-front property

Climate Change and Sea Level Rise

- Planning for 21st century issues i.e. climate change
- Dealing with Mother Nature (beach erosion, storms)
- Countering effects of sea level rise
- Preparing for sea level rise
- Planning for future global warming events

Land Use

- Trying not to change Kennebunk into Massachusetts/Saco/Scarborough/Wells (5)
- Keeping the small town/quaint feeling (3)
- Balancing small town atmosphere with development (2)
- Keeping the town residents healthy by providing more biking paths, indoor swimming pool, trails for hiking
- I think the biggest challenge is residential development/sprawl
- I am tired of seeing areas of forests torn down to make another development
- It seems like many parcels of land are being made into housing developments
- Over development & building along wetlands (Lakebrook behind Morning Walk Lane & new houses near Snug Harbor Farm)
- Not over building in areas, so that wildlife is drastically altered in our town
- Possible overdevelopment if not regulated; controlling development; overgrowth
- So many homes are just seasonal as it is. The area has grown and become over run with too many tourists
- Becoming environmentally friendly; environmentally responsible growth
- Developers taking over/buying out the Franciscan Monastery grounds
- Rampant overdevelopment focused on the needs of Massachusetts millionaires
- Planning responsibility: too many lots getting split, too many houses crammed in between existing homes; better zoning
- Preservation of character
- Maintenance of rural/small town atmosphere while providing jobs and service businesses for residents and visitors.
- Maintaining the beautiful small town atmosphere while balancing the need for diversification of the tax base.
- Keeping a small town atmosphere and look, while maintaining and attracting businesses, that fill local needs and are town appropriate. A casino does nothing for a small town as far as small business and desirable clients.
- To preserve and maintain the charm of the area that attracted us to live here and draws the tourists that sustain our economy.

- Preserving our town for those of us who live here year round.
- Providing well thought out growth to maintain the towns character and beauty
- Maintaining town quality for year-round residents Creating a caring community.
- Maintaining the character of the town without making it "cutesy."
- Keeping the character of our town and access to local beaches/amenities for locals
- Very simply, to maintain the character of a small town and a real, genuine participatory community where residents come together, get to know one another, support each other and feel connected to a community that cares about its members.
- Residential and economic development yet prioritizing quality of life amenities of small town life.
- Maintaining small town atmosphere, especially in summer; depreciation of downtown
- Balancing growth with character/quality of life in W. Kennebunk
- Balancing the small town feel, keeping taxes low while allowing controlled development. The town needs a good tax base
- Maintaining the small town atmosphere while encouraging tourism
- It will be challenging to maintain the character and beauty of this amazing town while pursuing growth and expansion.
- Planning on where future development of residential/commercial areas & to conform with small, historic village/town.
- Limiting development to maintain small town feel
- Be family friendly
- Getting a handle on overzealous development. This has got to stop or Kennebunk will look like Wells. Horrible prospect.
- Potential over-development. I would hate it if we turned into what Wells turned into and lose our small town charm and character.
- Not to sell our souls like Wells has done for every tax \$ we can get (dollar store, condos galore, no downtown "hub")
- Over development and development too fast.
- Making sure that new homes built fit the character of a coastal town in Maine.
- Maintain small town atmosphere and attractiveness of community without raising taxes
- Chickens, dumpy yards, inconsiderate people
- Keep Main Street in its small town feel and keeping it nice looking while attracting new businesses
- Its character is being threatened by the likes of Tim Harrington
- Preserving historic, attractive, rural character, including traffic and noise control.
- Regulating growth of the number of people from out of state who arrive with values not aligned with what originated as a place with small time values for others, the history and the environment.
- Excessive growth due to our small town feel with great education
- Not allowing too much sprawl/development near Hannaford; maintaining small town feel
- Economic development w/o changing historic culture of the area
- A balance in all areas, community orientation
- Maintaining small town charm
- Keeping a small town array of businesses (e.g. coffee shop, year round restaurants, grocery, etc)
- Must be careful that new housing developments don't take away from town's charm, striking a balance between small town living and commercial development
- Over-building
- Keep the property values up to encourage high people to stay and move in town.
- Sustainable growth, sense of community

C. January 19 and February 6, 2019 Open House Summary

Key to responses: Green dots were used to denote approval of a recommendation; red dots to indicate disagreement with a recommendation. Example: (5/1) means 5 green dots and 1 red dot were placed on that recommendation. Each recommendation has two sets of numbers, one showing input from the January open house, and the second showing input from the February open house.

Population and Housing:

- (16/1) (8) The Town should establish a Housing Committee with appropriate town staff support, to address the described data and political issues and to formulate a Housing Plan consistent with economic and demographic projections
- (8/1) (19/4) The Town should encourage a discussion as to whether the community's future should include a strong mix of younger families or continue the trend towards second-home ownership and a growing retired and non- school age population, and then create a plan that will cost-effectively support either outcome of the discussion
- (11/3) (8) The increasing proportion of single-person households should guide zoning to accommodate smaller units at higher density closer to service
- (8/2) (10) In order to increase the population diversity to a better balance of ages and incomes, more lower-cost housing is needed

Comments:

- Too many second homes!
- Discourage more second home ownership, more 24-35 families. *Agree*
- Townies can't afford taxes and utilities; too many developments with huge houses
- To date, beautification is excellent but our future should encourage middle class families, a community rich in experience for all ages, a community where it is much easier to age in place through access to affordable housing, transportation, access to services, and we should be concerned about gentrification that will dismiss indigenous families, young families and older residents of modest means

Economy

- (9) (13) The Town should support the creative economy (professionals in the technology, arts, engineering and other creative economy sectors)
- (8/3) (14/1) The Town should continue to grow and expand the tourism industry by incorporating trails, parks and the beach into an eco-tourism program.
- (6/2) (3/1) The Town should support the expansion of the health care industry
- (2/1) The Town should improve our "gateway" locations and continue implementing wayfinding systems.
- (5/2) (0/1) The Town should create business-to-business Town marketing materials.
- (2/2) (1/1) The Town should continue to develop itself as a regional financial center.
- (3/2) (2/3) The Town should expand its presence at the Turnpike rest area.

Comments

- The expansion of tourism, or the question of it, is where, specifically, that targets. (*Where it should be targeted or located.*) With Lower Village becoming more and more developed, it's important to stretch those improvements into downtown Kennebunk.
- An eco-tourism program should consider the impact on natural resources and eco-systems
- Too many tourists, not enough room for them on roads – too much traffic!
- We get enough tourists!
- Tourism provides significant income, employment and support to our region. While we may not need to exponentially increase tourism we should be careful that we don't harm our residents that rely on service jobs by discouraging tourism.

Natural Resources/Water Resources

- (10/1) (14) The Town should adopt best practices for storm water management and reduce impervious surfaces around water bodies in order to limit the impact of polluted run-off into rivers and streams
- (9) (13) The Town should continue to fund water testing of beaches and rivers, as well as the profiling of beach erosion and creation
- (9/1) (12) The Town should develop and implement a community-wide wetland mitigation policy to protect our rapidly diminishing wetlands
- (10/3)(10/5) The Town should create a database of private septic systems. It should also consider an ordinance requiring proof that they have been inspected/pumped out at regular intervals
- (6) (9/4) The Town should consider adopting a policy or ordinance to pay for manual clearing of CMP transmission lines on town-owned land, thereby limiting CMP's use of pesticides

Comments

- CMP should be liable for adhering to a town ban on pesticides – the town should not acquire expense due to their resilience
- Don't expand sewer to rural areas. My septic works and I don't want to pay for sewer.

Public Facilities & Services

- (14/3) (9/2) The Town should continue to explore possibilities for cost efficiencies through regionalization and cooperation with neighboring towns (Fire Rescue, Animal Control and Harbormaster being a good start)
- (12) Kennebunk should create guidelines for planting of vegetation under power transmission lines. The guidelines should also address the issue of manual versus chemical clearing
- (11) Since high-quality cable, phone, and internet service have become a critical component for both quality of life and economic prosperity, the Town should look for possible opportunities and locations to support future infrastructure needs
- (9/1) The Town should continue to refine the mapping of growth areas so the Sewer District can better understand where service might be needed
- (7/1) The Town Selectmen should work together with the Board of Trustees of the Sewer District to develop a creative and equitable solution in order to fund increased sewer capacity to support planned growth
- (7/2) The Town should cost-share with the Sewer District to create a conceptual sewer plan for West Kennebunk so as to be able to provide an approximation of costs should expansion into this area ever become a desirable option
- (4/2) (7) The Town should appropriate an annual budget for the care and work done on behalf of Kennebunk cemeteries.
- (2/1) (7) The Town should reestablish the Cemetery Committee to continue research of and promote the heritage of the Kennebunk ancestral history.
- (2) Inventory a mapping of sites inclusive of veterans' graves researched by the 1st Cemetery Committee
- (4) The Town should consider the creation of a Technology Resource Advisory group to stay up to date on new developments and make recommendations as needed

Comments

- Appreciation of the importance of art/culture/music in our community
- Recommend changing bullet #1: 23 town employees then goes on to list 600 employees between fire, police, etc. Perhaps 23 administration or management?

Transportation

- (15) The Town should explore the need for creating transportation resources for older residents and others with reduced mobility

- (10) The Town should create, prioritize, and agree upon a list of Town locations where public parking space is presently needed so if purchase opportunities develop, action can be taken expeditiously
- (11/2) The Town should consider options for public transportation to reduce the number of cars on the road. Such transportation could perhaps be coordinated with neighboring Towns to provide interTown commuting potential
- (10/1) The Town should appoint a Bicycle and Pedestrian Committee to create a Bicycle and Pedestrian Plan for Kennebunk with public input
- (11/4) The Town should formalize the seasonal train stop in Kennebunk with the Downeaster
- (5/2) Parking ordinances should be reviewed to ensure maximum utilization by business property owners

Comments

- (3) Would love sidewalks and bike paths on Ross Road and within the streets, i.e., Merrifield, so it's safe walking
- It is estimated that 60% of adults would ride bikes more often if they felt safe navigating roads
- Make connecting the ET to economic center a priority
- Bicycle lanes for public safety of young and old (curb and narrowness of ? at High Street is dangerous for bicyclists)
- Increase and improve sidewalks (example: Cat Mousam Road)
- More sidewalks
- Crossing guard at Middle School flashing intersection

Historical & Archeological

- (9) (15) The Town should collaborate with the Brick Store Museum to identify & protect additional archaeological sites
- (9) (11) The Town should develop strategies to help preserve the cultural and historic heritage of the Town
- (7) (5/1) The Town should review existing ordinances to strengthen existing local regulations regarding historic preservation.
- (2/4) (10) The Town should remain flexible in reaching accommodations with new purchasers of homes and current residents within the Historic Overlay District on a case-by-case basis
- (4/1) (3/2) The Town should assess the benefits and potential costs/concerns for expanding the Historic Overlay District to include the Kennebunk downtown area as recommended by the Maine Development Foundation's Downtown Center team

Comments

- Create a level of management and care on non-subdivision sites as well as those subject to subdivisions (*requirements*)
- Review of other towns' archeological chapters such as York Maine for direction
- The Brick Store is not the only source. Historic Preservation Commission Augusta should be consulted

Land Use/Climate Change/Sea Level Rise

- (12) (18) Future zoning and setback requirements need to be adapted to discourage growth and new development in threatened areas
- (12) (16) The Town should form a working group of staff and volunteers to monitor information and recommend best practices for adaptation and mitigation
- (12) (14) The town should support public education on climate change and sea level rise and adaptation to residents
- (11) (13) The town should increase its use of renewable resources, wherever feasible
- (10) (13) The town should review floodplain management and land use ordinances to strengthen standards in vulnerable areas

- (9) (14/2) Moody's Investor Services announced in February 2018 that municipalities' preparedness and planning for climate change would be taken into consideration when assessing credit risk. Recognizing this, the Town should make adopting these climate change recommendations a priority
- (11) (13) The Town should do further evaluation of wetlands constraints in the Route 1 South district in order to provide adequate environmental protections while allowing appropriate business expansion
- (7) (11) The Town should continue investment in downtown and Lower Village maintenance and infrastructure improvements to encourage additional private investment in these districts
- (7) (9/5) The Town should continue to limit the number of homes that may be built in the rural areas while providing adequate space for new homes in the village growth areas
- (3/2) (9/1) The Town should investigate solutions for additional parking in Lower Village
- (3/3) (3/5) The Town should incorporate more multi-use development into its zoning
- (2) Include Hope Woods in OPEN SPACE

Comments

- Fund a staff position for a Sustainability and Climate Change Manager
- "RETREAT" is going to be a word we use more often
- Climate Change/Sea Level Rise MUST be addressed
- Consider working with 350Maine and Maine Sierra Club to receive support for these actions
- Nearby (Wells) residents with sea level rise expertise would volunteer for working group (Linda Stathoplos, John Lillibridge – isbell@verizon.net, mrmole@twc.com)
- Infrastructure is the #1 problem in a climate event. Focus on Infrastructure backup systems to be proposed
- *Comments*
- Doesn't seem like Open Space and Conservation are priorities in the Open Space part of this plan. Rural spaces should be conserved without threatening the open space in village areas.
- Add mention of 72 acres of open space conservation easement Hope Woods in downtown Kennebunk. Trails open to all, (x), skis, snowshoe, bikes
- Village Growth = Coordinated housing with open space
- Hope Woods is a gem that should be emphasized in this town's plans
- Please consider including plans for conservation of open space in this chapter
- Paid parking should be cheap (\$3 a car, unlimited time). We need more parking at the beach for Prelude
- Focus on preservation of open areas between village centers to prevent blending together of each unique village center

Fiscal Resources and Capital Improvement Plan

- (13) Moody's Investor Services announced in February 2018 that municipalities' preparedness and planning for climate change would be taken into consideration when assessing credit risk. While this is one of many rating factors, the Town should proceed with recommendations in the Comprehensive Plan for addressing climate change
- (3) The Town should match its debt with the life-cycle, or term, of assets being financed. The use of long-term debt to finance current expenses or short-lived assets results in shifting current shortfalls to future taxpayers

Marine Resources

- (10) (17/1) The Town should encourage marinas to provide public education and easily available pump-out equipment for resident and visiting watercraft. The River Committee (a joint Kennebunk-Kennebunkport-Arundel committee) should be tasked with deciding whether the public pump-out station removed in 2016 should be phased back into service. The Town should give the River Committee the ability to levy fines or take other actions to ensure the ability to enforce mandatory pump-outs.

- (12) (11) (Ensure working fishermen have continued access to the river; review balance of commercial and recreational use of the rivers.
- (7) (15/2) The Monastery property is a very significant and valuable open space along the Kennebunk River and the town should undertake to preserve or expand public access to this riverfront property and the surrounding ecosystem
- (12) (9/2) The Town should take steps to allow additional public access to the Kennebunk River
- (13/5) The Town should consider an option to purchase all or part of the Monastery property to ensure access to the Kennebunk River

Comments

- *Regarding first bullet:* After the Pump-out barge sank in February 2016, The River Committee reviewed the use of the Pump-Out barge for the 6 year span on the river and found it was not being used. After discussions with both towns, it was decided not to do the costly repairs on the barge and remove it from service. Currently, The Yachtsman Marina in Kennebunkport is planning to install a Pump-out station on their face dock in 2019. The Yachtsman has been in contact with MaineDEP, Harbormaster Black and Kennebunk River Committee. The Kennebunk River is designated a “No Discharge Zone” area. Under the Clean Waters Act Section 312, Vessels must close any seacocks and remove the handle or padlock any valves leading to overboard discharge while docked, moored or anchored in a “No Discharge Zone.” This code is strictly enforced by the United States Coast Guard. All Marinas and Boat Clubs must display “No Discharge Zone” signage along docks.
- As the Monastery property was the site of the Mitchell garrison, it too should fall under the Historical and Archeological subchapter of the Comp Plan.
- Definitely support Monastery conversation!
- The Kennebunk River Committee wanted to ensure the continued success and tradition of the Commercial Fishing industry in the river and addressed this concern in 2015. Under Kennebunk River Ordinance – 10.5 Rules of River, Section 5-D – Commercial Moorings shall comprise of at least 50% of the total number of Mooring Sites within the Kennebunk River. If an existing Commercial Mooring becomes available within the Kennebunk River, it may not be assigned as use for a Recreational or Transient Mooring if such assignment would cause the number of Commercial Moorings to constitute less than 50% of the total number of available mooring sites within the Kennebunk River. Commercial applications on the Mooring Waiting List take priority over Recreational applications on the Waiting List. The Kennebunk River Committee also added to the ordinance in 2014 – 10.5 Rules of River Use, adjacent to Government Wharf running northerly shall be kept specifically for commercial fishing vessels only. (Exhibit A) (06-10-2014)

D. “Community Voice” Comments (through town website) - Housing

Karen Winton, (TOK) - Rising housing prices impose higher monthly costs on Kennebunk’s households, and these rising costs limit the opportunities for young working families to move to Town and for aging residents to remain in Town. Should the Town be making an effort to explore affordable housing options for families and seniors? What are some ideas to do so? Would you favor the Town exploring zoning amendments to increase the flexibility in multifamily housing? Do you think there are adequate rental opportunities in Town? Do you believe the Town has adequate resources (jobs, activities, mobility friendly components, social services) to support the population in Kennebunk, both year-round and seasonally? Do you think the population spike due to tourism during the summer months is positive or negative for the Town? Does the spike in seasonal population influence the Town and how it provides services? Dec 7, 2018

Discussion:

Lionel Menard - Housing prices are just a part of the story. Rising taxes are a bigger part. If we continue raising taxes at 6% per year, our taxes will double in about 10 years plus all the other housing cost increases. What is

adequate? What is affordable? Kennebunk is a supply vs demand town. In order to change this and I'm not saying we should, this would require a lot of cooperation, coordination and management in order to have more adequate and affordable housing. According to the Comp Plan, we have over 1000 vacant houses. Are they inhabitable? Could there be any hope of making some habitable and have all parties agree? What happens when something changes, will we/can we evict the homeowners or tenants who no longer qualify? Dec 11, 2018 7:42 AM

[JLS](#) - The population spike is a positive for the town. Dec 12, 2018 6:40 PM

[JLS](#) - The town of Kennebunk could improve bike paths to connect the downtown area to the parks and beaches. Namely provide alternatives to more heavily trafficked roads for us by families and children. The downtown area is beautiful and pedestrian friendly, but lacks, an ice-cream shop, place for breakfast and lunch for families. The coffee shop and restaurants (50 local, Duffys, Kennebunk Inn) work. Dec 12, 2018 6:48 PM

[David Garriepy](#) - The population spike is only one reason why each area of town should be looked at separately and goals should be made to maximize the experiences by the visitors. For example, Lower Village should had at a minimum, Beach Ave repaired, Western Avenue Repaired. Bike Racks installed at the beach and on Western Avenue. The committee, really needs to set objectives on this matter and allow the subject matter experts to execute on these objectives. Dec 14, 2018 9:39 AM

[David Garriepy](#) - Affordable housing probably has a federal definition. Affordable housing implies people with limited incomes and small disposable incomes. Which means, location to shopping center, medical facilities and transportation hubs have to be considered. Does the committee have any ideas where to locate such a facility, that maintains the character of Kennebunk, and meets the above criteria? 10% growth may not be realistic. Also, did we meet the current plan growth goal? This should be addressed in the new plan (either way if we did or did not). Dec 14, 2018 9:34 AM

[Brenda Robinson](#) - KBK has put forth a lot of ideas and made numerous decisions without looking at the whole picture. One action (house building) impacts lots of other items: roads; public works and safety services; utilities; support businesses to service residents; - just look at the budget categories. In spite of saying this for more than 4 years, I see little coordination between development and impact. There is data and it is usually ignored. 1) Moratorium on any new building developments for 2 years; 2) Emphasize renovation over new building (thereby enhancing history and culture); 3) Emphasize 'community' housing and small living spaces that promote social interaction and community support (i.e. gardens, activities); 4) Emphasize 'smaller' and aesthetical housing vs. the McCondo cookie cutter styles that have been built; 5) Promote intergenerational living communities. Research tells us what people need and want. Let's be in the forefront and not at the tail end of creativity. Dec 14, 2018 1:14 PM

[David Garriepy](#) - One thing the Committee is silent about is alternative means of transportation such as rental bikes for congested areas. The current Trolley trucks are a safety concern since the drivers talk while driving, and I have witness many near hits. Dec 14, 2018 9:54 AM

[Molly Hoadley](#) - Tourism overall is a positive. Rental bikes - would be a good idea. Feb 1, 2019 3:05 PM

[Bevan Davies](#) - We are fortunate in Kennebunk in that our population size is still growing, albeit at a slow rate, unlike the decades between 1970 and 2000, when the population doubled. Nevertheless, we still have a very slight decline in the cohort between 20 and 44 years of age, and their percentage of the population is still too low. We need to attract younger families to Kennebunk by building more affordable housing, and by bringing more jobs in the medical professions and more jobs in hospitality and tourist-related employment to the area. We must leverage our location and quality-of-life attractiveness so that not only wealthy retirees will want to move here, but young families and skilled workers as well. In order to do that, we must have services and facilities that will make this an even more attractive community for all ages. Dec 14, 2018

[KennebunkCitizen2012](#) - I would hope the Town would look seriously at exploring workforce housing for families and young people that live - or want to live - in this town but cannot due to high costs of home prices and/or are blocked from access to "affordable" housing because the many of the developments recently built are only 55+ communities. Many young families that work in Kennebunk, and have a real love for this town and its people,

are now living in Lyman, the Berwicks, Sanford, Wells, etc. The optics of this arrangement emphasizes that median income/low income families and young people are not welcome here. There are few options for apartment rentals here in town; making it a supply vs. demand issue where landlords can increase prices with little push back. This is such a wonderful place that I hope we can welcome inspired young people to live and work here. Dec 17, 2018 6:42 PM

[David Garriepy](#) - The Comprehensive Planning committee should benchmark what other bedroom communities are doing to balance the population growth, especially in the 20 to 44 year of age group. This is the group that will keep our schools going. My perception is current growth tends to be in the elderly, fixed income, people. Dec 25, 2018 11:39 AM

[Molly Hoadley](#) - Yes, we need to make our town desirable for young families with affordable housing and jobs.

[Brenda Bryant](#) - Builders should build simple two or three bedroom ranch style home, instead of big fancy homes. Kennebunk is big enough. I do not want it to be a city. The town needs to limit building. Jan 19, 2019 7:54 PM

[Molly Hoadley](#) - I am for town density. Accessory apartments should be easy to build. We need more affordable housing. Park Street and Cousin's are jewels. We need more housing built along that model. Perhaps rehabing large homes that go up for sale into apartment units. Habitat for Humanity is building a large development in Falmouth. Maybe we could do the same here.

[rfsme21](#) - People are leaving the area due to high property taxes, especially we who are retired on a fixed income. Feb 2, 2019

[Bevan Davies](#) - Population figures for Kennebunk are very concerning. The median age in Kennebunk is 52.8. Numbers vary but are in this range. Males are younger than females. Of this population, 50 percent are over 50 years of age, and a startling 35 percent are 65 years of age and older. There is very little preparation being made for the coming so-called "silver tsunami" of older citizens; precious little is included in the draft Comprehensive Plan. Aside from the non-profit organizations already in the Town, such as the Center (formerly the Senior Center), No Place Like Home, and a counseling service for dementia patients, and state and local agencies for emergencies, there is little else. If an older adult needs snow cleared, a bucket of sand for their driveway or steps, any light repairs, or transportation, in the majority of cases they must fend for themselves. There should be a dedicated cadre of volunteers to help older adults when necessary with the tasks associated with daily living. Mar 23, 2019

[Charlie Galloway \(re: Population\)](#)

- You may wish to consider adding data on male/female %'s; Also should not the Summary Section population recaps include a high level point about population growth mentioned later in the text ? – i.e. as a community we are - aging, fatter, and pop growth has slowed, etc. Summary overall needs some work to "snap shot" capture who we are demographically, in my opinion.
- I would suggest that the income and education data and commentary include short note that these numbers exclude values for seasonal dwellers that can be assumed to be higher on both factors and impact the community for 4-6 months. In other words, for half the year the income and education levels of residents are higher than census data suggests.
- Apparently there is evidence that seasonal dwellings are being rented by families from away to enter students into the school system. The town needs to understand the extent of this and what it means from several perspectives. (A possible Recommendation?)
- I don't feel the reason why we have so many single households is well understood. Does this reflect the senior housing complexes? Do we know if occupants are mostly female? If so, does it say something positive about their comfort with quality of life, safety and medical care??
- You may wish to add a recommendation, that to help the Selectmen better govern for the benefit of all residents, that they secure more understanding regarding the combined 51% ?? (20% seasonal, 31% single (2010)) of taxpayers that are - unique to Kennebunk.

- Both Recommendations included in the draft involve housing. While perhaps not intended, I feel these recommendations favor town efforts to influence its demographics through housing development of the lower cost and single occupancy varieties. Such development could have undesirable effects and needs to be carefully considered resulting in informed decisions. I suggest changing the wording of the second Recommendation to stress exploring options with public input more and also making Recommendation number 1 = number 2 11/26/18

Charlie Galloway- 11/28 – (re: Housing)

- I think it is good that this chapter identifies the need for more information and better understanding of several housing and income related issues. I agree and would also like to see in addition to a housing committee, a recommendation for funding to accomplish same.
- The third paragraph states 23% of dwelling are seasonal rented. The wording is confusing. I recall estimates of 20% (I believe that's a low estimate) seasonal dwellers but not all are rented.
- I don't understand the data showing 20% of our housing is "vacant". How is vacant defined? This cannot just hang out there without an explanation. (Otherwise, you will be aiding a burglary rush in town-ha!). Also a high % of vacant housing would lead one to believe housing therefore is cheap- so where is this affordability housing need??
- Chapter A says single households were 31% in 2010; Chapter B says 25% in 2015. (Think It was 24% in 2004?) Might consider tying these or explaining if you can -.i.e.- historically in the 25-30% range.
- The resident survey referenced where 51% said the town was not doing enough about low cost housing is positioned in the draft as certification of public desire. I am not sure about that because I doubt 51% sufficiently understand the subject and associated ramifications- then or now.
- My personal belief about affordable housing recommendations is that they are well intentioned but often not practical especially for small towns like ours. Frequently cited is the desire for teachers, police and other town workers to live where they work. However, if builders could be encouraged to build suitable low cost housing how do you ensure the folks you want to live there- get to live there? The answer is it can't be ensured for most, especially if state and federal \$ subsidies were needed to get the housing built. These funds come with requirements to accept folks from a broad reach. In other words -needy Kennebunk residents and town employees would receive no priority. Look at the Park Street School project. I believe more than 95% of original renters were from outside of Kennebunk. To be unkind -while that project converted what could have become a derelict building into something respectable and the housing dreams of many low income folks were answered- what's the net/net benefit to Kennebunk taxpayers? I care about our residents, especially those that paid taxes here for years. I have less interest in relocating low income folks from other communities to share our newer construction projects if we built them.
- Build low cost housing "and they will come", assuredly. But should that be our goal? If we do it in any scale we run the risk of devaluing current housing. We also hear people say they are being priced out of the market - but what does that mean? If they own property that means their property is worth more. I assume most property owners (taxpayers) are happy to see their investment increase in value, not decrease. I have no guilt about living in one of the more expensive towns in York County. Towns reflect cultures and values commonly held by the people who choose to live there.
- A fundamental question is where to build affordable housing in Kennebunk?. Do we even have enough suitable land to drive this discussion? Ideally should such projects have town sewer access? Are multiple dwellings practical on septic systems?
- Most affordable housing discussions assume a social obligation and the thought is - if every town does some, it will all work out. Towns are not self contained entities each with their own workers that live and work there. That went out with company stores. Let's assume Kennebunk does nothing. What will happen? Folks that work here will commute from Wells, Biddeford, and Arundel and beyond. That happens all over

the country and there are both higher and lower priced communities within every metro area. Workers have always lived where they can afford to and worked where the jobs are. Often these are different places.

- For small towns the dynamics of low cost housing investment cannot assure a payback in terms of retaining & attracting town dedicated workers. Most every Maine town cited the need for affordable housing in their Comp Plans. I feel the more thoughtful realize the issue is really regional requiring neighboring towns to all choose to provide affordable housing to be equitable. Otherwise those that do provide will become become hosts for the workers of those that do not.
- I think the Issues Implications are well done. I would modify the paragraph about the prior plan's goal of 10% being met, etc. I think it should be reviewed to determine if .."if goal has been met or adequate" and add or should be otherwise modified. Some other wording sounds recommendation-like.
- The Recommendations are also thoughtful but the bullets with the word "should", should be modified in the example model utilized in the draft. More importantly, I would strongly recommend undertaking another resident survey to guide the Housing Committee. This time we need a professional effort supported by volunteer "community organizers" to achieve higher participation.

E. "Community Voice" Comments (through town website) – Economy

Karen Winton, (TOK) - Tourism is an important factor in Kennebunk's economy and it creates a number of jobs, but these jobs are seasonal and can also be lower paying. In 2017, three of the five largest employers in Kennebunk were based in the healthcare sector. Do you think the Town is supportive of new and existing businesses? Are there any industries that you think should be in Town (manufacturing, technology)? Do you think short term rentals have a positive or negative impact on the local economy? Are there any businesses that are not available in Town that you think we need? Dec 7, 2018

Discussion:

Michael Green - I don't think the town is supportive of new businesses. Recent examples of the mini golf course and the town saying that they won't sell retail marijuana are two examples, the latter leaving a huge sum of money on the theoretical table. I'm not saying I want a starbucks on main street and I would like to keep the small town feel but the actions of the town show that while we say that Kennebunk is "open for business" what they really mean is we want to be picky and want some businesses and not others. Dec 11, 2018 11:23 AM

Bevan Davies - Mr. Green, I don't know if you are aware that there was a Starbucks in the supermarket at the Shop and Save, where Hannaford is now, and it failed. Just sayin' Dec 14, 2018 1:59 PM

Michael Green - Hi Bevan – I was not, thanks for sharing. I'd rather spend my money at a local shop like The Blue or Boulangerie. To be clear I'm saying that any business, regardless of what's sold, should have the opportunity to open their doors in our town. I'm not saying we should loosen the restrictions to open a business, but we need to be more welcoming to those who want to. It's okay to have a pawn shop, a McDonald's & a Dunkin Donuts on Main Street but heaven forbid a mini-golf course opens on vacant lot of land or we allow a retail marijuana in the town (this town is leaving a lot of money on the table by not allowing this but keep raising my property taxes!). Dec 14, 2018 4:55 PM

Michael Green - The Fossett's were going to spend \$115,000 for the mini-golf course, plus more to build. The lot is vacant due to a zoning ordinance (could be updated with a vote). A selectman said: "It doesn't conform to our ordinance, so I feel the best thing to do is to put it back out to bid again." How is that business friendly? The Fossett's were burnt by this town. Maybe instead of a family friendly activity we'll get something exciting like an Applebee's or an Olive Garden! I feel like this town likes to fall back on traditional values when it's convenient & fits the image of who they think we are. Dec 14, 2018 4:56 PM

Bevan Davies - In an article in today's New York Times, by the economics reporter Eduardo Porter, he wrote of the difficulties of trying to "save" rural economies. Fortunately, we are not in the dire straits of many small towns in America in that we have the importance of our seaside, our New England feel and look, and fact of our closeness to Portland and Boston. One of the fastest growing sectors of our economy is medical care. We should

be attempting to attract topflight medical schools and hospitals to our area; along with that, affordable housing which would help nurses and doctors and their families move to and live in Kennebunk. Dec 14, 2018 1:57 PM
[Bevan Davies](#) - In order to create job opportunities here, we should be investigating the means to increase population diversity, as outlined in the Comprehensive Plan's section on this subject. Development of areas with higher density housing, and the construction of nearby areas for shopping and transportation, should be made a priority. Our population growth must be driven more by an increase in birth rates and less by the in-migration of older adults. It should be required to increase the percentage of so-called affordable housing and rental units to 25 percent of large-scale projects, rather than a meager 10 percent, as is now mandated but rarely followed. With a public plan to increase spending on housing and transportation, perforce our Town would attract more service workers, tradespeople, and working-class families. This would not be an instant solution, but it would be a workable plan. Dec 16, 2018 1:30 PM

[KennebunkCitizen2012](#) - Agreed on this approach! Dec 17, 2018 7:00 PM

[David Garriepy](#) - This local economy can not be solely focused on the increase in population, although it part of the equation. Each district in Kennebunk has uniqueness that need to be made into centers of excellence for driving growth in this town. For example, when I walk the Blueberry Plans, I feel an opportunity lost to attract "naturalist" to the area. When I bike around the beaches, I wonder why people would come to the beaches where the beaches are cluttered with seaweed, let alone driving on bad roads. The center of town needs to attract business that will employ people with good wages and benefits and not change the character of the town. A difficult balancing act. The comprehensive planning committee has sadly, not made any recommendations on this topic other than to throw out the 10% affordable housing goal. Dec 25, 2018 12:06 PM

[Molly Hoadley](#) - Short term rentals should be limited to owner occupied homes. It is not good for a community to loose it's housing stock to short term rentals. Kennebunk Beach could be exempted. We could use a variety store on Main Street that sold practical items. I'd like to see our local utility bring fiber optics to town. Feb 1, 2019 3:02 PM

F. "Community Voice" Comments (through town website) - Natural Resources

[Karen Winton, \(TOK\)](#) - Natural resources in Kennebunk include wetlands, wildlife habitats, beaches, and aquifers. The Kennebunk and Mousam Rivers are important recreation areas providing fishing and swimming opportunities for the Town. What do you think the most important natural resource is to the Town? Is the Town doing enough to protect that resource? Do you think the Town has enough access to its natural resources? Are you concerned about protecting the natural water supply source? Dec 7, 2018

Discussion:

[Michael Green](#) - First and foremost we are a beach community but we'd be remiss not to take care of our natural resources. To be honest I don't know what the town does to protect our beaches. In their current state there is no logical reason to keep the dams. We need to address the issue before it is an expensive problem. Dec 11, 2018 2:28 PM

[David Garriepy](#) - Studies have shown a correlation between "green space" and a reduction in cardiac arrest. This doesn't mean we buying Hope Cemetery. What it does mean, is building lots should be sufficiently sized, so trees, flowers, etc can be on the property. The community plan should set an objective to maintain green space in all new or renew buildings projects. Dec 14, 2018 10:04 AM

[David Garriepy](#) - The committee is silent on establishing a "climate change" plan objectives. This is no small undertaking in my mind, but starting to bite the chocolate elephant needs to be done. This would identify, critical natural resources such as salt water marches, wet lands, etc that will be needed in the future to minimize damage. We need not look in Kennebunk's to distant past (patriots day and mother's day storms) to know we need to plan for severe weather and climatologist are saying the weather will be more severe. Dec 14, 2018 10:08 AM

[AlexM](#) - Historically, the Town of Kennebunk has been remiss in addressing environmental matters. The Town has a State-sanctioned Conservation Commission, but the Selectmen really don't listen to its recommendations. The Town wastes money left and right. For example, the Rest Stop on Rt. One has a registered vernal pool (Pool 539) and mandated and recommended set-backs. These set-backs preclude development, yet the Town lets Requests For Proposals, and then has to review them! That is absurd. The Town should simply put up signage on the Rest Area site advising visitors that it is a sensitive environmental area, and advise caution if perusing the vernal pools or surrounding uplands habitat. Forget about RFPs! Jan 9, 2019 3:34 PM

[David Garriepy](#) - I couldn't agree with you more on your first two sentences. If you're going to have a committee the selectman have an obligation/responsibility to be responsible and accountable for ideas and recommendations that are derived by the committee. Negotiation with the committee is fine, but ignoring them is not. Having a committee for a "check-in-the-box" or to have something to delay or hide behind is unacceptable. Jan 17, 2019 5:30 PM

[Molly Hoadley](#) - Our beaches and rivers are our most important resource. I would like to see our right-of-ways to the rivers developed. There could be kayak launches or benches at the end of roadways. There is one at the end of Great Hill Road that would be utilized, as well as those just upstream of the dam on the Mousam. I want our Sewer and Water Department to ensure the Mousam is kept clean. Feb 1, 2019 3:12 PM

[Michael Green](#) - I am in favor of removal of the dams on the Mousam River. I found this article that cites removal of a dam on the Kennebec River. <https://www.oars.com/blog/new-era-for-dam-removal-projects-in-the-united-states/> I realize it's not as simple as "removal" but the sooner it is started the better. Short term the impact may be hard but the long term environmental benefits are far greater. Feb 27, 2019 11:14 AM

[Megan Bain](#) - Have a section in the report about how to educate the public about the natural resources of Kennebunk

- o Talk about how to educate the residents about the importance of wetlands, vernal pools, forest ecosystems as well as the animals and plants that live in these ecosystems
- o Try to add education programs in the school system, the town website, newsletters/email, and partnering the Kennebunk Land Trust to educate them about natural resources
- Add a boat inspection program -
- o After a boat gets towed out of the water someone (paid by the town and has knowledge about plants living in the water) inspects, records, and removes any plants found on the boat
- o This will help with the spread of invasive species as well as pollutants

Town should implement and develop a wetland policy and mitigation program Mar 26, 2019 1:30 PM

[Charles Galloway - Natural Resource Issues and Implications:](#)

- Groundwater is the primary source of drinking water for Kennebunk. Environmental protection measures should (recommendation?) continue to ensure that aquifers remain free from pollution. I think Water is our best managed utility. FYI, They have 3 water sources to choose from = river, ground & Biddeford. At one point I thought I recalled it was cheaper to buy from Biddeford. At recent presentation it was stated now using ground as you state here.
- 50-60% of Town soils are "non-discharge" soils which cannot support subsurface on-site waste disposal. Where no public sewer is available, this has implications for future development patterns.
- Heavy rainfall tends to lead to higher than safe bacteria levels at the beaches; and the Kennebunk River is listed by the Maine DEP as impaired for bacteria. A grant(for several towns jointly??) has been received for a project to assess the historical data and devise a plan to mitigate this water quality problem.
- Wetlands, including salt marshes, comprise a significant share of Kennebunk's total area. Wetlands are critical to water quality, flood prevention, shoreline protection, the quality of wildlife habitat and recreation. As Kennebunk's uplands are built out, pressures to encroach on these wetlands will increase.
- Kennebunk supports a variety of ecosystems ranging from the Plains to the Salt Marshes. These, in turn, support a number of endangered and threatened species and species of special concern. The co-existence of development and wildlife habitat is a complex planning challenge. Most Maine towns do/do not have management guidelines in place??

- The widespread use of pesticides is a source of controversy with regard to their impact on the environment, plants and animals and public health. The Town has adopted a Pest Management Policy that favors organic pesticides wherever possible. Is CMP still using brush and weed killer on their access land??
- Also isn't Air a Natural Resource? Also what happened to salt and deicing chems used in winter that work their way into wetlands and ,streams and rivers?

G. "Community Voice" Comments (through town website) – Public Facilities & Services

- [Karen Winton, \(TOK\)](#) - Are there areas where the Town could improve staffing or facilities? Is the current facility (Town Hall auditorium) adequate for voting? What Town facilities do you or people you know utilize (Waterhouse Center, Kennebunk Free Library, e.g.)? Is there adequate staffing to support the services offered by the Town? Are there any facilities that are not meeting the needs of the community? Dec 7, 2018
- **Discussion:**
- [Chris Osterrieder, \(TOK\)](#) - Perhaps another way to think of it - if certain municipal facilities were to disappear, which would you miss most? Dec 11, 2018 10:17 PM
- [David Garriepy](#) - Or perhaps, which buildings no longer meet the desired function. What comes to mind is Public Works Department. PWD has out grown the current building and with town growth expected an expanded modernize building would improve efficiencies, aid in recruitment and retention of staff. Also, its mentioned in the plan as a historic event (ie, monies are available for the expansion of Washington Hose), and I leave it subject matter experts to decide. My personal experience, facilities in general are not favorable to recruitment and retention of staff, pleasant for citizens to view or be proud of. Dec 14, 2018 10:27 AM
- [David Garriepy](#) - Have you looked at town hall recently? It looks like we're hunkered down for a riot or something. This points out the need for a Site Manager; a person who "owns" the buildings and assures cost effective (repairing or replacement) of the building. The Planning committee should set an objective. Dec 14, 2018 10:16 AM
- [David Garriepy](#) - Nothing is mentioned in the Comprehensive Plan about the KFL. This along with the townhall define the center of the town of Kennebunk. KFL has potential, but I feel is struggling to stay up with the times and I fear changes within the facility will cause it to be out of character with the center of town. What are the benchmarks that we should strive to meet for KFL? Dec 25, 2018 2:27 PM
- [David Garriepy](#) - If the waterhouse center disappeared, I wouldn't miss it. I don't think we have a full accounting (although an attempt was made) on how much that facility cost the town, versus how much revenue the town gets from it. The maintenance cost will undoubtable continue to rise, especially, now that we know it can be vandalized (ie. bathrooms, and the cost associated with porta-potties) Also, what's the opportunity lost in taxes if we had a business there? This position will be unpopular I bet, but frankly this hasn't met up with "cost the taxpayers nothing" pledge. Dec 25, 2018 2:32 PM
- [David Garriepy](#) - The comprehensive plan did not asks any of the subject matter experts, what their physical requirements will be in 2, 5, 10 or 20 years. My sense is KPD will be too small, KFR will be too small, PWD is already too small, Townhall will become too small, and KFL needs town help in expansion. Jan 17, 2019 4:38 PM
- [Molly Hoadley](#) - I think the town hall is adequate for voting and administrative offices. The teen center seems a little inadequate. The Waterhouse Center has been a delightful addition to the town. We need to keep creatively using it. Feb 1, 2019 2:56 PM
- [Charles Galloway](#) - Folks, my first reaction is that - this chapter provides a very nice synopsis of Town governance and human resources. With the Municipal Facilities heading I was personally expecting much more focus on land owned, facility bricks and mortar details, square foot usage by function, physical operating efficiencies/deficiencies , etc. However, I did not go back to see how other towns addressed this so I may be all wet. In any event there are two Facilities related issues that I did not find, and would like mention for your consideration as possible inclusions.

- Town Auditorium (Under-Utilization) - In effect, we have a potential 350-400 theater (while requiring substantial updates could be a valuable town resource, perhaps with revenue potential). At least a feasibility study should be recommended.
- High School (potential future Under-Utilization) – a future student shortfall has been well cited as the renovation progressed and along with costs to taxpayers. . A potential recommendation that RSU 21 should be responsible for developing a “marketing” plan to recruit students from away to fill future capacities - similar perhaps to Thornton Academy; Kennebunk Academy.
- Karen Winton, (TOK) - Public Sewer is unavailable to homes built West of Interstate 95 in Kennebunk, and the cost of extending this service may be too high to ever be provided within that area. The limited availability of public sewer in West Kennebunk may be a limiting factor to future development. Should the Town explore options to extend public sewer in West Kennebunk? Would you support the Town subsidizing the cost of providing sewer to areas of the Town currently within the sewer district charter area (Sea Road, e.g)? Would you support the Town providing funding to utilities if it offset some development costs and encouraged economic development? Dec 7, 2018

Discussion:

- KG - Yes, the town needs to extend sewer service within the sewer district. I feel we should not expand West of 95 until service is provided to all possible customers within the existing district area. Dec 11, 2018 5:58 AM
- Lionel Menard - I don't believe the taxpayers should subsidize sewer expansion. Our present sewer system needs millions of dollars to maintain the existing sewer system. How are the rate payers going to subsidize existing maintenance needs and expansion? This needs to continue to be a user fee based program. Dec 11, 2018 7:30 AM
- David Garriepy - The comprehensive plan doesn't talk about any utility capacity or foreseeable upgrades. It may not be in the best interest of the town to allow expansion of residence if the sewer and water companies would require a substantial upgrade in a relatively short period of time. Utilities such as sewer, water, and electricity need to work with the town to establish road upgrade priorities that last 20 or 30 years. This should be a priority in the plan so the selectman can make informed decisions with all the data and coordination between utilities and town can use monies effeciently. Dec 25, 2018 12:13 PM
- Mainer19 - It is nice for the people of Kennebunk to have an option as to where they can live - with a public sewer or without. Water and sewer seem more expensive here than in other Maine communities. I was told it was because they can't achieve economies of scale like larger communities that share in these resources. Instead of extending the sewer and increasing our taxes, how about trying to reduce costs by consolidating with other communities? I also which there was a way the town had more power over Spectrum but I know this is regulated at the Federal level. Perhaps some local entrepreneur could come up with a way to provide free basic TV so many of us could say goodbye to Spectrum! The digital antennas just aren't great...unfortunately. Dec 27, 2018 2:42 PM
- Beverly Lindgren - Some Good points. Jan 4, 2019 7:47 AM
- David Garriepy - Spectrum needs competition. I'm not sure what the town can do but this should be addressed. Jan 17, 2019 4:52 PM
- David Garriepy - The comprehensive planning committee should have a full and meaningful discussion on whether or not to get the town involved in fiber optics, super high speed internet for businesses, homeowners, government, and the library. Jan 29, 2019 5:39 PM
- Beverly Lindgren - Consider allowing Arundel to purchase sewer services to spread costs over more people. Jan 4, 2019

H. “Community Voice” Comments (through town website)- Transportation

- Karen Winton, (TOK) - Do you experience any transportation challenges living in Kennebunk? Do you think there are enough pedestrian oriented facilities (sidewalks, trails)? What could the Town do to improve the transportation system? Does the Town have adequate facilities for cycling? Dec 7, 2018

Discussion:

- [Jay Kilbourn](#) - There should be public transportation to Portland and points south. Need: A train station; Shuttle to Wells Transportation ctr; A Trailways/Greyhound bus stop at our Park & Ride; local car shares (multiple locations), local car rental, and stronger Taxi/Uber/Lyft type system. Bicycle infrastructure is inadequate & unsafe. At a minimum, clear painted bike symbols and designated lanes marked throughout downtown Kennebunk (where discontinuous bike lanes or no bike lanes exist) and on major routes to and from beach (Rte 35, Brown St. Sea Road, Route 1, Storer, Fletcher, Alfred Road, Cat Mousam, Rt 9 and 99) Set long term goal to enable tourists and locals to have a largely car free experience. More walking trails (like carriage path) and sidewalks . Seniors need more volunteer and affordable paid shuttle and transport options in town. Dec 8, 2018 10:41 AM
- [Lynne A. Meadows](#) - I agree completely. It's tough for people to get around who may not otherwise have reliable transportation. Dec 11, 2018 10:17 AM
- [Chris Osterrieder, \(TOK\)](#) - These are some great comments and exactly what the Community Voice is intended to promote. The comprehensive plan tries to touch upon many of these issues in the Transportation section (<https://www.kennebunkmaine.us/DocumentCenter/View/8689/F-Transportation>), but continual live input is critical to the success of any plan. The Town is emphasizing cycling interests when it undertakes new projects and these comments are important to help expand that focus. There is much work to be done and this input is valuable. These will be shared with the Comprehensive Plan Committee and staff (Public Services, Engineering & Police) who have input on operations relating to this. Dec 8, 2018 6:03 PM
- [Lionel Menard](#) - Kennebunk taxpayers should not be paying for public transportation to Portland or anywhere else. This should be a user based fee program. With regards to local transportation within Kennebunk, we have a seasonal shuttle that is rarely used but is paid for by taxpayers. Why? More senior transportation could benefit some. We have FISH transportation that is meeting the medical appointment demands presently, so if we want to expand it, it needs to be a joint effort for funding and maintenance. We should emphasize walking and cycling however we need to be reasonable with regards to cost. Dec 11, 2018 7:26 AM
- [Carol Powers](#) - I agree. We should not be paying for public transportation. Our taxes just cannot support this. Dec 13, 2018 6:29 PM
- [Michael Green](#) - I'm in agreement that the town should not pay for or subsidize transportation. The needs of a subset of residents should not be subsidized by the town. Walking and bicycling would be great, assuming there were side walks. Dec 11, 2018 11:48 AM
- [David Garriepy](#) - Where is the data in the plan for bicycle and pedestrian accidents? Why isn't it included? Dec 11, 2018 12:59 PM
- [David Garriepy](#) - The Comprehensive plan should dictate to the selectman that they need to make a decision, are we a bicycle friendly town or not? If we are, let's start to promote it with no cost/low cost efforts. If we are, since some in the bicycle community consider the police to be bias to vehicles, then the plan should indicate the PD needs to step up. Maybe start enforcing the helmet law for people under 16? Dec 11, 2018 1:02 PM
- [David Garriepy](#) - The Plan should indicate that Beach avenue should be a one way road. This would possible increase parking (more revenue for the town) and increase safety for all. Dec 11, 2018 1:04 PM
- [BatsonFamily](#) - Agree, at least for the summer it should be one way in the area that parallels Bayberry Ave. Too many children and dogs dart out into the road into oncoming traffic. Cars double park while loading and unloading further restricting traffic and line of site. Dec 13, 2018 7:04 PM

- [HDS](#) - Respectfully disagree. To create a one-way road during the summer will create a lot of headaches for those who need to use Beach Ave and depending on direction, adversely affect traffic at Coopers Corner (a summer nightmare as it is) and/or Four Corners. Summer traffic on Beach Ave at Gooch's generally doesn't move at a speed above 15mph which can be quite frustrating, but that speed actually creates a safer roadway for pedestrians and cyclists without having to change anything or cost any money. Jan 4, 2019 1:11 PM
- [David Garriepy](#) - The plan should have a goal of creating a road infrastructure plan that assures that any monies spent on road repair last more than 30 years. This requires, in my estimation more than a pavement review and analysis, but a substructure and utility component. Dec 11, 2018 1:07 PM
- [David Garriepy](#) - The plan does not address, or benchmark whether or not Public Works has enough capacity to maintain the roads. Capacity includes effective use of manpower, equipment and facility. Dec 11, 2018 1:09 PM
- [John Pierce](#) - Agreed; more specifically, maintenance protocols (ie plowing and sanding) along with the manner of understanding current state" awareness should be posted. Dec 18, 2018 4:53 PM
- [Kyle Trinward](#) - There is a serious need for traffic mitigation on the southbound off-ramp from I-95. Frequently during commute hours, there is a single row of traffic backed up to the rest-stop. To take a left at Alewife Road is a risky (and slow) maneuver, due to the split for the southbound off-ramp, through traffic and those that are exiting the offset crossing from Alewife Park Road. I have witnessed many near misses at this intersection in the 18 months since moving to town. Also, cars regularly use the shoulder on the off-ramp for right turns onto Alewife Road, cruising by well above posted limits. As a commuter to/from Portland for work, this frequent jam contributes nearly 5 minutes of idle time/emissions to my daily commute, and all of us would be safer if there was a simple traffic light at the intersection. Dec 11, 2018 2:47 PM
- [Chris Osterrieder, \(TOK\)](#) - That is a valuable observation and one which the Town has been evaluating. Traffic Signals are not arbitrarily installed and must meet certain warrants for consideration. Often anecdotal observations of certain conditions are fairly accurate and just need to be validated by engineering study, which the Town has undertaken. Very good comment, thought this is more of an operations issue than Comprehensive Plan issue. Nevertheless a fine observation and that is what the Community Voice is seeking to promote. Dec 11, 2018 10:07 PM
- [Bevan Davies](#) - Kennebunk needs more public transportation. In our meetings with the Kennebunk Committee on Aging, we have discussed using vans and buses on designated schedules and regular routes, including West Kennebunk, the Lower Village, and Main Street, Kennebunk. There would need to be studies of routes to be used and implementation of schedules. Of course, financing for vans, buses and drivers would need to be negotiated. It seems to us that money would be needed from private and public sectors, with the possibility of bond issues to raise adequate funding. Dec 12, 2018 9:43 AM
- [BatsonFamily](#) - While any additional transportation options are welcome, aging and independent living people who do not drive need transportation services that will pick them up at their home and that will also meet their personal scheduling needs. Dec 13, 2018 6:56 PM
- [BatsonFamily](#) - With over 50% of the population over the age of 45 there are many folks who live independently but (for various reasons) do not drive. They have no way to get around town locally year round. Without an Uber or another method to call to get from point A to B (supermarket, barber/hairdresser, restaurant, etc) they are housebound and become isolated. People are not looking for a handout, just the infrastructure tools to allow them to live independently. Thank you Dec 13, 2018 6:53 PM
- [andrea roth kimmich](#) - what would the expense be to taxpayers if KBK were a RR whistle stop on the way up to Portland? it would make a great difference in quality of life to those of us who don't drive for whatever reason. and maybe the ticket-price could cover the added expense of having that stop, with no adverse tax implication? Jan 5, 2019 6:56 PM

- [Michael Green](#) - This will not be popular but I am not in favor of having my tax dollars supporting public transportation for anyone in Kennebunk. Dec 14, 2018 11:45 AM
- [David Garriepy](#) - I agree with you. The only public money spent by the town for transportation should be on infrastructure, roads, sidewalks, bike paths and maintenance of said infrastructure. Dec 22, 2018 7:55 PM
- [Brenda Robinson](#) - I'm assuming that 'transportation' includes the existing road network. I live south of downtown. From May through October, getting out of my entrance way on Route 1 can take more than 5 minutes. The traffic is horrendous. Then, once on Route 1 north where all the services are, I can be stuck in traffic another 10 minutes just to get over the Mousam River Bridge. From there through town, the road is one lane in each direction. This is a long-standing problem that will only escalate. Suggestions. 1) a moratorium on condo developments on Route 1 and Route 9 south. We don't need more Levittown box houses that all look the same AND we don't have the town infrastructure to support the growth. 2) Seriously investigate NOW a 2nd way across the Mousam River to the north of KBK. This won't be popular because it will need to bypass downtown KBK but it needs to be done. Consider the impact of police/fire/rescue services accessing the south side - to say nothing of taxpayers going home. Dec 14, 2018 12:35 PM
- [Common sense is not so common..](#) - We already have trouble clearing the sidewalks in the winter and mowing the grass strip between them and the road. If we continue to build them (which we should and costs should fall on the developers wherever possible) there is going to be a point at which it becomes financially necessary to declare which sidewalks we are going to clear during the winter and which we are not. We should not be financing public transportation out of town but I would be in favor of looking at a public/private transportation network to connect our three communities if we can tie into another network that services other towns north and south of us. We have a wide assortment of trails for all to use located in several areas of town and I would not favor investing taxpayer funds in creating more. If we are going to continue to provide bike lanes for cyclists, we should also start enforcing traffic laws on those cyclists that are not abiding by traffic laws. Dec 24, 2018 10:57 AM
- [David Garriepy](#) - Most of the bridges that have terminus in Kennebunk, were probably built in the 50's and 60's with a 40 to 50 year life span. Although we have them inspected, do we have a plan on replacement of the bridges? Dec 25, 2018 2:35 PM
- [Mainer19](#) - I think Kennebunk is at a place where it needs to focus on the basics - fix the roads so they don't damage cars or are dangerous to motorcycles. The town is EXTREMELY pedestrian friendly however, some sidewalks need repair. For example, there are two sidewalks down York street and one is in really bad shape. Why not get rid of one and repair the other? Congestion in the upper village during peak season is unbearable. It hurts the local retail businesses and has a huge negative impact on air and noise. This was the first thing that hit me when I moved here from Falmouth, ME. I don't understand why it is tolerated. Bad air and a very noisy main street with illegal mufflers and loud motorcycles. Dec 27, 2018 1:48 PM
- [Michael Green](#) - While parts of the town are pedestrian friendly, others clearly are not. Should be side walks on Sea Road? Or at least on the major road to connect different parts of the town? Would people be more comfortable riding a bicycle on the side walks instead of on the road? Jan 29, 2019 4:00 PM
- [David Garriepy](#) - Bicycle are considered "vehicles" and are subject to Maine motor vehicle rules. Vehicles are prohibited from riding on sidewalks. Hence, we need to assure safe roads And safe sidewalks. Yes, I know some bicyclist do not adhere to the vehicle rules of the road. There are many of us trying to educate/re-educate bicyclist to the rules of the road. Hard to do when the Police don't enforce the helmet law or do the education to the kids. Jan 29, 2019 7:26 PM
- [Michael Green](#) - You are correct, it is illegal to ride a bicycle on a side walk and as someone who rides a bicycle to the beach, it's generally a terrifying journey. Jan 30, 2019 1:41 PM
- [David Garriepy](#) - The draft Comprehensive Plan stated "A 50% increase..,concentrated between the downtown and the beach." This neglects the impact of the campgrounds in West Kennebunk, that

significantly increase the traffic on Alfred Road. The plan, should delineate by district (downtown, beach, West K) the relative increase in the summer time. Jan 4, 2019 1:17 PM

- [David Garriepy](#) - No where's in the draft comprehensive plan, is an economic impact or benefits analysis of maintaining "critical roads required for economic growth of the town". I would think if we eliminated, or didn't maintain Routes 1, 9, 35, and 99 along with Alfred Road, Beach Avenue, Sea Road there would be a detrimental impact to the town. Why are these roads important? Jan 4, 2019 1:21 PM
- [David Garriepy](#) - The comprehensive planning committee should evaluate the advantages and disadvantages of being in the Maine Urban Compact. Jan 4, 2019 1:22 PM
- [David Garriepy](#) - The town should consider "joint use streets" in the summer time. Western Ave from Cooper's Corner to the bridge, Main Street, and Beach Avenue. this is done in Ogunquit with great success. Jan 4, 2019 1:24 PM
- [andrea roth kimmich](#) - curious about why it is landscaping trucks are allowed to spend hours straddling bike lanes, even into car lanes? Someone pedalling full speed will all of a sudden need to swerve, but where? VERY UNSAFE, yet from May to October a constant along Summer Street, where property driveways are clearly long enough to accommodate the landscapers who are presumably serving them. law enforcement really needs to hone in on this. Jan 5, 2019 7:02 PM
- [andrea roth kimmich](#) - also with regard to better enforcement, and from a health/environmental standpoint, the Town of KBK has a "NO IDLING" policy in place for 10 years, but it seems like one of those really well-kept secrets. Would be good to have everyone registering their vehicles, asked to sign that they've been advised of this: <https://www.kennebunkmaine.us/DocumentCenter/View/225/No-Idling-Policy-2009-05-12?bidId=> Jan 5, 2019 7:10 PM Reply
- [Molly Hoadley](#) - The town needs a comprehensive plan for getting older adults around when they can't drive. We need a town-wide effort to build upon the neighbor-helping-neighbor attitude in the town. This could really help our aging population. Bike lanes are imperative. Need more public transportation is needed, like a shuttle to the train. Feb 1, 2019 2:38 PM
- [Matthew Robinson](#) - More bicycle lanes added into town along Rt 99. We live out in ClearBrook Crossing- I do not feel there is a safe way for my family to bike into town. Would love to see the road widened and bicycle lanes included for more eco-friendly travel opportunities Dec 15, 2018
- [Chris Osterrieder, \(TOK\)](#) - That input is valuable as it expresses a need from a set user base, which is very helpful in the planning process. Route 99 is a State Road, which means the Maine DOT has capital responsibilities for that road (they would typically pay for major improvements). The Town continues to strengthen its partnership with Maine DOT on how these roads are managed, but influencing capital policy has more challenges and takes longer for many valid reasons. Identifying a need is critical step, as the Town can continue to look at that need and as well as parallel opportunities (Maguire Road) to potentially accomplish the goal. Dec 15, 2018 10:42 AM
- [David Garriepy](#) - The issue of bike lanes on Route 99, are a symptom that the comprehensive planning committee did not address or benchmark. The larger issue is conductivity for the biking community from any point in Kennebunk to another point in Kennebunk. Meaning there should be a safe way to get from ClearBrook Crossing to the beach, or from West K to the beach. This is important because conductivity can be a selling point to attract more families to the Kennebunk area. Dec 25, 2018 11:54 AM
- [Molly Hoadley](#) - Every road that is repaved or upgraded should get sidewalks and bike lanes until they are everywhere. Feb 1, 2019 3:17 PM
- [Sian Liem](#) - It would be great if a sidewalk can be installed on Sea Rd from Summer St down to Beach Ave. I live on Caly Hollow Rd and would love to be able to walk the dogs down to the beach but it is way too dangerous to walk on the narrow shoulder/bike lane. Thank you. Dec 12, 2018
- [Chris Osterrieder, \(TOK\)](#) - Part of the Comprehensive Planning process will involve developing Goals, Policies and Strategies for Infrastructure projects such as this. There is a lot of validity to this request and the

evaluation of future sidewalks will likely require an in-depth evaluation using a Sidewalk Priority Index to select candidate projects. The Sidewalk Priority Index will look at such things as proximity to existing sidewalk network, proximity to pedestrian areas, future targeted growth areas and potential connectivity to other multimodal systems. Dec 12, 2018 7:24 PM

- [David Garriepy](#) - Fair enough. Where is the current sidewalk priority index in the Comprehensive Plan, where it can be reviewed by the selectman and the public? Do we have a bicycle lane priority index? Dec 25, 2018 11:57 AM
- [Carol Powers](#) - I would think that the addition of a sidewalk would compromise the bike path, which was already severely narrowed this year by the poor paving job. There are some places where there is not even 12 inches of road to bike ride. Frankly I see more people bike riding than walking on Sea Road. Dec 13, 2018 6:06 PM
- [Lisa Eaton](#) - For the sake of Sea Road School students alone there should be a sidewalk on Sea Road. Dec 13, 2018 6:06 PM
- [David Garriepy](#) - The sidewalk issue, in my mind, goes beyond Sea Road. We could argue the same about Western Avenue. The committee has failed to set an objective on sidewalks. I would propose the Committee to establish an objective of having the town increase the amount of sidewalks by a minimum of 1/2 mile per year, based on traffic problems and perceived risk. The committee, also hasn't set any objectives on bicycle paths. I agree, with Ms. Powers observation. I know I use Sea Road on 3 of 7 days per week when I bike. Also, I hardly ever see a child walking to Sea Road School. Dec 14, 2018 10:00 AM
- [To the beach](#) - I do agree with David's points. I live on the Sea Road as well and I would like to see a sidewalk installed. Though I do love to ride my bike to the beach and also noticed the striping has changed reducing the bike lane. The speed on the sea road in my area 35 mph which seem pretty fast considering its width. To me a sidewalk would make it safer for people to enjoy a walk to the beach. Jan 18, 2019 2:49 PM
- [Molly Hoadley](#) - I think sidewalks and bike lanes keep a town healthy. Feb 1, 2019 2:53 PM
- [Alaine Greger-Fay](#) - Add sidewalk along north side of Western Ave from Sea Road east to meet up with sidewalk already in place east of Snug Harbor Farm so there is a safe egress into town for pedestrians. Jan 2, 2019 NOT egress..should have read safe access to town
- [David Garriepy](#) - Agree with you 100%. This needs to be part of a comprehensive sidewalk planning and prioritization process that this town needs badly. Jan 4, 2019 1:28 PM
- [David Garriepy](#) - We also need to stop putting sidewalk crossings on hills. Hopefully, the speed limit will be reduced from 4 corners to beginning of the sidewalk. This is an immediate safety concern/ Jan 17, 2019 5:34 PM
- [Molly Hoadley](#) - Yes, we need a sidewalk on Western Avenue. I have walked it many times and it is dreadful. Feb 1, 2019 3:16 PM

I. "Community Voice" Comments (through town website) - Historic & Archaeological

[Karen Winton, \(TOK\)](#) - There are many historic and cultural resources within the Town. Summer Street was the first historic district established in the State of Maine in 1963. One of the most famous historic properties in Kennebunk is the Wedding Cake House, which is also the most photographed house in Maine. Kennebunk will need to develop strategies to preserve the cultural and historic heritage of the community while balancing the demand for growth and development. What cultural and/or historical resources are important to you? Do you think there are enough protections in place to preserve the historic, archaeological and cultural resources? Does you think the cemeteries in Town are adequately cared for? Where would you go to learn about the historic or archaeological resources of the Town? Do you think the Town should make changes to its historic districts? Dec 7, 2018

Discussion:

[KennebunkCitizen2012](#) - I am so glad that the Town is considering these topics as important to our growth and success. The Brick Store Museum is the town's historic society and cultural center; I would hope that citizens would consider visiting the museum to learn about our past. The museum needs better recognition for this. I think it has an important role to play in all of the goals outlined in Section 3H. Specifically, in Strategy 1B, for the town to increase educational programming about its history and culture resources, this can be through the museum. The only question is how to apply these plans, and whether the Town should consider partially supporting the museum as it is the town's archives and preservation center. Cemeteries statewide and nationally are struggling. The Town, perhaps, could create an ad-hoc planning committee that brings together the boards of each cemetery in town to discuss needs and strategy - not necessarily funding but at least a group to help plan and brace for the future. Dec 17, 2018 6:55 PM

[David Garriepy](#) - The issue I see, is the number of "for sales" signs on Summer Street. I fear these people are leaving because of high taxes and the cost of maintaining the houses. Understanding what these folks see as issues and finding creative ways to assist them might be a good start. Dec 25, 2018 12:22 P

[andrea roth kimmich](#) - truly WONDERFUL that we have the Historic Walking Tours as well as the BSM's History Hopper App to avail ourselves of, and direct others to, not to mention all the programming the BSM offers, and the work of KBK's land trust to preserve (historically) open spaces. Jan 5, 2019 7:38 PM

"Community Voice" Comments (through town website) – Marine Resources

[Karen Winton, \(TOK\)](#) - There are 27 commercial lobster boats registered for commercial moorings at the Kennebunk Harbor. Shellfish harvesting has been prohibited in Kennebunk since 2009 due to pollution concerns. Kennebunk has three beaches: Goochs, Middle and Mother's, that are open to the public. Have you ever utilized the Kennebunk or Mousam River for recreational purposes? Do you know where the public access locations are on the Mousam and Kennebunk River? Are the beaches accessible to the public? Do you think the Town is investing enough in protecting its marine resources? Dec 7, 2018

Discussion:

[Molly Hoadley](#) - Yes I use the rivers for recreation. We could develop the right-of-ways to improve access. I think the beaches are accessible. We should do what is needed to support the lobstering and fishing industry. Feb 1, 2019 3:28 PM

[Megan Bain](#) - a) The balance of commercial and recreational use of the harbor (including mooring use) is relatively appropriate. b) Something that can be done to retain commercial marine uses along the harbor is to make sure that the services they provide are kept as a high priority by the town. C) This issue of public access to the Kennebunk River is as follows: Bring the issue at a town meeting, Discuss the issue at the town meeting with the residents, Write up a draft of the plan on this issue, Residents are given the opportunity to provide their feedback, Provide another meeting to discuss the feedback on the draft of the plan, Feedback is implemented into a revised final copy of the plan, Final plan is voted on at a town meeting d)The town should preserve the monastery because it is a very significant and valuable open space along the Kennebunk River. The town should do this by making it a protected piece of land. Mar 26, 2019 1:35 PM

J. "Community Voice" Comments (through town website) – Sea Level Rise & Climate Change

[Karen Winton, \(TOK\)](#) - There are many concerns associated with rising global temperatures that are causing sea level rise; changes in storm intensity; and changes in animal habitat. Sea level rise and changes in storm intensity can lead to increased flooding and damaging wind that will negatively impact shoreline property and public infrastructure. Roads and evacuation routes will need to be evaluated along with potential capacity of existing storm water facilities. One of the more notable changes noticed is the more frequent splash over at the beaches. Would you favor short term modifications to address the effects of this (such as the elimination of parking in areas)? The US Global Climate Change Program (<https://www.globalchange.gov/>) suggest future impacts from intense storm activity and sea level rise will require various adaptation strategies. Do you favor the Town creating a task force to identify the potential impacts and strategies to address this? Dec 7, 2018

Discussion:

[jay kilbourn](#) - Thankfully, the Select Board embraced the Global Climate Initiative. They approved a volunteer effort to map the carbon footprint of Town Government. It is time to develop a local comprehensive Climate Action Plan and commit to implementation. A Climate Action Plan should help us: understand the current and probable future impacts and costs of climate change; develop an adaptation and mitigation plan and budget; and develop a plan to reduce our community's contribution to climate change (the carbon pollution footprint) to zero over several decades. Without targets for emissions reductions throughout our community, incentives for cleaner technologies, or other clear policies, climate action plans will not achieve real reductions in GHG emissions. Dec 8, 2018 10:50 AM

[jay kilbourn](#) - While the task may seem daunting, Many resources exist - Rocky Mountain Institute guide: <https://www.rmi.org/insight/the-carbon-free-city-handbook/> ; State of Maine Climate planning, mitigation and adaptation: <https://www.maine.gov/dep/sustainability/climate/index.html> ; https://www.maine.gov/dep/sustainability/climate/MainePreparesforClimateChange_2018.pdf ; Boston's Climate Action Plan: <https://www.boston.gov/departments/environment/climate-action-plan> We could tighten the energy efficiency standards of our building codes, help residents gain access to state, federal and local funding for improving the energy efficiency of homes and businesses; develop robust local education regarding energy conservation, upgrading to heat pump technology, continuing our encouragement of local solar power and include KLPD, Water and Sewer agencies in our planning. We experience negative impacts of climate change today. We must stop the bleeding and plan ahead in an economically sound manner. Dec 8, 2018 10:57 AM

[Bevan Davies](#) - These are all good points. I would go further in a significant way. Kennebunk should be a model city for all of Maine in terms of approaches to climate change. The generation of electric power should be completely carbon neutral by no later than 2040, possibly even sooner. There has already been a beginning, with the construction of a solar array in West Kennebunk. I would advocate for more electric vehicle charging stations in the Town, for starters. I would be in favor of greater help for residents needing upgrades to their homes. Dec 12, 2018 9:54 AM

[andrea roth kimmich](#) - yes, yes, and yes. Jan 5, 2019 7:14 PM

[Chris Osterrieder, \(TOK\)](#) - Very insightful comments. The Climate Change section is a new element to the Comprehensive Plan (<https://www.kennebunkmaine.us/DocumentCenter/View/8692/K-Climate-Change-and-Sea-Level-Rise->), though the issue has been relevant to the Town of Kennebunk for quite a period of time. There are many entities in Town concerned about this issue and continued focus on it is going to be an issue in the future. Thoughtful discussion is going to be important as policy initiatives are developed. Town Staff have been participating in a series of Workshops sponsored by the Wells Reserve entitled "Better Safe than Sorry". Many Southern Maine communities gather to hear from various experts and discuss approaches from different communities in developing strategies to focus on this topic. Promoting discussion of this topic as part of the Comprehensive Planning process and an ongoing basis is important and very helpful. Dec 8, 2018 6:15 PM

[Bevan Davies](#) - Solar power is beginning to make a real difference in Maine and New England. We need to keep building our solar power generating arrays and encouraging homeowners, through Energy Efficiency grants and initiatives, to install their own solar panels on their roofs. Dec 14, 2018 1:45 PM

[Beverly Lindgren](#) - Agree Jan 4, 2019 7:43 AM

[David Garriepy](#) - We have evacuation routes? Dec 25, 2018 11:29 AM

[David Garriepy](#) - There is a lot of information coming out of California where cities and towns are trying to build climate resiliency. Has the Comprehensive Planning Committee even looked at these initiatives to recommend benchmarks to the selectman and ultimately to the town? Dec 25, 2018 11:35 AM

[David Garriepy](#) - With the heavier rainfalls we have been experiencing, this town should develop a culvert and drainage plan. Storms are getting worst and this has been verified by climatologist. Dec 25, 2018 2:50 PM

[Beverly Lindgren](#) - Agree Jan 4, 2019 7:44 AM

[David Garriepy](#) - We have seen in the recent past some pretty substantial storms. Have we look at our codes to see if we needed to upgrade our building standards. For example, the October 2017 wind load, may have been

such as to require hurricane strapping on the roofs of new housing. Fairly inexpensive requirement to a new house that may save money in the future. My guess is there are a lot of these simple changes that should be required, inspected too, and will reduce liability cost in the future. I would also consider sprinkler systems for new housing, especially when we are compacting as many homes as we can into a fixed space. Dec 25, 2018 2:59 PM

[David Garriepy](#) - Data exist, and should be included in the Comprehensive Plan, regarding sea level rise. This data, and mitigation strategies should be incorporated into our building codes and our zone plans. Benchmarks should be suggested by the Comprehensive Planning Committee so the Selectman and the citizens can determine the cost/benefit to implement. Dec 25, 2018 3:02 PM

[David Garriepy](#) - Has the town conducted a Hazard Risk analysis with citizen input? Where is that data and shouldn't it be in the plan? Dec 25, 2018 3:03 PM

[Mainer19](#) - Everyone must do their part to combat global warming. I think it is possible that Beach Road could be underwater during the next 10 to 20 years - at least during high tide. The homeowners along beach road and further inland have had at least 20 years to prepare for this. Global warming is not new. I have no interest in paying higher taxes to fight a battle that can't be won without dramatic global change in human behavior. Mother Nature always wins. Humans need to adapt which means raising homes or moving them. Or we could do what Miami does, spend millions to pump the ocean back to sea. I'm not interested in paying for this. Dec 27, 2018 2:09 PM

[andrea roth kimmich](#) - here are 2 excellent resources shared with us in August at the Planet Talk on Sea Level Rise the Planetees (<www.SoMePlaneteers.org>) hosted at the Town Hall for those of you who missed it, both complete with interactive maps: From the Gulf of Maine Research Institute: https://gmri.org/news/blog/gulf-maine-explained-sea-level-rise?fbclid=IwAR3MybAd80c_-om6DAKBOg8HPA4F1pInFkidbbsNPdkqC1aGkhoQt9Q_tz4 & from the Union of Concerned Scientists, Underwater: <https://www.ucsusa.org/global-warming/global-warming-impacts/sea-level-rise-chronic-floods-and-us-coastal-real-estate-implications?fbclid=IwAR0PFR9nf7rTobf632J6eizCSCn1GgO6DaQaezrieDjcHfw1JFcktyeuop8#.XDFQJM9Kit9> Jan 5, 2019 7:48 PM

[Molly Hoadley](#) - Develop alternative energy sources. Encourage rooftop solar. Put solar on roof of school and other municipal buildings. Prepare for sea level rise. Do not allow the rebuilding of flooded homes or the building of new homes in threatened areas. Feb 1, 2019 2:45 PM

[Megan Bain](#) - Increase the towns use of renewable and alternative energy sources Identify public assets that are at risk from sea level rise See out materials that are made from recycled materials whenever feasible Review floodplain maps and highly vulnerable areas to sea level rise o See what can be done now to help these areas Include seal level rise and climate change into decisions regarding transportation improvements New development and zoning requirements need to take into account climate change Mar 26, 2019 1:32 PM

K. “Community Voice” Comments (through town website)- Land Use

[Karen Winton \(TOK\)](#) - Federal, State, municipal and quasi-public open space makes up 21.5% of the Town’s land area. Kennebunk will need to continue to develop land use ordinances that direct growth into desirable areas while balancing the open space needs of the community. Do you think there should be a cap on the amount of open space designated in Town? Many of the areas devoted to conservation have limited development opportunity (marshes, e.g) or are held by private organizations. Do you think the Town should have any input on the amount of area that is preserved? Are you familiar with the many conserved properties in the Town of Kennebunk? Dec 7, 2018

Discussion:

[Brenda Bryant](#) - Please do not extend the sewer into W. Kennebunk. This town is big enough. We should keep it as a village, and slow the growth. Take out one of the blinking lights Dec 10, 2018

[Chris Osterrieder, \(TOK\)](#) - Very good comments. I would recommend reviewing some of the other sections (Transportation, Utilities and Land Use Patterns) as they all contain information that will influence the development of Goals, Policies & Strategies that will in turn guide growth patterns. The rate of growth is difficult to restrain in a desirable community, but this concern is valuable for the Comprehensive Plan Committee to hear. I will be sure that this concern is shared with the Comprehensive Plan Committee. Dec 10, 2018 8:21 PM

[David Garriepy](#) - The plan does not address adequately the need to bring industry of some sort into Kennebunk. This would have an effect on all the utilities and the growth of town. What are the benchmarks other towns, similar to Kennebunk, have? What are the best of the best practices we can glean from these benchmarks? Dec 11, 2018 1:12 PM

[Mainer19](#) - First, I enjoyed reading about the demographics of Kennebunk. The biggest risk to Kennebunk is overdevelopment to a point where it can't be supported by the current infrastructure - meaning roads, public services and especially the Planning Department. Why set people up to fail when there is just too much work? It is ok to have a 6 month or 1 year moratorium on growth so that the town can catch up. We want smart growth not messy growth. My other concern would be that as boomers sell off their land to retire, there is economic pressure to subdivide as much as possible. Let's not turn Kennebunk into Old Orchard Beach. Dec 27, 2018 2:16 PM

[Lee](#) - I totally agree! Due to the terrible condo subdivision abutting our property and seeing all the subdivisions going up, it makes me want to move away because of the "build-it-they-will-come mentality". From that subdivision (Poet's Glenn) we now have a bright white (street) light glaring into our bedroom. I am awoken many times at 7:30 a.m because of the extremely loud noises from the builders. They have 'raped' the land - I wonder how much of the 'standing water' is now polluted and seeping into the wetlands ... does anyone from the planning board periodically check to make sure these developers are following the 'guidelines'? Please, please don't turn Kennebunk into a tacky eyesore. Many of our local roads are a disgrace. Can't go the beaches in the summer because parking is taken over by the tourists. Our taxes are now \$6,300/year for a 2400 sq.ft. ranch w/2 acres ... that's outrageous! There are many good things about our area and why we moved back here in 2012. Jan 6, 2019 1:29 PM

[Beverly Lindgren](#) - Spreading sewer costs over a greater number of people could have a positive impact on individual charges. Debt service is very high currently. Jan 4, 2019 6:40 AM

[Brenda Bryant](#) - I have a septic system . I do not want sewer. Jan 5, 2019 10:38 AM

[Beverly Lindgren](#) - Limit areas where dogs can be / go on beaches during summer months. Gross sit on beach where dogs have peed an hour or two earlier. Jan 4, 2019

[Nina O'Keefe](#) - I agree to this proposal. Ogunquit does not allow dogs on the beach during the summer. Jan 9, 2019 6:14 PM

[David Garriepy](#) - To a degree I'm in agreement with you considering the amount of seaweed (that dogs seemed to urinate a lot on and people don't clean up the poop either if it's on the seaweed, this I have witnessed). I'd like to review this after we address the seaweed issue and see if we have tangible results. An intermediate step is to have the police "walking" a beach beat, and aggressively enforcing the rules. Jan 17, 2019 5:38 PM

[Molly Hoadley](#) - Our current time limits seems to work well. Feb 1, 2019 3:18 PM

[David Garriepy](#) - Let's face it, growth should not exceed town resources (water, sewer, electricity, plowing, etc). A moratorium on further development should be in place until a comprehensive review is completed and a growth plan created considering all the utility and other practical constraints. Jan 17, 2019 4:34 PM

[David Garriepy](#) - Land use in each of the three districts should be tied to economic center of the district, the flavor of the district, and the desire of the people of the district. At all times, the town should enforce environmental rules with regards to wet lands, marshes, beaches etc. regardless of who owns the property. In addition, a comprehensive Climate Change consideration needs to be done to make sure we minimize damages from the hotter summers, the wetter falls that come with some unusually larger storms. Jan 17, 2019 5:43 PM

[Michael Green](#) - I love the idea of a moratorium but I suspect that that development equals revenue for the town, so it's unlikely that will happen. Jan 29, 2019 4:03 PM

[David Garriepy](#) - Your point is well taken. I believe we are going to have a moratorium or a slow down in growth because all of the utility services will not have capacity, requiring expedited upgrades that will cost us more than stopping now for a couple of years and figuring this out. Revenue from building permits is not a large percentage of the town revenue. There is still plenty of work for the code people to do during the moratorium that might actually create a safer community. Jan 29, 2019 7:32 PM

[Michael Green](#) - <https://www.seacoastonline.com/news/20190124/selectmen-approve-sale-of-former-rest-area> Moratorium is over! The selectmen have spoken! Here's are two quote from the article: The Select Board took up two proposals for the sale of the rest area property on Route 1 South at Tuesday's board meeting, voting to accept the proposal submitted by Following Seas, LLC for a 12-unit residential memory care facility. Morin said the board was in agreement "that this property needs to be sold and developed in a way that supports the demographics, desires and best interests of the community. We are confident that this will follow suit." Jan 30, 2019 1:47 PM

[Michael Green](#) - I believe the key phrase in the second quote is "supports the demographics, desires and best interests of the community". Missing is the definition of "community": Kennebunk's aging and wealthy population. Thank goodness that the selectmen have finally address the needs of these lucky 12 residents. The Select Board are a subset of the demographic make up of this town, yet to me their decisions skew to their age group. How does a town like Kennebunk retain their identity while re-inventing who we are? They aren't doing it and maybe it doesn't matter but to me it feels like we are digging deeper into a hole we are already struggling to get out of. Jan 30, 2019 1:57 PM

[Molly Hoadley](#)

I think our open space is very important to the quality of our town. The Hope Woods are so important to the quality of my life. Wonderbrook park needs some attention like signage and improved paths. Feb 1, 2019 3:23 PM

[AlexM](#)

Mar 22, 2019

Preserve Registered Significant Vernal Pools. Do not permit building on significant vernal pool sites. Vernal pools provide foodstuff for migratory birds. If we create just one job in the leisure/hospitality industry (i.e. bird watchers), the increase in local income is likely to add \$96,000 annually to local income.

L. "Community Voice" Comments (through town website)- Fiscal Resources & Capital Improvement Plan

[Karen Winton, \(TOK\)](#) - Do you believe a user fee based program such as Pay As You Throw (PAYT) can be equitable? Do you support the use of impact fees to offset some of the costs of development? Do you think it is acceptable for the Town to continue to borrow money (incur debt) to fund capital improvement projects (road construction, shoreline improvements)? The Town currently has a Bicycle Impact Fee and a West Kennebunk Fire Station Impact Fee which is applied to construction projects. Are there any other types of impact fees you would support? Should the Town explore more user fee based programs? Dec 7, 2018

Discussion:

[Lionel Menard](#) - User fees are more equitable than no user fees. Why should people who use less services pay more, when other people use or abuse services? Dec 11, 2018 7:13 AM

[Michael Green](#) - How far are we going to take the "user fee based program" fees? I don't have kids so I'd argue that I should not pay for the schools. Taxes go up every year so why more fee based programs? This just feels like another money grab by the town. At my job I am asked to keep my budget the same every year and I don't see why this town can't be run similarly. To be fair the residents who continually approve the tax increases are equally to blame. Dec 11, 2018 11:37 AM

[David Garriepy](#) - First, I would argue that a good school system maintains property taxes. The problem I have is the attitude we must pay for increase school cost because it's for the kids. I suggest, we pay only the average cost of sending a child to school as determined by the State of Maine. Then if parents want to send their kids to

a RSU21 school, so be it, they pay the difference. If want to call this a voucher program, I'm okay with that. I call it a compromise to maintain the schools. Dec 11, 2018 12:50 PM

[David Garriepy](#) - The Comprehensive Plan doesn't give a strategy or timeline for succession planning for the one financial director we have. Dec 11, 2018 12:52 PM

[David Garriepy](#) - Capital cost should have valid reasons for the expenditure. How many times do we buy a new police car because it's "unsafe" and place that "unsafe" vehicle into services as a fleet car. That argument is a fallacy. The cars, no matter where they are need to be inspected yearly. The plan should incorporate immediately a Fleet Manager whose job is to reduce the cost of Kennebunk's entire fleet (PWD, FD, PD, etc). Dec 11, 2018 12:55 PM

[David Garriepy](#) - What is the Planning Committee objective for sustained industrial, retail, service industry growth for Lower Village, West Kennebunk and the center of Kennebunk? What I didn't see was a set of benchmarks, objectives that capitalize on each uniqueness. Dec 14, 2018 9:29 AM

[David Garriepy](#) - On November 18th the Washington Post had a story on school security. The upshot of this story, is why we are spending money on some of the resources officers in the schools. These officers are totally funded by the taxpayer. Add the equipment (ie. \$75k for new police cars) and replacement for these officers, one really needs to think whether or not they are really required. On Dec 12th, NPR reported a police shortage. My guess is as the town grows these resource officers would serve the community better doing community policing versus being in a school. There maybe alternative solutions to school security at a lesser cost. Dec 14, 2018 11:03 AM

[Brenda Robinson](#) - This is a valid comment. RSU 21 decided that resource officers were needed in all schools. The research doesn't support this added personnel or cost. In addition, RSU 21 didn't ask the voters for input. The Board added approximately \$500,000 based on an emotional heart tug. Doing this against common knowledge conveys to students that they are not safe at school - or it conveys a false sense of safety. One school safety officer cannot increase safety in any measurable amount. Let's cut out the emotional decisions and use common sense and research data to make decisions. Dec 14, 2018 12:46 PM

[JP Lyons](#) - We voted on the RSU 21 budget that added the SROs. I agree that our SRO investment should be studied in the coming years to measure the true costs and benefits for our town. But, I strongly support the current SRO initiative in our community. The community members that asked for added SROs did it after seeking input from our local police and administrators as to the best next steps for increasing school security. SROs are community policing at its best because the officers get to know kids and their families. In a community that already expands their police force in the summer, SROs make even more sense because you save on hiring and training summer officers. I believe SROs also show that our three towns could operate as a single police department, which is an initiative that could lower cost. Feb 6, 2019 3:08 PM

[Mainer19](#) - Does Kennebunk do a comparative analysis of itself against other similar Maine communities, e.g. Falmouth, Cumberland, Cape Elizabeth? If not it should. I can't get over how expensive it is to live here when you combine the user fees with the taxes. I'm happy to do one for you as long as you agree to publish it once it is vetted....free of charge. Dec 27, 2018 2:00 PM

[Betsy Smith](#) - Apples-to-apples comparisons are very difficult. Some towns have sewer, trash, water and schools embedded in their municipal budgets and their balance sheets. Kennebunk is served by quasi independent water and sewer entities (expenses and debt not incorporated in the municipal budget) and its school debt is also not consolidated in the municipal balance sheet versus, say, Wells. The water and sewer entities serve several towns and are not easily pro-rated by town. It's a very worthwhile exercise but a challenging one - there is a cursory attempt at such a comparison in the Comp Plan draft discussion of Fiscal Resources. Jan 29, 2019 3:43 PM

[Mainer19](#) - Forgot to respond to the question about impact fees on developers. Absolutely yes. It's only fair as long as these fees reflect the actual projected impact vs. something symbolic that ends up being meaningless. Dec 27, 2018 2:54 PM

[Molly Hoadley](#) - I support an impact fee. Feb 1, 2019 2:41 PM

Public Comments December 2021

George Harrington, representing Hope Woods

1. Page 3-Suggest mentioning “Upper Square” in the paragraph beginning “Residents value the “small – town charm...” in the fourth line to read as follow “...the village structure of Upper Square, Downtown...”.
2. Page 5-Suggest adding the Unitarian Universalist First Parish Church and Hope Cemetery to the other members of Upper Square listed at the end of the first paragraph at the top of Page 5 to read as follow “...Town Hall, Kennebunk Free Library, the Brick Store Museum, the Unitarian-Universalist First Parish Church, and Hope Cemetery.”
3. Page 20-Suggest redoing last sentence at top of Page 20 that begins “The American Legion...” to read as follows: “The Town does provide funds for flags which the American Legion places on all veterans graves... etc”.
4. Page 20-Suggest rewording the last sentence in the first full paragraph at the top of the Page by deleting a portion of the next to last sentence that reads “...handicapped accessible portions...” to read instead “Universally Accessible Trail”.
5. Page 81-The information in the first paragraph on this Page entitled “Kennebunk Land Trust” is confusing as it mistakenly implies that the trails in Hope Woods are part of the Land Trust trail system. The Kennebunk Land Trust does not manage nor take care of these trails. The Friends of Hope Cemetery & Woods is an independent charitable corporation which manages these trails for Hope Cemetery Corporation, the owner of this property. Suggest deleting the entire sentence in this first paragraph beginning “In 2018, the Land Trust and the Friends of Hope Cemetery...” Suggest inserting a new paragraph after the list of the Kennebunk Land Trust parcels to read as follows: Title of paragraph: Hope Wood Trails. Content: In 2018, the Friends of Hope Cemetery & Woods created a “Conservation Initiative” in partnership with the Kennebunk Land Trust to raise the funds necessary to preserve and protect a 72 acre portion of Hope Cemetery property in the middle of Kennebunk with a permanent conservation easement held by the Kennebunk Land Trust. This effort was successful, including generous support from the Town. In 2020, the friends of Hope Cemetery & Woods began the installation of a Universally Accessible Trail through the woods. This Trail was successfully completed in the spring of 2021. Maps and information about the trail and activities in the woods-such as guided trail walks-are available at the information kiosk at the trailhead and at the website: www.hopcecemeterykennebunk.com (NOTE: It is not clear if the map references to the Hope Woods Trail are for the most recent map showing the Universally Accessible Trail. Please advise)
6. Page 82-The information on this Page in the first paragraph under the header “Paths and Trails” is confusing as it mistakenly implies that the Hope Wood Trails is a Kennebunk Land Trust property. Suggest deleting the entire sentence that begins” Hope Woods features a handicapped accessible trail” and inserting a new bullet point as follows: Hope Woods has over 2 miles of trails including a 0.8 mile long Universally Accessible trail. A section of these trails go through Town owned property known as Wiggins Pond-a former ice pond. Dogs are allowed on these trails under voice command or leash. For more information please visit the website: www.hopcecemeterykennebunk.com (NOTE: As mentioned above, it is not clear if the map references to the Hope Woods trails are for the most recent map showing the Universally Accessible Trail. Please advise).
7. Page 148-Suggest adding “The Trails at Hope Woods” to the list of “Outdoor Recreational Assets” at the end of the first paragraph to read as follows “...Kennebunk Land Trust properties, the Trails at Hope Woods, including a Universally Accessible Trail, and a multitude ...”.
8. Page 152-Suggest including the Unitarian-Universalist First Parish Church and Hope Cemetery to the organizations listed under the heading “Upper Square” as follows: “...the Brick Store Museum, the Kennebunk Free Library, the Unitarian-Universalist First Parish Church, and Hope Cemetery are located within this nearly-built-out District”.

Sarah Stanley, representing Kennebunk Land Trust

- The Kennebunk Plains/Kennebunk Wildlife Management Area is owned and managed by the Maine Department of Inland Fisheries & Wildlife and The Nature Conservancy, not KLT. KLT was one of the original partners to raise funds to protect this land but its currently owned and managed by TNC and MDIFW. Those minor edits are needed on page 44 and page 81.
- Within the tables on page 88, KLT is listed with Eastern Trail, Rachel Carson, and others. The table mentions use of motorized vehicles. KLT does not allow motorized vehicles on any properties and I don't think the other organizations listed allow motorized vehicles either. The committee may want to remove the term motorized vehicles in the table on page 88.

Kennebunk Free Library

Suggested change to description of services provided by the Library: Currently the library provides e-books and e-audiobooks through OverDrive and CloudLibrary, movie streaming through Kanopy, and databases through Digital Maine Library.

Energy Efficiency Committee

* **Water Resources:** I would urge a change to *short or medium* term to address septic pollution (rather than the current 'long term' timeline).

***Transportation:** There is only passing reference to passenger rail ~ arguably a key element in cutting emissions pollution from cars, buses, etc.

***Public Facilities & Services:** Curbside composting ~ which is mentioned here as 'a thing' ~ is no longer in operation. Patti Sass Perry and Tony Dater (EEAC) are both working on a more comprehensive effort to incorporate composting into the Town's efforts to address getting 'wet garbage' out of the trash stream. Mike Pardue has been contacted.

***Utilities:** To my knowledge, the EEAC has not (ever?) met with the parties listed to review cost of utilities for Town residents. This, however, would be a good idea to include if we can get it to happen.

***Climate Chapter:** Pg. 131; The Town signed on to the Global Covenant of Mayors in 2018, NOT 2014. Prior to 2018, it appears that the Town just endorsed or agreed to the concept of addressing climate change through what was then called the Mayor's Climate Initiative, or something similar. The two are not the same, in that the 2018 effort came with a 3-year commitment document which the Town signed ~ agreeing to a Greenhouse Gas Emissions Inventory (completed late summer of 2020), and then one year of developing a climate action plan (which has not happened) and a final year of implementation (which would follow the climate action plan). Just fyi.....

Public Hearing Comments – 12/1/21

1. Would like synthetic fertilizer, insecticide and pesticide use banned in town; cites Ogunquit which banned these; notes the toxicity, danger to children, fisheries, birds, insects
2. Pg 107 – re school enrollment. Says enrollment is declining and that 80% of town funds dedicated to schools. Pg 121 – Fiscal policy – notes that real estate taxes are not based on family income and those on fixed incomes are being squeezed as taxes increase. Concerned taxes are the primary funding mechanism for town and notes high debt obligation. “Silver tsunami” of increased number of seniors impacted.
3. Wetlands – says designation in Plan of them as “crown jewels” should be applied only to the Lake Brook corridor, which is under tremendous development pressure. Notes that the wetlands setback is just 25’ in the Lower Village Business District and this should be increased to provide better protection.
4. Nothing in place currently to clean up the rivers
5. Is there a plan in place on the town level other than relying on Kennebunk Land Trust to protect/preserve natural resources
6. Re earlier comment about declining school enrollment: notes the 10 year population increase prediction shown in Plan. Feels new opportunities for people to work remotely will attract people with kids to live here. Wants town to be “intentional” about type of people we attract.

7. Question whether all previous public comments were recorded in the Plan
8. Question about impact of short term rentals on the availability of affordable rentals for longer term use
9. State rep C. Babbidge: Noted that earlier plans resulted in increasing the safety of children, bikes, pedestrians, seniors by increasing sidewalks, and cited importance of continuing to extend them especially for the high percentage of seniors living here. Notes that Cape Elizabeth has good signage to alert people to presence of kids/bikes/seniors. Notes plan calls for aspiration to providing 10% of housing in affordable range, wonders how to achieve that as well as more smaller homes for those who are downsizing. Stated that SMPDC has 2 new grants, one for coastal resilience, but didn't see that Kennebunk was included.
10. New resident asked how town disseminates information to residents – she has been relying on Facebook; are there other ways the Town gets info out
11. Kennebunk Land Trust board chair wanted to ensure everyone was aware the Trust's executive director, who worked closely with the town, recently departed for a new job at the national level. Said previous comments indicated to her there was strong public support for the Land Trust's mission to protect natural resources.
12. Question about why the shellfish beds are closed and if a strategy should be included to get them back on line by a certain time
13. Concern about river contamination, and lack of plan to certify septic system cleanouts and functionality, which is a factor impacting water quality
14. Question about Mousam River dams with note that other towns have installed fish ladders; will the town take a stand on the dams to influence future status
15. Merton Brown noted that the last clamming license was issued in 2006 and wondered if we could address more thoroughly the reasons why clamming has ceased

Appendix B. Historic Site and Cemetery GPS Coordinates

Provided by Kathy Ostrander Roberts, Town Historian – 11.14.2021

Historic Site GPS Coordinates:

1. Landing Shipyards: Titcomb, Bourne, Gilpatrick, Kingsbury along the Kennebunk River banks at the Landing. Propose 100 feet from River bank.
2. Kimball Garrison: Ross Road. Two sites 43 24'18.09"N 70 32'30.33"W and 43 24'17.58" N 70 32'38.94"W
3. Cat Mill: 43 24'23.72" N 70 35'06.61"W
4. Sayward Mill: 43 23'13.06" N 70 32'45.58"W
5. Wallingford Farm: 43 22'57.91" N 70 32'44.23"W
6. Larrabee Garrison Site: 43 22'03.53"N 70 31.42.99" W
7. Durrell's Bridge 43 22'42.48" N 70 30'19.09" W
8. Butland Shipyard 43 21'46.49"N 70 31'28.75" W
9. Mitchell Garrison 43 21'24.9"N 70 28'43.97"W Plus Monastery grounds (Indigenous Tribes)
10. Kennebunk River banks 100 feet – indigenous peoples
11. Gooches Creek: Native American site 43 21'03.27" N 70 28'43.37" W and 43 21'02.34" N 70 28'48.26"W
12. Harding Ferry 43 20'56.74" N 70 28'28.92" W
13. Titcomb Garrison: 43 22' 25.61" N 70 30;14.77" W
14. Shipwreck Site: Kennebunk River (refer to State historic site map)
15. National Register historic District of Kennebunk
16. Previously enslaved persons of color community: Coordinates not ready for public consumption while surveys are ongoing.
17. Second Parish original site:
18. Blueberry Plains Indigenous site (refer to State Historic site Map)
19. C1640 Grant 43 21' 01.97"N 70 31'13.67" W
20. 73 Kennebunk Cemeteries as plotted by GPS in 2021 by K Ostrander Roberts (separate document)
21. Moses Littlefield site: 43 23'42.40" N 70 34'07.84" W

Cemetery GPS Coordinates

	CEMETERY NAME	GPS COORDINATE	VETERAN	VISUAL LOCATION	MAP	LOT
1	Buck	43 26' 28.64" N 70 36' 57.46" W	No	Knight Farm Road 2 Graves surrounded by granite markers	Map 3	Lot 6
2	Butland, Nathaniel	43 22' 01.61" N 70 31' 29.95" W	Civil War	Constitution Lane	Map 71	Lot 16
3	Butland, Samuel	43 21' 44.89" N	Revolution	Off Bridal Path River side	Map 68	Lot 1

		70 31' 26.78" W			
4	Chapman/Gooch	43 21' 29.66" N 70 30' 30.51" W	Civil War	Corner of Sea Rd & Madaket Lane	Map 72. 99. Lot 999
5	Cole	43 26' 21.42" N 70 37' 11.63" W	Revolution	Right side of Cole Road at corner of Gardener's way on a knoll	Map 3 Lot 18
6	Cousens, Amos	43 25' 10.4" N 70 37' 23.11" W	NO	One stone can be read others are too faded. Amos Cousens died 8.15.1819	Map 4 Lot 82
7	Cousens, Nathaniel	43 23' 32.02" N 70 34' 52.89" W	Revolution	Not verified with stones or a body Written Histories Bourne and Remich	Map 54 Lot 4
8	Day	43 27' 16.49" N 70 35' 53.94" W	No	4 Hawk Hill Lane Mary Zachary-Lang house	Map 2 Lot 24
9	Day	43 23' 27.24" N 70 36' 06.87" W		302 Maguire Road	Map 11 Lot 39
10	Desper	43 25' 14.12" N 70 36' 43.13" W	No	Memorial Tablet – NO BODY HERE	Map 3 Lot 115
11	Drown, Moses	43 21' 23.99" N 70 30' 23.36" W	Revolution	Side Lawn of 186 Sea Road	Map 72 Lot 100
12	Drown, Oliver	43 21' 21.51" N 70 30' 16.57" W	Unknown	In woods across from 5 Pebble Lane	Map 76 Lot 97
13	Dutch	43 26' 5".30" N 70 37' 28.52" W	Civil War	210 Cole Road surrounded by granite posts	Map 3 Lot 29
14	English	43 20' 59.45" N 70 30' 18.29" W		Behind 225 Sea Road near tennis court	Map 95 Lot 2
15	Evergreen	43 22' 23.22" N 70 30' 18.85" W	Yes	At the Landing, Rt 35 Kennebunk	Map 80 Lot 49
16	Fidler	43 21' 26.99" N 70 28' 46.65" W	Unknown Bodies & some stones remain. Size delineated in deed research	Behind 1 Doanes Wharf Road. Large, behind stone wall. Two stones left. Once known as Village Cemetery.	Map 88 Lot 66
17	Fletcher Street	43 23' 53.93" N 70 33' 7.36" W	Unknown	No Stones	Town owned Map 43 Lot 24
18	Frasher	43 21' 51.80" N 70 31' 11.13" W	No	Rachel Carson Land off Sea Road in woods behind 119 Sea Road on edge of embankment 2 headstones. 2 bodies.	Map 71 Lot 71
19	Furbish	43 21' 04.82" N 70 30' 29.4" W	Unknown	Yard of 103 Sea Road, corner of Oceanview. No stones remain Town Owned	Map 73 Lot 25
20	Gendron	43 25' 49.77" N 70 34' 21.99" W	Unknown	8 Taylor Lane	Map 30 Lot 67
21	Gilpatrick	43 24' 23.95" N 70 35' 15.48" W	Yes CW & Revolution	Off Holland Road behind the Animal Welfare Society In the woods	Map 17 Lot 47

22	Gooch	43 21' 01.88" N 70 28' 32.85" W	Unknown Marble gravestones and fieldstone markers	Off Arundel Way at point on Kennebunk River	Map 98 Lot 5
23	Goodwin, Paul Susanna (Jaceps) Goodwin	43 23' 13.35 N 70 33' 32.50 W	Rev War	Fieldstone markers (only) destroyed by logging. 89 High Street at edge of forest behind the home.	Map 58 Lot 1
24	Hatch	43 24' 06.54" N 70 35' 04.81" W		Intersection of Cat Mousam, and Webber Hill Rd.	Map 15 Lot 9
25	Hatch & OZOR	43 23' 31.97" N 70 23' 52.88" W	Unknown	Hatch Family with at least one African American. 150 Whitten Road	Map 15 Lot 62
26	Home Cemetery	43 21' 48.60" N 70 29' 26.91" W	Civil War	Lower Village	Map 89 Lot 59
27	Hope Cemetery	43 23' 27.7" N 70 32' 16.52" W	Yes	Kennebunk upper square	Map 46 Lot 11
28	Junkins	43 25' 46.12" N 70 37' 243.78" W		Behind 122 Cole Road	Map 3 Lot 99
29	Kimball	43 26' 39.08 N 70 34' 7.47" W	Rev and Civil War	End of Kimball Lane	Map 31 Lot 1
30	Kimbal, (Jamin Smith)	43 26' 52.38" N 70 35' 32.85" W	No	Behind Free Will Baptist Church 807 Alewife Road	Map 2 Lot 37
31	Larrabee	43 22' 2.81" N 70 31' 43.17" W	Revolution & Indian Wars	Off Bridal path near Larrabee Garrison Monument	Map 73 Lot 23
32	Larrabee	43 25' 03.52" N 70 34' 07.47" W Because the stones have been removed from beside the river and hidden beneath plywood elsewhere in the yard, the GPS reflects where bodies would be located and not where stones are. Stones are located at: 43 25 1 N 70 32 22 W	Yes	258 Emmons Road Owner has removed stones from beside the river to another part of his yard and covered with plywood. All headstones badly broken	Map 32 Lot 3
33	Littlefield, Samuel	43 24' 03.25" N 70 34 28.42" W	Revolution	Behind 389 Cat Mousam. Large cemetery. No stones standing except the ones that are	Map 15 Lot 15

		Large Cemetery. Early fieldstone markers closer to the ravine and later carved stones (lying flat on ground). Several generations.		ancient fieldstone markers on edge of ravine	
34	Littlefield	43 26' 5.66" N 70 37' 28.37" W		210 Cole Road	Map 3 Lot 29
35	Littlefield	43 21' 35.26" N 70 28' 46.01" W	No 3 or four stones	Behind 12 Western Avenue	Map 88 Lot 16
36	Littlefield, Moses	43 23' 44.74" N 70 3' 4 05.91" W	Revolution	Part of Cemetery blown up when turnpike widened One Stone at Brick Store Museum	Map 15 Lot 39
37	Mitchell	43 24' 17.80" N 70 34' 22.38" W Bodies still here, not in any other cemetery.	Unknown	West Kennebunk Stones thrown over bank. Bases of stones remain, granite corner posts in woods between 10 and 16 Maple Ave	Map 21 Lot 98
38	Mitchell	43 21' 21.81" N 70 28' 43.88" W Image of cemetery Exists while monastery was under construction as a residence	Revolution	On Monastery grounds to the right of the entrance on a knoll. No stones remain. No stones of John Mitchell Family in other cemeteries either.	Map 88 Lot 79
39	Mitchell / Hatch	43 22' 57.92" N 70 34' 29.00" W		Side of the Turnpike Right side of High Street Overpass	Map 28 Lot 5
40	Mount Pleasant	43 22' 41.97" N 70 32' 51.42" W	Yes	York Street	Map 59 Lot 31
41	Pine Grove	43 24' 35.85" N 70 34' 32.85" W	Yes	West Kennebunk behind Masonic Hall	Map 21 Lot 14
42	Poor Farm	43 23' 3.52" N 70 33' 4.6" W	Yes	Behind 4 Cat Mousam	Map 54 Lot 36
43	Previously Enslaved Persons of Color	43 22' 52.33" N 70 33' 26.50" W	Yes Revolution	Not yet verified. One pink granite marker. Archaeology survey in progress	Map 58 Lo 12
44	Reading	43 24' 7.59" N 70 36' 34.33" W		Wilderness Way. Right side. (No body, cremated) Memorial only According to step son.	Map 13 Lot 12
45	Rideout	43 25' 52.23" N 70 37' 23.98" W	Civil War	In woods on a knoll. Slate stones many broken	Map 3 Lot 39
46	Robinson	43 21' 28.09" N 70 30' 32.96" W	Unknown	Sometimes called "The Witches Grave"	Map 72 Lot 29 999
47	Ross	43 26' 6.37" N 70 34' 29.24" W	No	Just past 524 Alewife on same side of road on knoll.	Map 30 Lot 48

48	Ross	43 24' 19.34" N 70 32' 22.85" W		No stones Corner of Ross and Emmons Road 55 Ross Road One stone moved to Hope but body?	Map 34 Lot 54
49	Sands / Littlefield	43 26' 41.15" N 70 36' 51.26" W	Yes	Cole Road in Meadow across from 390 Cole Rd	Map 2 Lot 74
50	Shackley	43 24' 23.35 N 70 32' 28.70" W		Ross Road	Map 34 Lot 1
51	Shackley	43 25' 3.37" N 70 32' .07" W	Revolution	2 Stones	Map 33 Lot 1
52	Smith, James	43 25' 53.97" N 70 35' 52.29" W		12 Russell Farm Road	Map 30 Lot 22
53	Stevens, Joel	43 24' 6.78" N 70 34' 47.78" W	Revolution	In woods at edge of field behind 445 Cat Mousam Road	Map 15 Lot 12
54	Stone	43 27' 10.2" N 70 36' 9.51" W	Unknown	Clump of trees in meadow near the starfield observatory	Map 2 Lot 24
55	Stuart	43' 23 43.46" N 70 36' 23.48" W	No	73 Wakefield Road	Map 13 Lot 39
56	Taylor	43 25' 15.87 N 70 36 48.33" W	No	Corner of Verdent Way and Route 35. Headstone bases remain. Map can be found at Brick Store Museum	Map 4 Lot 153
57	Taylor	43 25' 59.34" N 70 34' 09.42" W	Revolution	Across street from 472 Alewife Road	Map 30 Lot 21
58	Taylor	43 26' 51.68" N 70 35' 36.68" W		Across from Freewill Church Alewife Road	Map 2 Lot 99
59	Thompson, James	43 25' 14.82" N 70 34' 10.34" W	No	Behind 3 Higgins Drive in Kennebunk	Map 30 Lot 141
60	Thompson	43 25' 20.11" N 70 34' 8.75" W	Rev & CW	Off Truman's Field Rd Overgrown. Marble monuments & Fieldstone markers too Enclosed with granite corner posts	Map 30 Lot 121
61	Thompson	43 24' 59.79" N 70 36' 24.50" W	No	Behind 502 Alfred Road	Map 3 Lot 121
62	Titcomb	43 27' 2.11" N 70 35' 58.62 W	No	Off driveway left side of 894 Alewife Rd	Map 2 Lot 75
63	Towne	43 22' 3.83" N 70 29' 24.67 W	No	River Locks Road	Map 83 Lot 45
64	Treadwell	43 25' 00.80" N 70 36 18.48" W	Yes	Right side of Alfred Road. Eyewitness reports indicate this cemetery extends underneath route 35	Map 3 Lot 88
65	Unitarian churchyard	43 23' 17.55" N 70 32' 13.89" W	Yes	Beside the UU Church	Map 46 Lot 24

66	Unknown Sailors	43 20' 50.50" N 70 30' 10.6" W	No	Fieldstone headstones stone wall on Sea Road Directly across from entrance to High Seas condos @ 241 Sea Rd	Map 95 Lot 35
67	Wakefield	43 23' 26.73" N 70 36' 07.33" W		302 Maguire Rd	Map 11 Lot 39
68	Wakefield	43 23' 40.07" N 70 36' 24.21" W		85 Wakefield Road	Map 13 Lot 40
69	Walker	43 26' 11.80" N 70 34' 44.86" W	Yes	Across street from 584 Alewife road	No Map No Page given on town GIS Mapping
70	Walker / Emmons	43 25' 47.95" N 70 33' 42.01 W	Yes	7 Russell Farm Road	Map 30 Lot 33
71	Waterhouse	43 25' 33.74" N 70 34' 32.34" W	Revolution	End of Truman Littlefield Road on left side of meadow in clump of trees	Map 24 Lot 1
72	Webber	43 24' 09.70" N 70 36' 38.49" W	Revolution	Wilderness Way Left Side	Map 13 Lot 7
73	Zahares	43 25' 09.85" N 70 33' 55.41" W			Map 30 Lot 107