



TOWN OF GRAY
GRAY TOWN COUNCIL WORKSHOP
AGENDA • MAY 14, 2024

**Gray Town
Council Workshop**

Town Council Chambers
24 Main Street, Gray, ME 04039
Microsoft Teams: <https://graymaine.link/TC-Workshop>
Phone 469-708-0487 / Meeting ID: 173 313 842#

6:00 PM

CALL to ORDER

Roll Call

WORKSHOP 6:00 PM - 8:00 PM

Overview of New Zoning Implementation Process

Compilation of Base Maps and Development Constraints Maps

Presentation of First Initially proposed New Zoning Map

Input from Town Council and Committee Members

Summary of Next Steps

ADJOURNMENT

** The Town of Gray is an equal opportunity employer and complies with all applicable equal access to public accommodations law. If you are planning to attend a Town Council or Town committee or board meeting and need assistance with a physical disability, please contact the Town Manager's office at least 48 hours in advance of the meeting to have the Town assist you. 657-3339. TTY 657-3931.*

May 16, 2024

TO: Interested parties
FROM: Doug Webster, Planning Department Director
RE: Notes from 5-14-24 Town Council Workshop
First draft of implementing zoning from Comp Plan

The Town Council (TC) workshop that was held this past Tuesday 5-14-24 was initially proposed to be held on 2-22-24 as well as 4-2-24. The meeting needed to be postponed from these two previously scheduled dates and was held this past Tuesday, 5-14-24.

The packet that was distributed at the 5-14-24 meeting contained 10 pages:

- Page 1 is the agenda
- Page 2 is a list of abbreviations
- Page 3 is the future land use (FLU) map from the Comprehensive Plan
- Page 4 is a compilation map showing existing zoning and the FLU areas
- Page 5 is a legend/key for the various development constraint layers
- Page 6 is a summary of the initially proposed zoning district characteristics
- Page 7 to 10 is an excerpt from the Comp Plan summary

The Comprehensive Plan (Comp Plan) is available for viewing on the town's website. The 32-page summary is arguably the most relevant portion. Part of this summary (pages 22 to 26) is the future land use plan which includes the Future Land Use Map (FLU). The Comp Plan was approved by a town meeting vote in November of 2020 and subsequently formally adopted by the Town Council.

The FLU map (page 3 of handout) and accompanying text (pages 7 to 10 of handout) is the basic blueprint for drafting the new zoning. The overarching purpose of creating a new zoning map is to establish zoning districts that are in line with the FLU plan in the currently adopted Comp Plan.

The Town Manager and the Town Council asked me to compile a first draft of a proposed new zoning map predicated on the FLU guidance in the Comp Plan. The overall plan was for me to focus on the more peripheral areas of town that are predominantly residential. The inner village growth area is currently the focus of the town's Village Transformation Project (VTP). The Council is working with consultants and the Maine Department of Transportation on the VTP.

The objective is to keep forward progress on both the outer periphery and the village at the same time. Once there is consensus of the outer periphery and the village, the vision is that this will provide guidance for the transition areas that are shown on the FLU map and accompanying description.

The 5-14-24 workshop was the very first initial presentation to the Council. The Council understandably asked members of the Open Space Committee, Ordinance Advisory Committee, and Planning Board to attend the Council workshop. The workshop was well attended and there was representation from all committees that were requested to attend.

Working with a geographic information system (GIS) mapping consultant, we used existing databases and computer mapping to identify development constraints to help guide where new zoning district

boundaries are proposed. As much as practicable, property lines were also used to delineate proposed zoning districts, as this helps streamline the administration of zoning if the parcel is developed.

At the 5-14-24 TC workshop, which is available for viewing on the town's website, I began with an overview of the existing current zoning, then the FLU map (page 3 of handout), followed by the compilation map (page 4 of handout). I discussed the importance of adhering to the FLU map in the Comp Plan as the basic blueprint for the proposed new zoning, as this is the document that was endorsed by both the residents and the Council.

I then outlined the steps that were taken to compile the base map. We included the boundaries of the FLU polygons and included the town boundary, roads, surface waters, and parcel lines.

The next step was to show how the development constraint map was created. Based on existing available data sources, the four basic layers are as follows:

Wetlands: open (darker green lines) and forested (lighter green lines)

Poorly drained soils: Very poorly drained (darker brown lines) and poorly drained (lighter)

Slopes: 10% to 15% (lighter pinkish grid lines) and 15%+ (darker red grid lines)

MeDEP/IF & W protected areas: Known vernal pools (circles) and important habitat

After viewing the various development constraint layers, we then started with the base map and added the proposed zoning districts one by one; Rural Conservation (RC-green), Rural & Agricultural (RA-pink), Rural Residential (RR-orange), and Residential (R-yellow). The base map enables viewers to see where the respective proposed districts are in relation to the FLU polygons. There were several elements considered when drafting the proposed district boundaries/lines on the draft zoning map including the FLU map, development constraints, property lines, existing uses, and aerial photographs.

Viewers of the map will notice various white areas. Some have labels, some do not. The blank white areas with no labels are areas where there is currently uncertainty as to how they should be considered for zoning.

I took the first step of putting parameters and assigning labels to most of the five "transition" areas per the FLU map, by road name. Lewiston transition areas are L-1, L-2, etc., Portland Road is P-1, P-2, West Gray is WG-1, etc. There have not been any steps or substantive discussions regarding what uses should/should not be in any of these transition districts. The labels are solely for reference purposes to these for future discussions by policy makers. I attempted to draw logical lines such as the various West Gray Road areas using natural/existing lines such as roads, etc.

The apparent consensus of the Council towards the end of the meeting was that the next logical step is to fill in the blank white areas on the current first draft of the map. In accordance with direction provided at the workshop, I am in the process of scheduling a meeting with the Open Space Committee, Ordinance Advisory Committee and Planning Board to solicit input on how to most appropriately address these blank areas.

Once there is consensus, it is my understanding that the Town Council would like to review the recommendations at a future date. At some point, there may be very broad-brush input sought from the Council regarding the overall intentions for the various transition districts.



TOWN OF GRAY
GRAY TOWN COUNCIL WORKSHOP
AGENDA • FEBRUARY 22, 2024

**Gray Town
Council Workshop**

Town Council Chambers
24 Main Street, Gray, ME 04039
Microsoft Teams: <https://graymaine.link/TC-Workshop>
Phone 469-708-0487 / Meeting ID: 173 313 842#

6:00 PM

CALL to ORDER

Roll Call

WORKSHOP 6:00 PM - 8:00 PM

Overview of New Zoning Implementation Process

Compilation of Base Maps and Development Constraints Maps

Presentation of First Initially Proposed New Zoning Map

Input from Town Council and Committee Members

Summary of Next Steps

ADJOURNMENT

** The Town of Gray is an equal opportunity employer and complies with all applicable equal access to public accommodations law. If you are planning to attend a Town Council or Town committee or board meeting and need assistance with a physical disability, please contact the Town Manager's office at least 48 hours in advance of the meeting to have the Town assist you. 657-3339. TTY 657-3931.*

List of Abbreviations

Current Zoning Districts

RRA – Rural Residential and Agricultural
LD – Lake District
MD – Medium Density
C – Commercial
BT – Business Transitional
BD – Business Development

Miscellaneous

FLU – Future Land Use Map in 2020 Comprehensive Plan
MF – Multi-Family
OAC – Ordinance Advisory Committee
OSC – Open Space Committee
PB – Planning Board
PD – Poorly Drained Soils
SD – Subdivision
SZ – Shoreland Zoning
TC – Town Council
VPD – Very Poorly Drained Soils

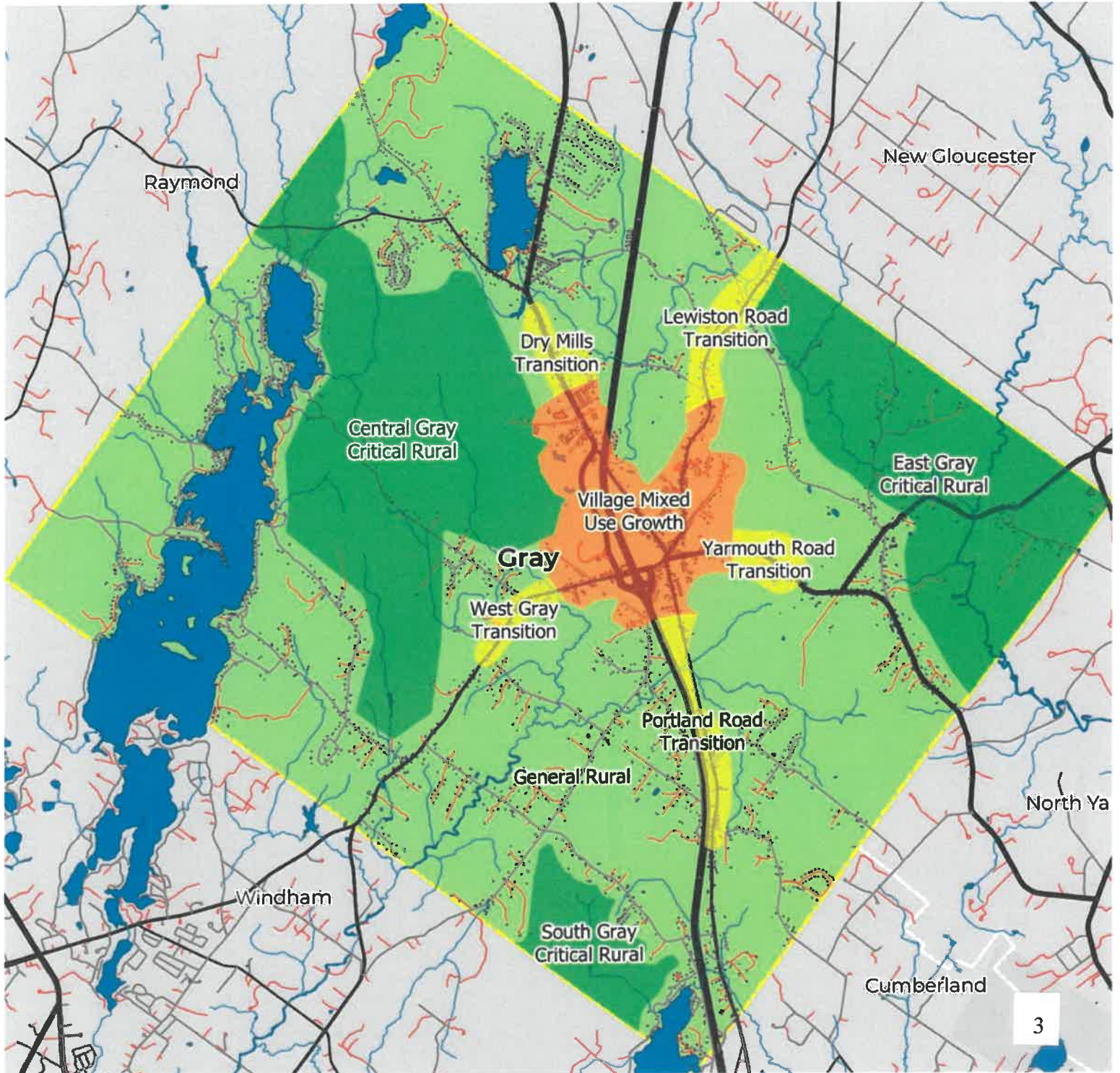
Proposed Future Zoning Districts

RC -Rural Conservation
RA – Rural and Agricultural
RR – Rural Residential
R – Residential
MDR – Medium Density Residential
Res-MU – Residential-Mixed Use
C-MU – Commercial-Mixed Use

Transition Areas

L-1,2 – Lewiston Road
Y-1,2 – Yarmouth Road
P-1 to 3 – Portland Road
WG-1 to 4 – West Gray Road

Future Land Use Plan



Town of Gray

Current Zoning & Comp Plan FLU (Future Land Use)

Current Zoning Districts

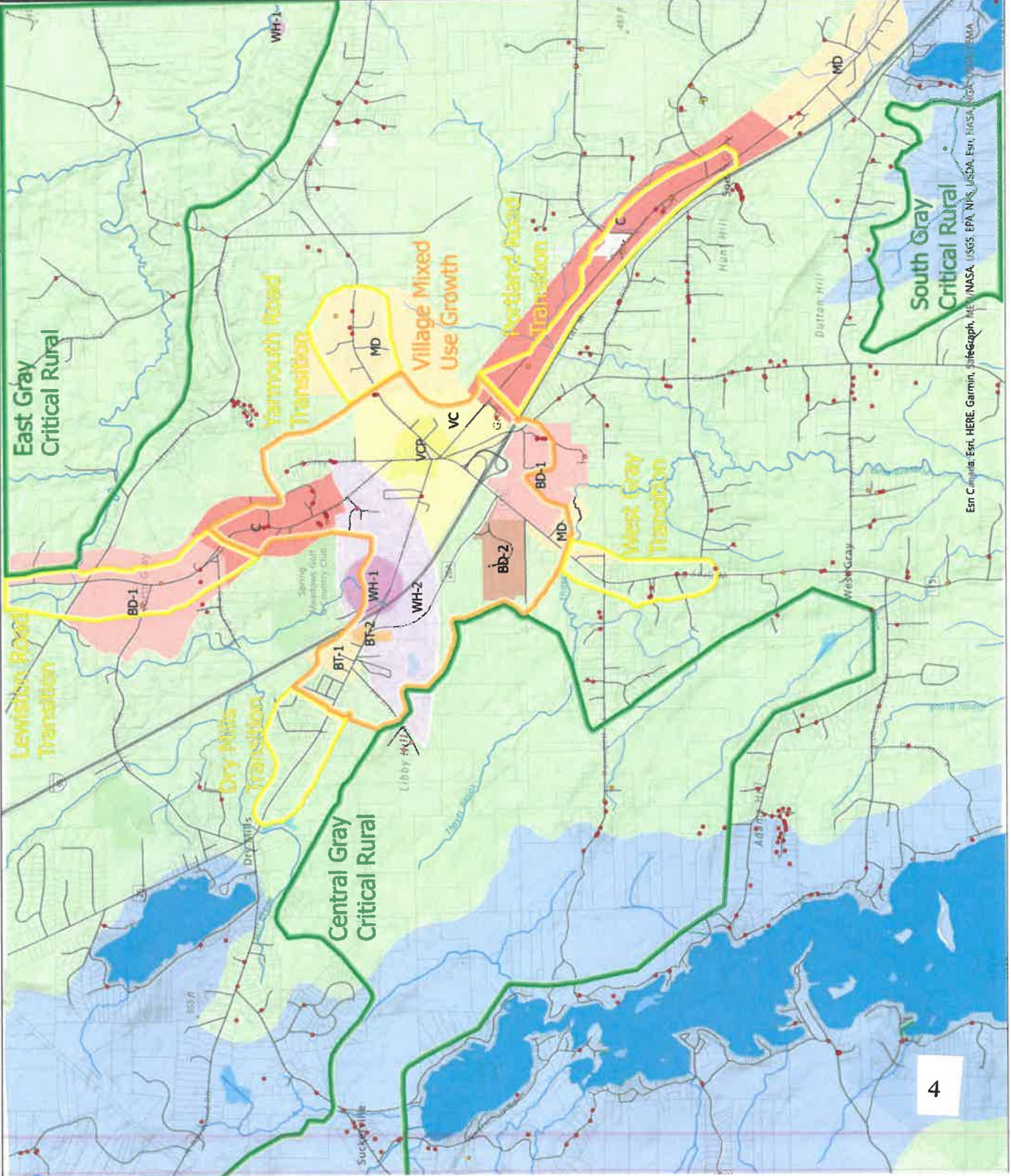
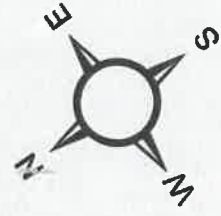
- Business Development-1
- Business Development-2
- Business Transitional-1
- Business Transitional-2
- Commercial
- Village Center
- Village Center Proper
- Wellhead Protection-1
- Wellhead Protection-2
- Medium Density
- Rural Residential and Agricultural
- Lake

Future Land Use Plan

- Critical Rural Area
- Transition Area
- Village Mixed Use Growth Area

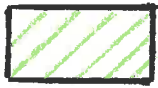
New Dwelling Units (2011-2020)

- 4 unit
- Condo
- Duplex
- Single Family Home



Key for Development Constraints Map Symbols

Wetlands:



Forested



Open/other (i.e. emergent)

Soils:



Poorly Drained



Very Poorly Drained

Steep Slopes:

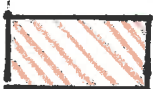


10% to 15%

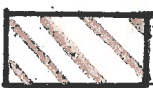


15% and greater

Maine DEP (MeDEP) & State Protected Areas:



Significant Vernal Pools (known)



Essential Habitat-Per Beginning with Habitat

General Characteristics of Proposed Zoning Districts

<u>Proposed New District</u>	<u>General Current Zoning</u>	<u>General Future Land Use Area</u>	<u>Sample Uses</u>	<u>Density</u>	<u>Notes re: standards</u>
Rural Conservation (RC)	RRA LD	Critical Rural	Forestry Agriculture Very low density residential	3 to 5 acre	Substantial road buffer Emphasis is larger undeveloped blocks Respect development constraints
Rural and Agricultural (RA)	RRA LD	General Rural	Lower-density open space subdivisions Low density residential Low intensity non-residential Forestry Agriculture Gravel Pits	2 to 3 acre	Deep road buffer Greater setbacks and/or buffers for non-residential uses to residential or mixed use districts
Rural Residential (RR)	RRA LD MD	General Rural	Residential Light home occupations Open space subdivisions Multi-family developments?	2 acre +/-	Very limited or no non-residential uses 50' +/- front buffer Buffers for multi-family
Residential (R)	RRA Village	General Rural Transition	Small multi-family? Residential Very light home occupations Open space subdivisions No non-residential	1.5 acre +/-	Reduced setbacks -especially rear
Medium Density Residential (MDR)	RRA MD	General Rural Village Core Transition	Medium density residential Multi-family subdivisions Multi-family developments Very limited/ no non-residential	3/4 acre +/-	Greater buffers as residential density increases
Residential-Mixed Use (R-MU)	RRA BT	Village Core	Small multi-family set back? Light Commercial 1 or 2 lots from road Medium density residential Professional offices/ small retail only No drive-thrus	1/2 acre +/-	Good neighbor standards No evening hours for non-residential uses Buffers to residential districts
Commerical Mixed Use (C-MU)	RRA	Transition	Medium commercial -including retail Slightly higher traffic generation No drive-thrus		Higher visability non-residential on frontage Larger buildings set back Strict access control to limit curb cuts Buffers to residential and mixed-use districts

Future Land Use Plan

What is a Future Land Use Plan?

The Future Land Use Plan shows where the community wants to encourage future growth and change and places that should be protected from growth and change. The Future Land Use Plan is the culmination of numerous conversations, workshops, and additional input from community members and the Comprehensive Plan Steering Committee.

Throughout this process there have been conversations centered on how Gray has grown and changed since the last update to the Comprehensive Plan in 2003. Some parts of town have changed faster than others and some parts of Gray look just like they did 20 or more years ago. As noted above, Gray will likely continue to see steady residential growth over the next 10 years.

Why is it important?

The Future Land Use Plan is a graphical extension of the Town's Vision Statement and the more specific section by section descriptions of Gray's future described in the Tour through Gray in 2035 section above. The Future Land Use Plan is a tool policy makers and town staff can use to create and update rules for future development and guide future public investments to help make that Vision a reality.

What does the Future Land Use Map show?

By state statute, the Future Land Use Maps shows three basic types of places. Within the three types, defined by the State, there is flexibility for detail and differentiation to make unique areas that fit the needs of Gray.

Growth Areas

These places in Gray that are "suitable for orderly residential, commercial or industrial development" and where "most development projected over 10 years is directed." These are the places where new development is incentivized or encouraged. These are the places where change will happen more rapidly and be more obvious to residents and visitors in the future.

Rural Areas

These places are "deserving of some level of regulatory protection from unrestricted development" and are the places "away from which most development projects over 10 years is diverted." Growth should be limited or discouraged in these parts of Gray in order to protect rural character, landscape functions, and rural economy. These are the places in town where change is anticipated to take place more slowly, and the places which will look very similar to the way they look today 10 years from now.

Critical Rural Areas

These places are “specifically identifies and designated by a municipality’s comprehensive plan as deserving the maximum protection from development to preserve natural resources and related economic activities that may include, but are not limited to, significant farmland, forest land or mineral resources; high-value wildlife or fisheries habitat; scenic areas; public water supplies; scarce or especially vulnerable natural resources; and open lands functionally necessary to support a vibrant rural economy” These places must “receive priority consideration for proactive strategies designed to enhance rural industries, manage wildlife and fisheries habitat and preserve sensitive natural areas.

Transition Areas

These places are “suitable for a share of projected residential, commercial, or industrial development but that is neither intended to accept the amount or density of development appropriate for a growth area nor intended to provide the level of protection for rural resources afforded in a rural area or critical rural area.” These are the places in Gray that will see some amount of new growth and change but not as significant as a growth area. Farms in transition areas should continue to be valued in these areas.

Village Core Growth Area

The Village Core Growth Area encompasses the Village and the surrounding area. The Village Core is centered on the intersection of Route 26/Shaker Road, Route 202/Lewiston Road, Route 115/Yarmouth Road, and Route 100/Portland Road. Note also that this growth area extends north on Route 202/Lewiston Road to just before the intersection

of Legrow Road and north on Route 26/Shaker Road just past the intersection at Libby Hill Road. It extends west on Route 202/Lewiston Road past the intersection of Liberty Avenue and north to include the Northbrook Business Park and McConkey Road. The zone extends south on Center Road just past the Maine Turnpike and to Turnpike Acres on Route 100/Portland Road. This area extends from the Village out Route 115/Yarmouth Road to around Hillcrest Drive.

Members of the community have expressed a desire for unique businesses in the Village and walkable, human-scale spaces. The focus should be on accommodating and providing places for a diversity of small, local businesses and services. Most of the growth within the traditional area of the Village would be infill development, increasing the number of homes and businesses located within the Village area. This type of growth would both expand the options and activities for residents and other consumers as well as increase the number of customers in close proximity to businesses and services. New mixed-use and commercial developments should be permitted to include restaurants, service businesses, and higher density residential developments.

Development west of the Turnpike will look different from that in the Village Core. The Northbrook Business Park is included in the growth area and this is a key location for establishment larger commercial and manufacturing development to continue in Gray.

The portions of this growth area north and east of the traditional Village area along Yarmouth Road, Route 202/Lewiston Road, and Route 26/Shaker Road might also include mixed-use development but would be characterized by more emphasis on residential development, somewhat lower densities, and smaller buildings than Gray Village.

Infrastructure to safely walk and bike will be installed and improved throughout the Village Core Growth Area. This includes sidewalks, adequate road shoulders and potentially off-street multi-use paths or trails. It also includes adequate lighting, benches, and enhanced streetscaping to make walking and biking more accessible and inviting.

Dry Mills Transition Area

This is the area along Route 26/Shaker Road from the intersection of North Raymond Road south to the area just north of the intersection at Libby Hill Road. This section of roadway has a mix of residential and commercial uses. This section of Route 26/Shaker Road is the busiest section of roadway in town, outside of the Maine Turnpike.

New development in this area should minimize its impact on traffic, so that any larger development projects minimize new entrances on Route 26/Shaker Road or be coordinated with existing streets or utilize signalized intersections at Libby Hill Road or North Raymond Road.

Portland Road Transition and Lewiston Road Transition Areas

The Portland Road Transition Area is centered on Route 100/Portland Road from Turnpike Acres to just south of Whitney Road. The Lewiston Road Transition Area begins just south of Legrow Road and extends up Route 202/Lewiston Road to the Town line. A low level of development consistent with existing uses is appropriate in the next 10 years, including agriculture and low-density residential and commercial development such as automobile repair, garden centers, retail, light industrial, and other similar establishments.

West Gray Transition Area

This small transition area is located along Route 202/Lewiston Road between Liberty Avenue and Totten Road. This area will likely see a some small scale commercial uses but will see more smaller scale residential development.

Yarmouth Road Transition Area

This transition area will be primarily residential transition area between the more Village scale development of the Village Mixed Growth Area and the rural uses in the General Rural area. It is centered around Route 115/Yarmouth Road from about Hillcrest Drive to about Partridge Lane. Future street development and street connections should be encouraged here to promote suburban-style neighborhood development and to keep new development from being one-lot deep along the main road. Duplex development and small multifamily development is appropriate here.

General Rural

The majority of Gray's land area has been mapped as Rural Area. Low density residential development and well-sited and designed subdivision development is appropriate in these areas. Such development must be regulated to respect the existing rural character of these quieter parts of town and must be regulated to respect infrastructure constraints. Duplex development should only be allowed to the extent new buildings blend with the rural character of these areas. Gray should also think about how to protect and encourage its rural land uses and economy in these places. In addition, permanent protection of larger parcels of land these are the areas to preserve rural character and provide recreational opportunities is appropriate here.

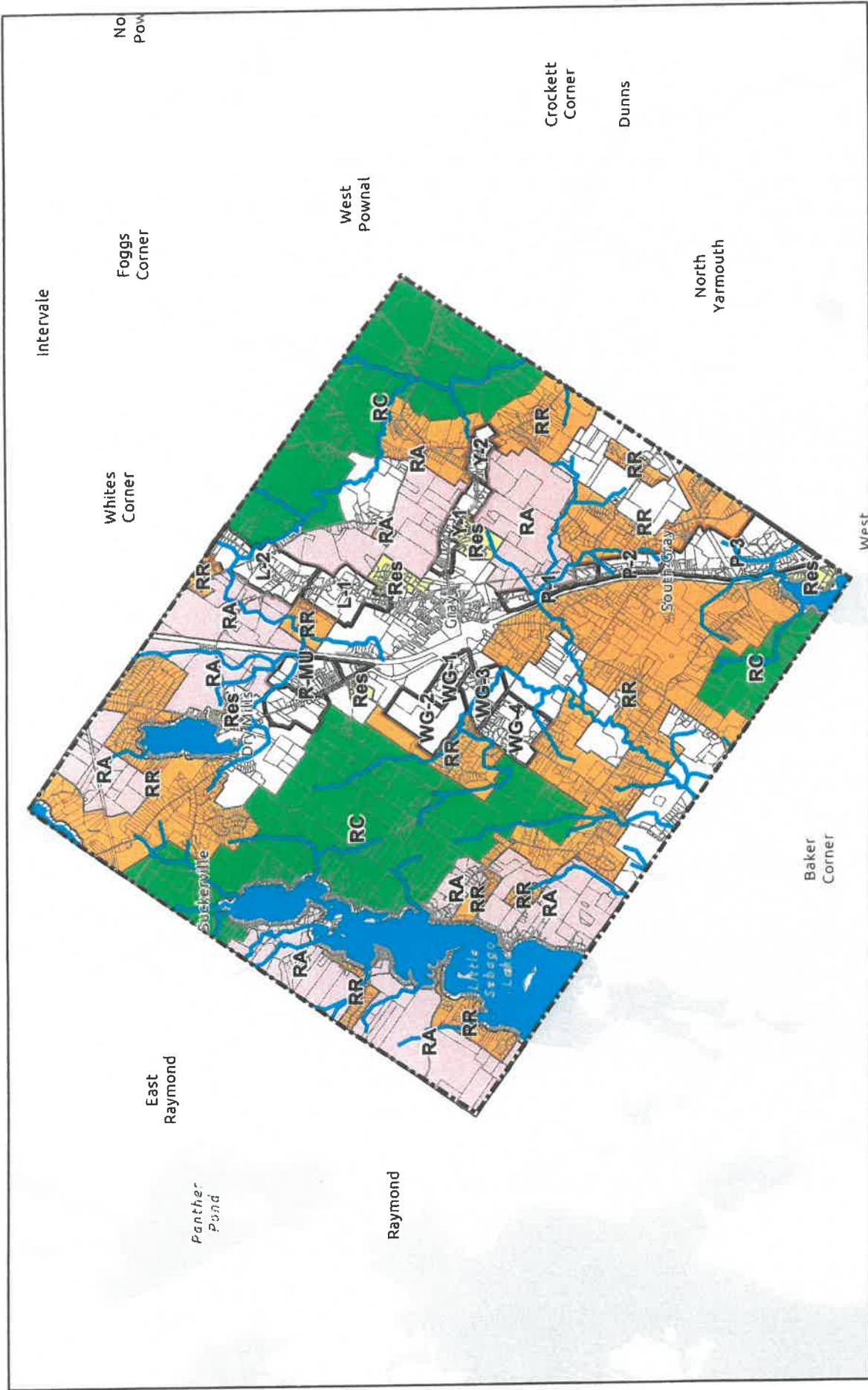
Critical Rural Area

Three Critical Rural Areas have been designated in East Gray, Central Gray, and South Gray. These areas are characterized by large blocks of unbroken habitat, both within Gray and the abutting towns of Raymond, Windham, New Gloucester and North Yarmouth. They are deserving of the town's strongest protections from new development. New single

family residential development should be very limited within Critical Rural areas, and efforts to permanently protect open space, working forests and farms should be focused on these areas. Rural uses, including agriculture, timber harvesting, sawmills and other resource dependent uses should continue to be permitted.

The Central Gray Critical Rural area is the single largest block of unfragmented habitat in town. Much of this area is at the head of the Pleasant River watershed, which is the largest tributary to the Presumpscot River. A significant portion of that area consists of mapped deer wintering area and wetlands. The East Gray Critical Rural area is characterized by steep topography and wetlands associated with the Royal River and Collyer Brook. There are several large parcels of the permanently protected Pineland Public Reserve Land here with trails and river access. The South Gray Critical Rural area is within the small Forest Lake Watershed and when considered in relation to a large contiguous roadless area in Windham, is an important part of regional wildlife habitat.

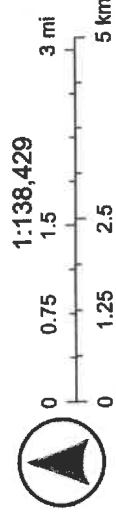
Proposed New Zoning 2-24



5/15/2024

- Town Line (FLU)
- Waterbodies Gray (NHD)
- Rivers and Streams Gray (NHD, Edited)
- GPO TaxParcels 2023 Public
- RC Commercial
- RA Transition Districts
- RR
- Res

1:138,429



Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METINASA, USGS, EPA, NPS, USDA, USFWS

