



# Town, Public Facilities & Services

*Town government, public facilities, and services comprise the many basic support systems needed for the Town and its residents to thrive. The existing conditions and expected future needs of public buildings, infrastructure, and public services are key considerations in long-term planning. The Town has generally kept up with facility improvements and maintenance needs and employs a core staff to oversee Town services. Over time, as facilities and infrastructure age, and the population grows older, improvements or adjustments will be needed to meet the town's physical and social needs.*

## This topic includes...

- Town of York government
- Town public facilities and services
- Services and programs provided by other entities
- Potential impacts of climate change
- What the community said
- Key takeaways

## Town of York Government

The Town of York is governed by a Selectboard/Town Manager/Town Meeting form of government. There is a five-member Selectboard. The Town consists of an elected seven-member Budget Committee, seven-member (two alternates) appointed Board of Appeals, and an appointed seven-member (two alternates) Planning Board. These bodies work collaboratively to recommend ordinance and code amendments to the Selectboard for placement on the town-wide ballot. There is also a five-member School Committee that addresses broad issues of policy regarding the public schools in York.

As of February 2022, the Town had 24 Boards, Commissions, and Committees<sup>1</sup> with specific charges and responsibilities. Members of these entities are all volunteers:

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<sup>1</sup> <https://www.yorkmaine.org/>



Appeals Board  
Assessment Review Board  
Bicycle & Pedestrian Committee  
Budget Committee  
Cable TV Regulatory Commission  
Cliff Walk Committee  
Committee for Veterans' Affairs  
Committee to Combat Racism and Bias  
Conservation Commission  
Design Review Board  
Energy Steering Committee  
Harbor Board  
Historic District Commission  
Municipal Social Services Review Board  
Parks & Recreation Board  
Planning Board  
Recycling Committee  
Senior Citizens Advisory Board  
Shellfish Commission  
Sohier Park Committee  
Town Hall Building Committee  
Village Revitalization Committee  
York Housing Authority (operates as a non-profit)  
York Fire Service Planning Committee

The Town Office's government is comprised of 13 departments, including the following:

Town Manager's Office  
Town Clerk/Tax Collector  
Code Enforcement  
Tax Assessor  
Finance  
Human Resources  
Parks & Recreation  
Planning  
Town of York Police Department  
Public Works  
School Department  
York Beach Fire Department  
York Village Fire Department



The Center for Active Living operates as part of Parks & Recreation, the General Assistance Program is administered through York Community Services Association, and the York Public Library operates as a separate non-profit but receives partial funding from the Town.

## Town Public Facilities & Services

The following conditions were compiled from information provided by the Town and other public and non-profit entities. While background documents, reports, and studies were valuable, a significant amount of information was provided directly by very cooperative and thoughtful Town staff and other related municipal and non-profit staff through interviews, conversations, and correspondence.

Within the Town of York, public facilities are owned, operated, and maintained by several municipal entities, as well as by affiliated and non-affiliated organizations, agencies, and non-profits. The Town itself owns approximately 93 parcels of land, totaling just under 300 acres (Fig. 1).<sup>2</sup> The Town's public facilities are located on several of those parcels, mostly to the east of U.S. Route 1, including Town Hall, two Fire Departments, one Police Station, four Public Works Facilities, one Recycling/Composting Facility, two Elementary Schools, one Middle School, one High School, one School Superintendent's Office, two Town Docks, and 14 Parks and Recreation Facilities (Fig. 2).

### Town Hall Building & Services

The Town provides many services in departments that are not always at the forefront in visibility, such as Code Enforcement, Finance, Human Resources, Planning, Tax Assessment, Town Clerk/ Tax Collector, Town Manager's Office. These departments are located within Town Hall.

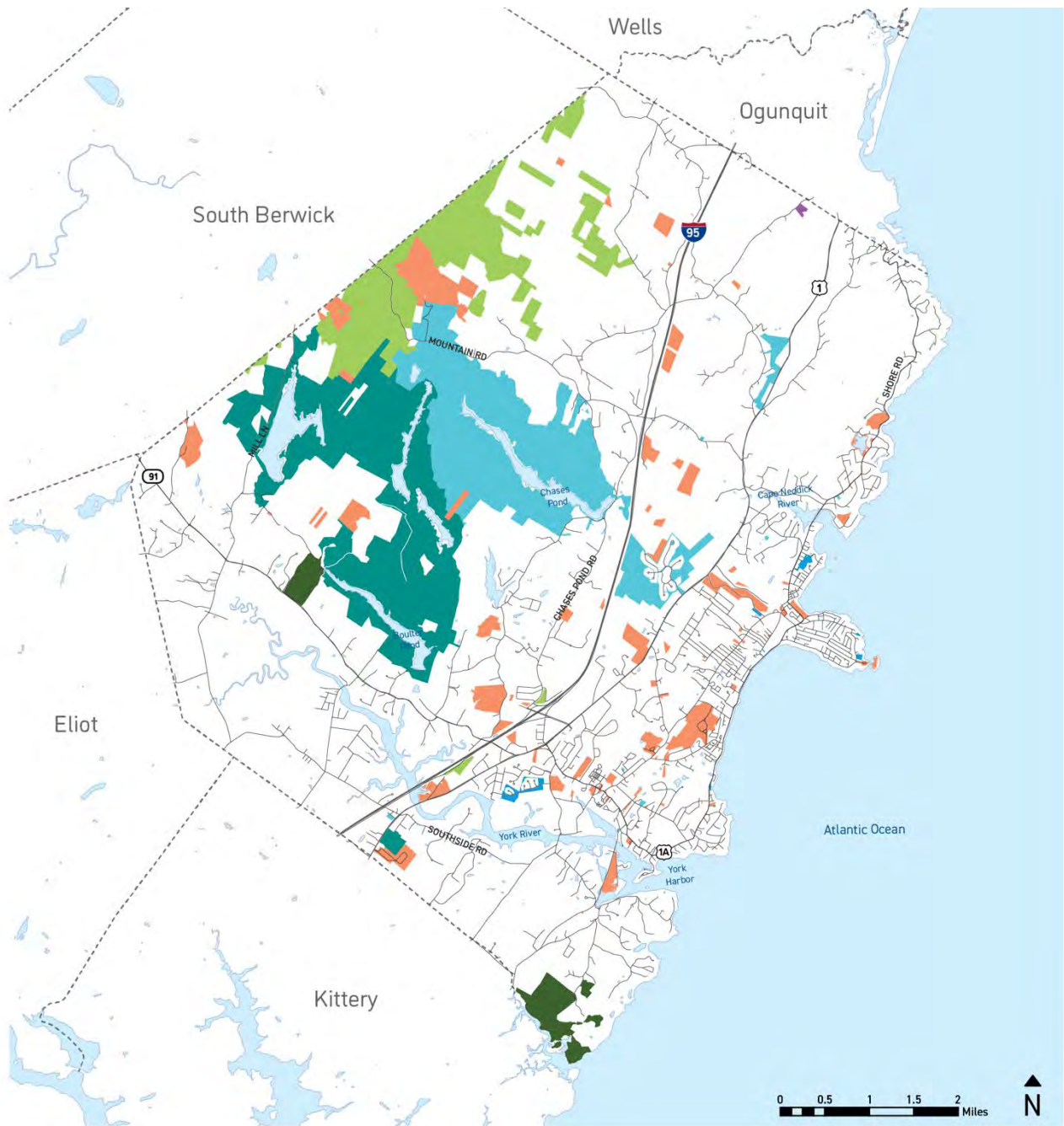
The historic Town Hall building was originally constructed in 1811 as the York County courthouse. The facility, which is approximately 12,000 square feet, houses the Town Manager's office, the Finance Department, the Planning Department, the Assessing Department, the Town Clerk and Code Enforcement, and the Tax Collectors Department. Several surveys and reviews of the existing building and the needs of the staff and public have highlighted accessibility and security issues, as well as inadequate office, meeting, and public record space. In response to the studies, the Town Hall Building Committee has been advising the Selectboard on the current planning, design, and budgeting for renovation and expansion of Town Hall in its current location.

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<sup>2</sup> Town of York 2020 Assessor's Data.



**Figure 1. Government and Publicly-Owned Land**



*Data Sources: 2020 Town of York Assessors, Town of York OpenData, Maine Geolibary, USGS National Hydrography Dataset.  
Map created by CivicMoxie.*









Port City Architecture was hired in 2021 to begin the planning and design for the Town Hall Building project. In January 2022, the consultant presented a preliminary design with an approximately 3,000 square foot, two-story addition and a full basement with a connection behind the existing Town Hall building. Preserving as much of the original building as possible, the estimated \$6.4 million renovation (not including an approximate \$950,000 contingency) will improve accessibility, as well as add functional office and meeting spaces. The expansion costs were budgeted for, and included in, the Town's Capital Program budget.



*York Town Hall, existing facility 2022.*



*Conceptual entry for proposed Town Hall addition. Source: Town of York*



*Conceptual street view for proposed Town Hall addition. Source: Town of York*

### Town Hall Offices Staffing

Current staffing levels of the departments within Town Hall have been sufficient to continue providing basic vital services to the residents and community. However, concerns were raised during the comprehensive planning process about being able to continue to meet expected levels of service with increasing demands. In addition, current staffing levels place limits on the ability of some departments to collect and monitor data and track trends in town. Several departments that specifically mentioned potential staffing concerns include Code Enforcement, Finance, Human Resources, Planning, and Town Clerk/Tax Collector.

### Public Safety

The Town of York has several departments that are not housed in Town Hall, including Public Safety. The Town of York's public safety services include the York Police Department, the York Village Fire Department, and the York Beach Fire Department. Additional services related to public safety include York's Emergency Management Director<sup>3</sup> and the York Ambulance Association, a non-profit that provides emergency ambulance services.

The Town has an Emergency Management Ordinance, most recently amended May 22, 2021, that establishes "...organizational controls appropriate for the municipality to plan and react so as to protect public health, safety, and welfare during emergencies."<sup>4</sup> In conjunction with the ordinance, the Town has an Emergency Services document that outlines protocols, responsibilities, and

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<sup>3</sup> This position was elevated from Emergency Management Specialist to Director as of early 2022 and is located in the Town Manager's Office.

<sup>4</sup> Town of York Emergency Management Ordinance,  
<https://www.yorkmaine.org/DocumentCenter/View/708/Emergency-Management-Ordinance-PDF>





procedures in responding to an emergency.<sup>5</sup> The Town of York is also part of the York County Emergency Management Agency's *2015 York County, Maine Hazard Mitigation Plan*.<sup>6</sup>

## York Police Department

York Police Department (YPD) services range from traffic and parking oversight to mental health support, public safety, and beyond. Currently, the department has been able to meet the changing needs of the population both in terms of facilities, equipment, and staff. However, changes in town demographics, including an aging population and possible higher year-round population on top of seasonal peaks, result in increased calls and greater enforcement needs. These changes, as well as changing federal and state laws, policies, and procedures will challenge the department's existing capacity.

### Calls for Service

Calls for service heavily increase during the summer peak tourist months (Tables 1 and 2) with spikes in the Short Sands/Long Sands Beach areas (Table 3). The U.S. Route 1 Corridor also sees an increase in calls for service during summer months. From 2018 through 2020, the number of calls for service increased in May, peaking in July and August (3,087 in August of 2020), and then gradually decreased in September through October.

**Table 1. Total Calls for Service (for All Jurisdictions), 2018-2020**

Year	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Grand Total
2018	2111	1964	2091	2015	2248	2431	3241	3292	2839	2367	2217	2208	29024
2019	2245	1678	1933	2062	2180	2351	3261	3089	2493	1925	1816	1832	26865
2020	1977	1794	2007	1781	2267	2318	3031	3087	2447	2019	2088	2040	26856
<b>Grand Total</b>	<b>6333</b>	<b>5436</b>	<b>6031</b>	<b>5858</b>	<b>6695</b>	<b>7100</b>	<b>9533</b>	<b>9468</b>	<b>7779</b>	<b>6311</b>	<b>6121</b>	<b>6080</b>	<b>82745</b>

Source: York Police Department

**Table 2. Total Calls for Service (within Town of York only), 2018-2020**

Year	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Grand Total
2018	1623	1538	1640	1617	1693	1747	2481	2592	2306	1926	1771	1882	22816
2019	1814	1397	1567	1640	1663	1728	2431	2296	1925	1473	1411	1374	20719
2020	1571	1386	1599	1469	1816	1720	2177	2211	1852	1491	1592	1607	20491
<b>Grand Total</b>	<b>5008</b>	<b>4321</b>	<b>4806</b>	<b>4726</b>	<b>5172</b>	<b>5195</b>	<b>7089</b>	<b>7099</b>	<b>6083</b>	<b>4890</b>	<b>4774</b>	<b>4863</b>	<b>64026</b>

Source: York Police Department

<sup>5</sup> Town of York Emergency Management Plans <https://www.yorkmaine.org/596/Emergency-Management-Plans>

<sup>6</sup> York County, Maine, *Hazard Mitigation Plan*, 2015

<https://cms1files.revize.com/sacome/Emergency%20Management/York%20County%20Hazard%20Mitigation%20Plan.pdf>





**Table 3. Top Ten Locations for Calls for Service (within Town of York only), 2018-2020**

Street Name	2018	2019	2020	Grand Total
ROUTE 1	5421	4339	4111	13871
YORK ST	1898	1704	1405	5007
HANNAFORD	988	855	703	2546
CIDER HILL	789	854	726	2369
LONG BEACH	698	578	1033	2309
SHORT SANDS PARK	746	653	704	2103
LONG SANDS	758	649	643	2050
SHORE RD	488	367	445	1300
I-95	414	467	374	1255
ROBERT STEVENS	377	433	341	1151

Source: York Police Department

Of note, 2020 data showed some different call patterns for certain locations, including Sohler Park, where the number of calls jumped from 258 in 2018 and 249 in 2019 to 386 in 2020. Further, Ocean Avenue experienced 195 calls in 2018, 192 in 2019, and then an increase to 294 in 2020. Lastly, at Mount Agamenticus, the call numbers increased from 116 in 2018 and 93 in 2019 to 232 in 2020.

Over the past several years, the YPD has experienced a dramatic increase in the severity of calls for service and an increase in calls for service year-round due to the seeming overall increase in population year-round. Specifically, calls involving mental health issues have increased, as well as Operating Under the Influence (OUI) crashes and arrests, which have become a problem at all hours of the day. The YPD has seen a rise in electronic crimes,<sup>7</sup> scams, petty larceny, child abuse and neglect, as well as domestic violence. The top complaints received by the department from citizens are traffic-related issues.

The average recent response time for service calls, provided by the YPD in February 2022, was 6 minutes and 25 seconds. The YPD indicated that increased development west of U.S. Route 1 and to the far northern and southern portions of town has caused an increase in response time, as well as stretched resources. The amount of traffic, particularly on U.S. Route 1 and in the beach areas during the summer months, has had an impact on response times.

<sup>7</sup> Electronic crimes are criminal activities that involve a computer, such as the stealing of data or other fraud.



*York Police Station. Source: Town of York*

### Facilities and Equipment

The YPD moved to its current location, at 9 Hannaford Drive, in 2017 after extensive renovations to the former American Legion post. The facility currently meets YPD's needs. Rapidly changing technology and policies mean the YPD projects additional need for newer and more technologically current equipment for officer safety and efficiency to ensure public safety and trust in the department. These needs are projected to include increasing the fleet, updating the weapons system, introducing body cameras, and improving the records management system. Other projected needs include updates to the computer-assisted dispatch system and additional electronic and information technology systems and equipment.

### Staffing

In 2020, the YPD was allocated 27 officers with an additional personnel position that was reallocated by the Town to fund the Emergency Management Director role. Staff positions (including and in addition to officers) were allocated as follows:

- Four Command Staff positions (Chief's position to be filled), structured as a Chief, a Deputy Chief, and two Lieutenants – one Lieutenant overseeing Administrative Personnel, Communications Division, and the Criminal Investigative Division (CID) and the other Lieutenant overseeing Patrol, Harbor Masters, and Animal Control.
- CID Division, including one Detective Sergeant, three Detectives, one Task Force Officer, and two School Resource Officers.
- Patrol Division, including four Sergeants and 12 Patrol Officers, as well as a fluctuating number of Reserve Officers and Community Service Officers.
- Administrative Staff, consisting of three full-time Administrative Assistants and one part-time Administrative Assistant.
- Communications (Dispatch), consisting of eight Communications Specialists.



- Animal Control Division, consisting of two part-time Animal Control Officers who are “extremely busy and overworked”.<sup>8</sup>
- Harbor Master Division, consisting of one part-time Harbor Master and two part-time Assistant Harbor Masters.

Overall, it has been very difficult for YPD to recruit and retain officers. With vacancies for several positions, the department may need to consider increasing wages and improving benefits to attract and retain high quality staff. Lack of available housing that is affordable to employees and the requirement for staff to live within the 30-mile (approximately 30-minute) radius of the police station has been additionally challenging to recruitment efforts. There have also been difficulties in hiring part-time/summer officers and this has put greater demands on existing staff, which also impacts response time.

### Traffic Division

The YPD currently does not have a Traffic Division, though the Acting Chief indicated that a Traffic Division would be able to address many of the town’s traffic-related concerns, as well as complete the Patrol schedule, which would improve overall public safety. In order to create this division, the Acting Chief noted there is a definite need for two or three additional officers.

Based on the national average of 2.4 sworn officers per 1,000 inhabitants, the approximately 15,000 year-round town residents would require a York Police Department force of 36 officers, which is higher than the current allocation of 27 officers. This does not take into account the seasonal population peaks which are much higher and could justify additional seasonal staffing.

Additionally, YPD is responsible for law enforcement throughout York, which includes the Mount Agamenticus Region, as well as the York Water District and York Land Trust properties. The department has been able to patrol these areas, having worked with the York Water District to receive a state grant to allow for officers to conduct enforcement details on ATVs. The state grant is year-to-year and not guaranteed. Without this funding, YPD could not adequately patrol these areas or fund the ATVs needed to access these areas in times of emergencies.

Other divisions of the YPD have indicated a need for additional staffing support, such as Animal Control. York Emergency Communications and the Harbor Master Divisions are further detailed below.

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<sup>8</sup> Correspondence with Acting Chief of York Police Department, December 2021.



### York Emergency Communications Center

Emergency calls are responded to and routed through the York Police Department's Communications Center. The York Emergency Communications Center is the regional Public Safety Answering Point (PSAP) for the communities of York, Kittery, Eliot, Ogunquit, Wells, and Kennebunkport. As a regional PSAP center, York's dispatchers receive and transfer all Emergency 9-1-1 calls (E 9-1-1) for the previously listed communities.

All E 9-1-1 call takers are Emergency Medical Dispatcher (EMD) certified, and all PSAP personnel are Emergency Fire Dispatching (EFD) certified. Since both EMD and EFD certifications are required of staff at the dispatcher center, these protocols require a center to have at least a minimum of two dispatchers on duty 24 hours a day to ensure compliance with these rules. In 2020, the Communications Center was staffed by eight full-time and three part-time dispatchers. York's Communications personnel are responsible for handling a multitude of tasks and receive all types of calls for services and assistance. Staff are charged with dispatching the appropriate agencies such as police, fire, ambulance, water, sewer, highway departments, as well as other local, state, and federal agencies. The Communications Center currently provides full dispatch services for the Town of York and handled 28,574 calls for service in 2020.

As of December 2021, the schedule for dispatchers included 16 hours of overtime built in every single week due to insufficient staffing. An additional ninth dispatcher, as well as a possible Dispatch Supervisor, will likely be needed to maintain the current level of service and public safety, particularly if the York PSAP Center adds additional regional towns and agencies to its service area.

As a regional PSAP center, the Town has contracts with other towns for its services, providing additional revenue to cover costs of the center. Discussions about regionalization are ongoing with other towns. York has been actively seeking partnerships with other agencies because consolidation and additional regionalization are the future for communication centers in Maine. As the regional PSAP, the Communication Center received approximately 13,200 E 9-1-1 calls in 2020. This is an increase of over 1,200 E-911 calls from those received the previous year. This is due to the closure of the Maine State Police PSAP Center in Gray, with many of those calls from the I-95 corridor being redirected by the cell towers to York's Center.

### Harbor Master Division

The Harbormaster Office is tasked with balancing the needs of commercial and recreational users of York Harbor with the primary focus being safety. While under the Police Department, the Harbormaster Office enforces the rules, regulations, and policies set by the Harbor Board.

In 2020, the Harbormaster Office included three part-time positions – the Harbor Master and two Assistant Harbor Masters. As of January 2021, with the retirement of the Harbor Master and one of the Assistant Harbor Masters, the YPD was searching to fill a full-time Harbor





Master position. The office is supplemented by the Harbor Reserve Officer position, created to address the growing use of the Town Dock area. Officers assigned to this position were responsible for traffic management, parking enforcement, town ordinance issues, patrolling Fisherman's Walk and Steedman Woods, and education and community-building.

Ongoing Harbormaster Office activities include:

- Continued promotion of safety through education, especially important for those not familiar with the harbor or boating.
- Active management of the mooring list to increase accessibility for boaters in the harbor, as well as oversight of the temporary mooring assignment program.
- Implementation of recommendations from the 2019 *York Harbor & River Capacity Study* by GEI Consultants, Inc. (see Appendix A4: Marine Resources Current Conditions).
- Continued discussion around parking issues, particularly on Harris Island Road, with the YPD, the Harbormaster Office, and the York Harbor Board.

Types of Assists and Responses:

- Boater assists from towing, to sinking, to responding and assisting the U.S. Coast Guard with searches for lost vessels or vessels having engine trouble.
- Responses to complaints regarding wake speed, trees in river, jet skis, swimming, kayaking, paddle boarding in the river or off the beach. These responses are to complaints at York, Braveboat, and Cape Neddick Harbors.
- Assists to boats in distress - outside harbor assists include mostly tows back to the harbor and inside harbor, and sinkings at moorings or docks due to lack of bilge or dead batteries.
- Paddle craft incidents inside and outside the harbor – outside the harbor mostly involve distress calls from shore and inside the harbor mostly involve boater difficulty with currents or boater lack of life jacket.
- Additional assists provided, such as fireworks, swim races, barge escorts, etc.

### Regional Coordination

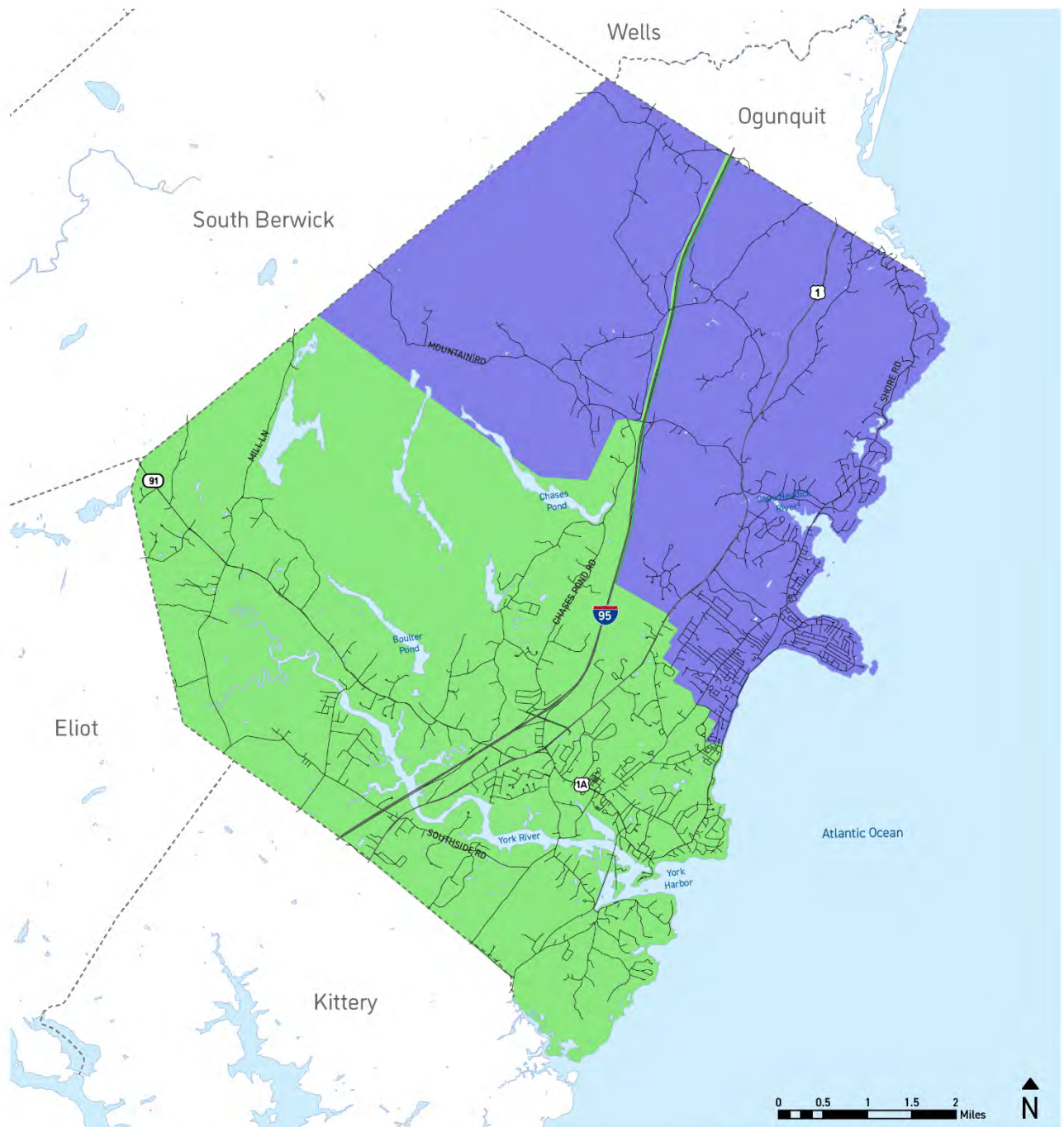
The York Police Department not only patrols and services the Town of York but also works collaboratively with neighboring communities' police departments and the State Police. In covering large areas that are conserved or used for limited recreation, including the Mount Agamenticus area, York PD has been working with the York Water District to provide coverage that also includes York Land Trust properties. As noted above, the YPD also includes the York Communications Center, which is the regional PSAP (Public Safety Answering Point) for the communities of York, Kittery, Eliot, Ogunquit, Wells, and Kennebunkport.

### York Fire Departments

The Town of York has two Fire Departments covering different geographic areas – York Village Fire Department and York Beach Fire Department (Fig. 3).



**Figure 3. Fire Protection Zones Map**



Data Sources: Town of York GIS, Town of York OpenData, Maine Geolibrary, USGS National Hydrography Dataset. Map created by CivicMoxie.

- York Village Fire Department Protection Zone
- York Beach Fire Department Protection Zone



## York Village Fire Department (YVFD)

The York Village Fire Department's (also referred to as York Fire Department or YVFD) service area generally includes the southern portion of town, including York Harbor and a portion of the west side of town, including Chases Pond Road and Route 91 all the way to the Eliot Line.

### Calls for Service

The call volume for the YVFD has grown approximately 30% in the last eight years. In 2010, the department responded to approximately 800 calls per year, and more recently the department has been logging upwards of 1,300 to 1,400 calls per year (Table 4). The YVFD sees some seasonal peaks during the warmer months, particularly in motor vehicle accidents and medical aid calls.

While calls to the YVFD have always varied in nature, a few years ago, more of the service calls were for fire-related incidents – house, car, and brush fires. In recent years, however, the department has received more service calls for car accidents, medical aid, public assists, carbon monoxide, and gas leaks. Medical aid and car crashes are the call types that are continually increasing, though the severity of car crashes is diminishing, presumably due to safety technology. While the overall call volume has been increasing, there has been a general reduction in structure/building fires with substantial dollar damages.

Average emergency response times for service calls in 2021 varied between four to six minutes. For the far-reaching locations on the western end of York, the average response times ranged between eight to twelve minutes depending on road conditions, with snow and ice conditions potentially adding an additional four to seven minutes to responses. In recent years, however, the fire department has been able to reduce the response times which it attributes to upgrades in fire apparatus that include newer designs and better diesel engines.

Heavy traffic along the U.S. Route 1 corridor and the Maine Turnpike has been noted, particularly on Fridays and weekends all throughout the summer and into the fall, with the tourist season stretching longer into the fall months over the last 20 years. Traffic congestion at times presents challenges to responding emergency scenes. Location-wise, there have also been more brush fires in the more rural areas of town.



**Table 4. York Village Fire Department Total Calls for Service, 2015 - 2021**

<b>2015 - 2020 Total Calls; Medical versus Fire Sub-Totals</b>			
<b>Year</b>	<b>Medical</b>	<b>Fire</b>	<b>Year Call Total*</b>
2015	661	447	1,207
2016	800	372	1,267
2017	774	440	1,301
2018	810	385	1,301
2019	803	405	1,342
2020	825	379	1,275
2021	923	396	1,431
*"Year call total" also includes public assists, mutual aids, and special rescue/water rescue, which do not fall under the "Medical" or "Fire" call categories.			

*Source: Town of York Annual Reports; York Village Fire Department*



*York Village Fire Station*

### Facilities and Equipment

The York Village Fire Station is located at One Firehouse Drive. The facility was originally constructed in 1979 to replace an older building at the site. Recently, the fire department was able to upgrade its auto extraction equipment through a fund drive (non-taxpayer funded) and hopes to repeat this fund-raising success in the near future for an off-road vehicle for the rescue of hikers. Equipment upgrades and additions will be ongoing to maintain high levels of service.





## Staffing

YVFD staffing includes three full-time firefighters and 35 to 40 part-time members. At least 35 members are firefighter I and II qualified with many also being Emergency Medical Technicians (EMTs), with additional support members.

## York Beach Fire Department (YBFD)

The York Beach Fire Department service area generally includes the northern portion of town, including Long Sands Beach and Short Sands Beach.

## Calls for Service

Over the last six years, the call volume has generally stayed consistent (Table 5). A year with an increase in calls would typically be the result of a significant event or events, such as a weather event. With the recent coronavirus pandemic, YBFD noticed a slight increase in calls for service to the Mount Agamenticus area, presumed to be the result of increased outdoor activity.

The YBFD's average emergency response times for service calls in 2021, was similar to YVFS's. Response times varied between four to six minutes; eight to twelve-minute response times were noted further out from the villages, particularly to the far north and western ends of town. Bad weather can add an additional four to seven minutes to these responses in snow and ice conditions. As with the YVFD, the YBFD has been able to reduce response times, attributing these improvements to upgrades in fire apparatus that include newer designs and better diesel engines.

The York Beach service area has always created response challenges as responders have to drive up the one-way street with proper use of warning lights and sirens. The opening of Short Sands Road has significantly improved the against-traffic responses and increased safety.

**Table 5. York Beach Fire Department Total Calls for Service, 2015 - 2020**

<b>2015 - 2021 Total Calls; Medical versus Fire Sub-Totals</b>			
<b>Year</b>	<b>Medical</b>	<b>Fire</b>	<b>Year Call Total*</b>
2015	476	318	931
2016	418	311	888
2017	452	368	989
2018	394	374	921
2019	425	395	998
2020	473	336	952
2021 only until 10/31	450	287	915
*"Year call total" also includes public assists, mutual aids, and special rescue/water rescue, which do not fall under the "Medical" or "Fire" call categories.			

Source: York Beach Fire Department



*York Beach Fire Station*

### Facilities and Equipment

The York Beach Fire Station is located at 18 Railroad Avenue. Originally constructed in 1917, the facility has always been used by the Fire Department but has also been shared with Police and a community center until 1977 when it was solely designated for YBFD use. Past improvements include additions and renovations in 1965, 1985, and 2002. As of late 2021, the Fire Chief has noted that the facilities and equipment are adequate for staff. Due to its location, the station is scheduled for retrofitting to address flooding and sea level rise issues. Ongoing upgrades, replacement, and additions to equipment will be necessary to maintain quality of service.

### Staffing

Current staffing at the YBFD consists of three full-time firefighters and emergency medical personnel that rotate shifts to staff the station 24 hours per day, seven days per week, 365 days per year. The call force firefighters and emergency medical responders are made up of a group of approximately 25 men and women. The YBFD Chief reported a total of 35 staff members in 2021.

## YVFD and YBFD Staffing and Regional Coordination

### Staffing

While most Maine communities have been struggling with low numbers of call responders both in fire and emergency medical services, York has been fortunate to have adequate numbers of dedicated and well-trained members on the call forces of both of its fire departments.



As of December 2021, the previously volunteer call firefighters at both YVFD and YBFD could choose to become part-time Town employees. The paid call force plan originated from discussions within the two fire station's memberships and was very well supported by the town voters.

While the call members are required to live in York or a neighboring town (within approximately 30-minutes of the stations), the paid career members do not have the same residency requirement.

The York Village and York Beach Fire Departments are currently participating in a facilitated process to chart a course for the future of the fire service in York for the next ten years. This process includes a facilitator, firefighters, dispatchers, fire chief officers, dispatchers, members of the public, as well as relevant Town departments, such as Human Resources. As of January 2021, the process was almost midway through, with several joint meetings still scheduled and a comprehensive report to be published. The purpose is to set future planning goals for increased staffing, future fire station locations, and apparatus replacement schedules. These discussions are also exploring the possibility of combining the two separate fire departments into one town-wide fire service.

Likely as part of the current planning process, YBFD has noted that as the town continues to grow and evolve, there may be increased need for additional staffing, primarily for ambulance/medical service. York Ambulance Association, the town's current ambulance provider, could provide these services if they are willing and able to do so. There are also other contracted ambulance services that are able to provide additional services, but if the Town were to take over providing ambulance service through the fire departments, it would require doubling the full-time fire staff at absolute minimum.

### Regional Coordination

Both fire departments have worked well, and coordinated closely with each other, as well as with the York Beach Fire Department, York Police Department, and York Ambulance Association. Both fire departments also work collaboratively with neighboring communities' fire departments and regional and state emergency services.

### Department of Public Works (DPW)

The Town of York's Department of Public Works (DPW) administrative headquarters is located at 115 Chases Pond Road. The department has three other facilities, including the Public Works Barn at 810 U.S. Route 1 that the Town purchased from MaineDOT with plans for this site to become the future consolidated home of DPW headquarters.

DPW provides construction, operations, infrastructure management, maintenance, and program services for town residents. Despite staffing challenges, including struggles to increase capacity during peak tourist times with seasonal hires, DPW has managed to



maintain its high quality of services that range from roadway maintenance and repair to trash and recycling and other facility maintenance.

### Infrastructure Construction and Maintenance

With some exceptions, roadways in York are operated and maintained by their owners (e.g., the state operates and maintains most state-owned roads and associated infrastructure, the Town (DPW) operates and maintains most Town-owned roads and their infrastructure). There are a number of privately-owned roads in York. Private roads and their infrastructure are generally the responsibility of the private owners (e.g., homeowners' associations) (see Appendix A8: Transportation Current Conditions).

The DPW is responsible for construction and maintenance of the Town's roadways and Rights-of-Way, bridges, sidewalks, and street lights. The DPW also maintains the Town's parking meters and its recycling and composting facility, as well as oversees seawall construction management along Long Sands Beach and the Town's stormwater system, and other public rights-of-way and easements. As part of streetscape maintenance, DPW provides summer mowing, cutting, clipping, as well as seasonal winter snow removal. The department also manages trash pick-up and recycling/composting in town.

Unlike DPWs in some other towns and communities, the York DPW doesn't oversee all Town-owned facilities. In York, several Town departments are responsible for regular maintenance and services related to their own departments' facilities and properties, such as the Parks and Recreation Department properties and the School Department facilities.

Additional information and detail regarding roadway and related streetscape infrastructure construction and maintenance by DPW is in Appendix A8: Transportation Current Conditions.

### Solid Waste and Recycling

The York Department of Public Works oversees the private sector contract that provides trash and recyclables curbside collection for Town residents on a weekly basis. DPW's website provides updated information about waste collection and disposal, including information about the Town's permit-based Recycling and Composting Facility for items not accepted for curbside pickup. The Recycling and Composting facility also accepts universal waste (twice a month) and household hazardous waste collection days (once a month).

The Town adopted an Ordinance regulating solid waste collection, recycling, and disposal, which was recently amended on May 22, 2021, with a schedule of enforceable standards. The Ordinance mandates recycling for residences and special residences.<sup>9</sup>

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<sup>9</sup> Town of York, Ordinance Regulating Solid Waste Collection, Recycling, and Disposal and Mandatory Recycling for Residences & Special Residences Rules and Regulations.





Below is waste generation data over the course of ten years from 2010-2019 for the Town of York that was generated for the Town's 2021-22 climate planning work.

**Table 6. Change in Town of York Waste Generation from 2010 to 2019**

	2019 Volumes	2010 Volumes	% change from 2010 to 2019
Statewide Average (from MDEP MSW report 2021; 2017)	0.63	0.57	11%
Residential per capita tonnage	0.39	0.35	11%
Commercial tonnage	0.24	0.22	10%
Ratio of Residential to Commercial (assume same ratio for 2010)	1.625	1.625	0%

Sources: Waste data from Town of York, 2010 U.S. Census population data, Casella, and Maine Department of Environmental Protection, and Maine DEP's Maine Solid Waste Generation and Disposal Capacity Report: Calendar Year 2015, January 2017.

### Stormwater Management and Infrastructure

Stormwater infrastructure in the Town of York is largely associated with roadways. For the most part, roadways in York are operated and maintained by their owners, including the State of Maine, the Town of York, and private owners (e.g., homeowner's associations).

York's wastewater and stormwater systems are separate; there are no combined systems or Combined Sewer Overflows (CSOs) in town.

Stormwater infrastructure in York is primarily maintained by the DPW. On state roads, stormwater infrastructure may be maintained by either MaineDOT or the Town depending on maintenance agreements. The DPW maintains the stormwater facilities that it operates using an asset-management-based approach, and the Town also inspects and cleans its catch basins annually and works with vendors to complete this work. Stormwater maintenance has been adequate and thorough with no notable improvements needed to stormwater maintenance at this time. Based on conversations with DPW staff, future development is not expected to adversely affect the effectiveness of current stormwater maintenance practices but should be periodically evaluated.

York is regulated under the General Permit for the Discharge of Stormwater from Small Municipal Separate Storm Sewer Systems (MS4). Since the first *York County MS4 (Southern Maine Stormwater Working Group or SMSWG) Annual Report* in 2013 and the adoption of the Stormwater Chapter for its Comprehensive Plan Inventory and Analysis in November 2015, the Town has made significant investments in infrastructure and ongoing maintenance of its stormwater system as well as in supporting policies, regulations, and ordinances.

As of June 30, 2020, per the *York County MS4 (SMSWG) Annual Report Permit Year 7*, York had the following infrastructure in the Urban Area (a U.S. Census designated area based on population density):

- 139 piped and ditch outfalls



- 636 catch basins and 52 drain manholes (1095 structures mapped town-wide)
- 273 ditch segments

York's Urban Area falls entirely within a single watershed – the Frontal Drainages of Southern York County Watershed (Fig. 4).

As one of the action items in the *Stormwater Program Management Plan for York County MS4s*,<sup>10</sup> York adopted a Post-Construction Stormwater Management Ordinance in 2014 that requires proper operation and maintenance of privately-owned stormwater infrastructure (e.g., stormwater ponds). This is tracked by the Town Stormwater Manager and reported annually (Fig. 5). Other program management actions in the SMSWG's *Stormwater Program Management Plan for York County MS4s* were complemented or supplemented by York's Comprehensive Plan Stormwater Chapter.

York is in compliance with the MS4 requirements (National Pollutant Discharge Elimination System (NPDES) Phase II), which include:

- Public Education and Outreach
- Public Involvement
- Illicit Discharge
- Detection and Elimination
- Construction Stormwater Management
- Post-Construction Stormwater
- Pollution Prevention and Good Housekeeping

#### *Stormwater Program Management, Maintenance, and Enforcement*

While the majority of stormwater infrastructure construction and maintenance is done by DPW, the Town's Stormwater Manager position falls within the Code Enforcement Department. The current Stormwater Manager is also the assistant Code Enforcement Officer, as well the Assistant Shoreland Resource Officer, and Local Plumbing Inspector.

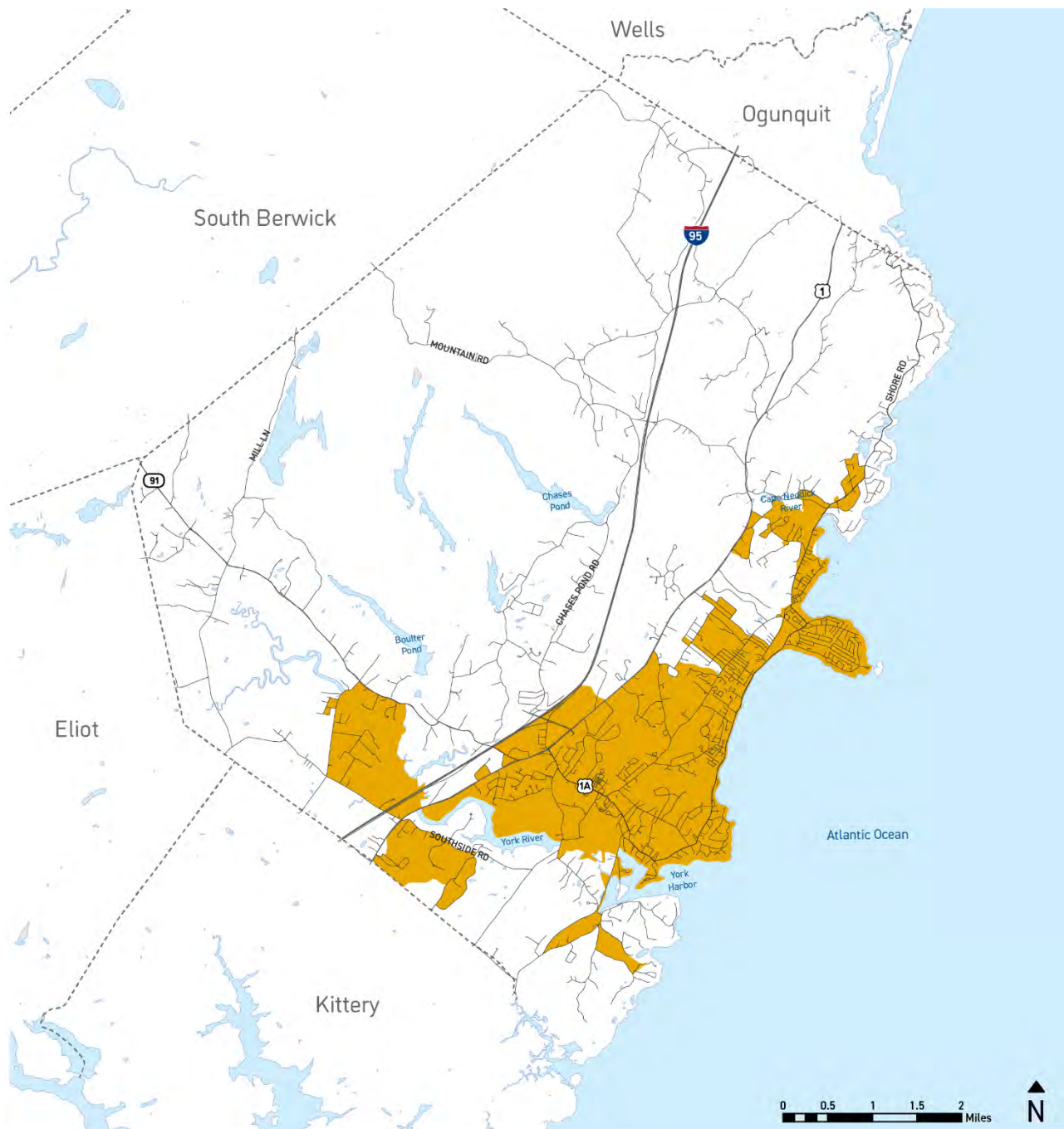
The Stormwater Manager coordinates within the Code Enforcement Department and has worked closely with DPW, the Planning Department, York Fire Departments, Conservation Commission, York Water District, and York Sewer District as stormwater issues have arisen in town. With program and service delivery, enforcement, management, and coordination, as well as continuously updated state policies and regulations, additional staffing capacity may be needed in the future to continue maintaining excellent program management and enforcement, particularly in Code Enforcement and DPW.

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<sup>10</sup> <https://www.yorkmaine.org/DocumentCenter/View/367/Stormwater-Program-Management-Plan-PDF>



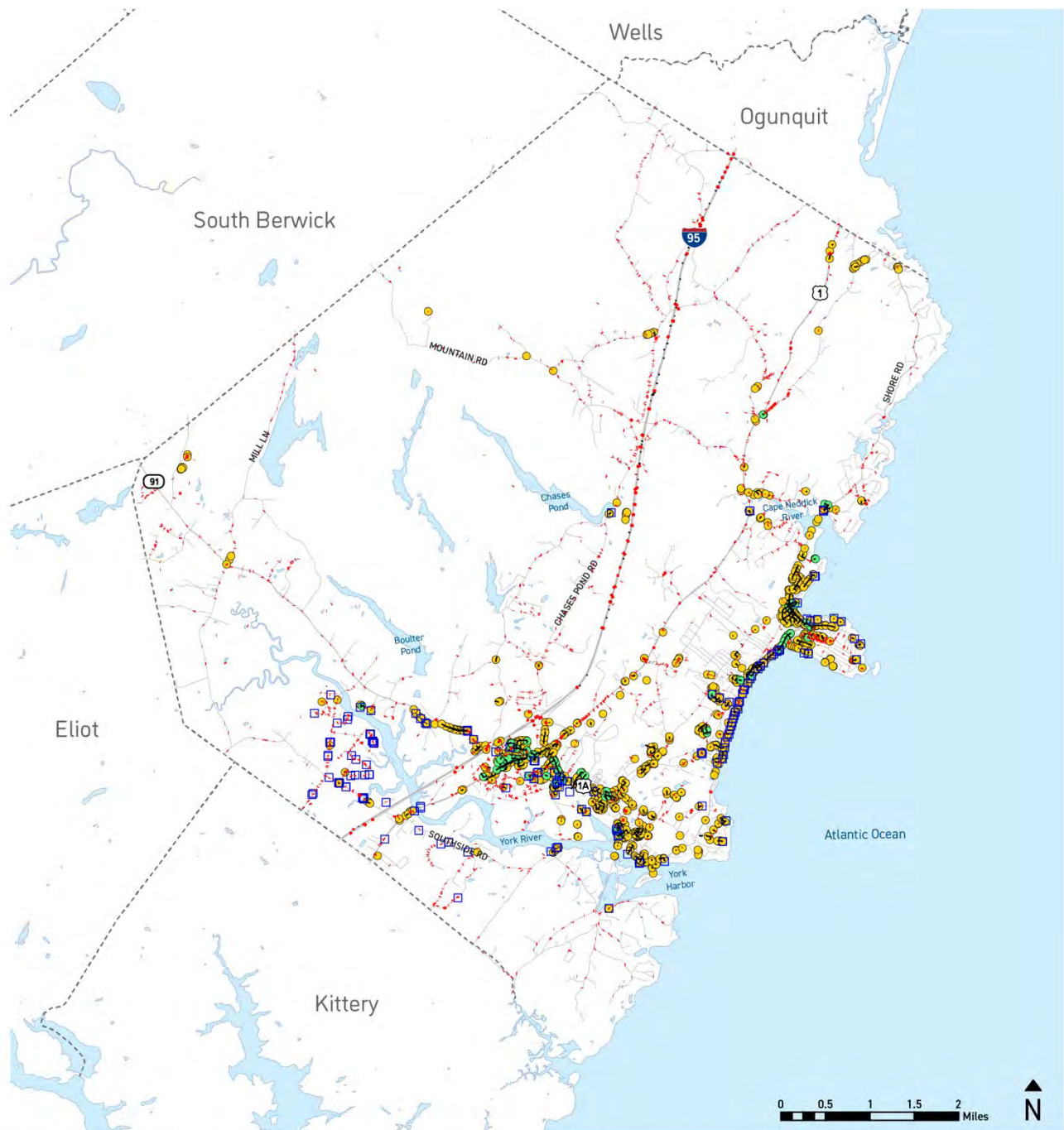
**Figure 4. 2010 U.S. Census Designated Urban Area in York**



Data Sources: 2010 U.S. Census, Town of York OpenData, Maine Geolibrary, USGS National Hydrography Dataset. Map created by CivicMoxie.

 2010 U.S. Census Designated Urban Area

**Figure 5. York Stormwater Infrastructure Map**



Data Sources: Town of York GIS, Town of York OpenData, Maine Geolibrary, USGS National Hydrography Dataset. Map created by CivicMoxie.

- |  |  |
|--|--|
| <span style="color: red;">—</span> Culvert                 | <span style="color: yellow;">●</span> Catch Basin  |
| <span style="color: black;">—</span> Gravity Drainage Pipe | <span style="color: green;">●</span> Drain Manhole |
| <span style="color: blue;">□</span> Drainage Outfall       |  |





### Regional Coordination

Stormwater and stormwater management is recognized as an issue best addressed on a regional level, particularly for smaller communities. York is a member of the Southern Maine Stormwater Working Group (SMSWG), which includes the communities of York, Kittery, Eliot, Berwick, and South Berwick, working collaboratively to protect stormwater from pollution. The five towns are each subject to the *2013-2018 General Permit for the Discharge of Stormwater from Small Municipal Separate Storm Sewer Systems (MS4s)*, which was administratively continued until 7/1/2021 (Permit Year 8).

Per the *York County MS4 (SMSWG) Annual Report Permit Year 7*, the Towns of Berwick, South Berwick, Eliot, Kittery, and York worked with the Casco Bay Interlocal Stormwater Working Group (ISWG) on a *Stormwater Awareness Plan*. The SMSWG also worked with ISWG and the Cumberland County Soil & Water Conservation District (CCSWCD) on continuing Statewide Awareness outreach and public education tasks, such as the Maine Think Blue Program<sup>11</sup> for public education and outreach.

It is anticipated that SMSWG will continue to work collectively and collaboratively to address stormwater issues for the near and long term.

### Street Tree Program

York does not currently have a street tree program. The Town removes and manages hazard trees on an as-needed basis but does not have a routine planting or management program.

### DPW Facilities

As previously mentioned, the DPW has four facilities, two of which are located outside of the Town's 2006 Growth Area. Those two facilities are the current DPW Headquarters on Chases Pond Road and the Witchtrot Road Recycling and Composting Facility.

The DPW's main office is located at 115 Chases Pond Road. This approximately 5,000 square foot facility serves as the administrative headquarters and houses much of the department's equipment. Limited storage space has meant that much of DPW's equipment is parked outdoors year-round, leading to increased maintenance costs and accelerated corrosion. To reduce future maintenance and equipment costs, DPW has requested improved workspace and upgraded equipment. In response, the Town purchased property at 810 U.S. Route 1 from MaineDOT in 2018 where DPW will eventually be able to move and consolidate all operations.

While some of the space at this location is currently being used for storage, a number of improvements need to be made before the transition of this location to accommodate all DPW operations and storage can happen, including construction of office space and increasing capacity for equipment storage. The budget and plans for renovations to the facility were

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<sup>11</sup> <http://thinkblumaine.cumberlandswcd.com/>





previously in the Town's Five-Year Capital Program but were recently delayed and pushed back past FY27.

The Public Works Barn at 14 Rogers Road. was built in 1975 and provides an additional 2,200 square feet of work and storage space for the department. It includes a workshop for creating signs, storage for parking meters, maintenance areas, and storage for a sidewalk and roadway sweeper. While the space is small, it is adequate for some storage and allows the DPW to mobilize equipment to beach areas quickly. There may be a future need to adapt this facility to sea level rise.

DPW's Recycling and Composting Facility is located at 65 Witchtrot Road. The recycling and composting center is where recycling bins are stored and universal waste disposal is carried out. This facility, with outbuildings of approximately 2,800 square feet, provides additional department storage. While the buildings could benefit from minor repairs, they are generally in good condition.

### Staffing

As of 2021, the York DPW has 17 full-time staff, including the following: the DPW Director, one Foreman, one Administrative Assistant, two Crew Leaders, one Fleet supervisor, one Mechanic, one Mason, eight Heavy Equipment operators, and one Laborer. The DPW supplements its full-time staff with seasonal employees – summer demand for street cleaning and maintenance related to heavier beach and visitor activity and landscape management, and winter demand for snow and ice clearing. Town voters have been very supportive of fulfilling equipment needs for the DPW's wide variety of services. However, eventually equipment improvements will be insufficient and the department will need additional staffing to maintain its quality of service. The DPW has a similar employee requirement to the York Police Department; employees must live within 30 miles/minutes of town.

Seasonal demand for increased services presents a major staffing challenge for the DPW. The department is staffed for the town's year-round population, but both the residential and daytime populations increase dramatically during the summer months. These population increases create additional needs for services. Seasonal staff, as noted by other Town departments, have been more difficult to recruit. The DPW has been looking to neighboring towns and the state for ways to address this issue since hiring challenges have been impacting all the communities in the state since before the pandemic.

### Regional Coordination

The Town partners with neighboring communities through the Southern Maine Planning and Development Commission (SMPDC) and the Kittery Area Comprehensive Transportation Commission (see Appendix A8: Transportation Current Conditions). The DPW coordinates with MaineDOT for roadway and stormwater related infrastructure construction and maintenance.



DPW has long had a good working relationship with the Federal Emergency Management Agency (FEMA), specifically regarding infrastructure construction, renovation, and maintenance related to storm and weather impacts.

## **Parks and Recreation Department (Parks & Recreation)**

### **Programs and Services**

York's Parks & Recreation Department provide many Town services, including programming, operations, and maintenance of many public buildings, grounds, parks, beaches, and recreation facilities, as well as school and community athletic fields and green spaces. The department offers a wide array of recreational programs for both adults and children with the most popular offerings including youth sports, summer camps, adult fitness programs, and older adult services.

Parks & Recreation and the Center for Active Living (which is under the purview of Parks & Recreation) are major providers of community services in town, offering residents a wide range of programs. Parks & Recreation has also been able to meet evolving resident needs and demands through creative programming and use of its staff and spaces. In order to continue delivering high quality services for the increasing and aging population, along with facility challenges and the changing nature of privatized sports and athletics, Parks & Recreation may need additional Town resources in the future. (See Appendix A3: Natural Resources Current Conditions and Appendix A7: Recreation Current Conditions).

### **Facilities**

Parks & Recreation is responsible for operations and maintenance of 14 facilities in town. These facilities include buildings, parks, and athletic fields. The department works very closely, and shares athletic facilities, with the School Department, as well as with neighboring towns, such as Kittery's Recreation Department, and privately owned and operated athletic facilities.

The Parks and Recreation Department main offices are located in the Grant House at Goodrich Park (200 U.S. Route 1). This facility has very limited meeting space and no programming space. The department's program offerings are run out of multiple decentralized sites and within the Town's schools. This lack of dedicated program space will limit the department's ability to continue to adapt and grow programming to meet the demands of the community in the future. Particularly noticeable during the COVID-19 pandemic, the schools were not open for public use, which severely constrained the department's programs. A community center that includes program and recreation space has been on the long-term list for the Five-Year Capital Program for several years and has recently been elevated for inclusion in the FY2023-27 Capital Program budget for a design and location study in FY27.



Below is a list of the Parks and Recreation facilities and properties. For a full list and description, see Appendix A7: Recreation Current Conditions.

- Bog Road Field
- Strawberry Island
- Goodrich Park
- Moulton Park
- Sohier Park & Gift Shop
- Ellis Park / Short Sands Beach
- Long Sands Beach and Bath House
- Harbor Beach and Bath House
- Cape Neddick Beach
- Hartley Mason Reserve (maintained by Parks & Recreation)
- Mount Agamenticus and Mount Agamenticus Lodge
- Town Farm & Community Gardens
- York Beach Ball Field
- Center for Active Living

In addition to its own facilities, Parks & Recreation has agreements with other municipal entities (some formal and some not) to assist in maintenance of other properties adjacent to, but not specifically under, the department. These properties include portions of the York Water District's land around Mount Agamenticus, as well as the York Public Library. The Parks & Recreation Department's responsibilities also include maintenance of veteran grave sites and ancient burial grounds located throughout town.



*Parks & Recreation Barn at Bog Road Fields*



### Staffing

Parks & Recreation currently has a core year-round staff of ten full-time employees. The department also has five year-round, part-time employees. Annually, Parks & Recreation hires approximately 100 seasonal, part-time employees and works with many recreation instructors and contractors throughout the year.

While Parks & Recreation has been experiencing similar issues as other departments regarding finding sufficient seasonal hires, the department's priority in terms of staffing needs is the addition of full-time staff at Mount Agamenticus. The increasing usage of the department's facilities and outdoor spaces and the expanded infrastructure improvements at Mount Agamenticus will require increased operational support. The department seeks to make the two current part-time positions full-time and permanent. Specifically, the move from part-time to full-time could mean the Mount Agamenticus Trails, Facilities and Grounds Supervisor position would take on a considerable increase in leadership and responsibility to include strategic planning and fundraising, along with park stewardship, mapping, and construction. The Mount Agamenticus Park Attendant/Outreach Specialist position could become the Outreach and Education Coordinator and take on a considerable increase in visitor use, volunteer, and gift shop management, along with program, activity, and learning oversight at the Lodge. Additionally, if a park use fee is instituted, there will need to be part-time and/or year-round parking attendants and custodians for collection and enforcement.

Parks & Recreation will continue to actively look for new and sustainable funding support for programming, maintenance, and staffing but may need additional Town support to continue providing high levels of service and supporting conservation of the Town's investments.

### Regional Coordination

Parks and Recreation actively partners with other Town departments, including the Police Department and DPW, and several regional and non-profit organizations for conservation, management, and maintenance of conserved lands. The department has also partnered with neighboring communities, such as the Town of Kittery, for recreational programming, as well as with private recreational facilities (see Appendix A3: Natural Resources Current Conditions and Appendix A7: Recreation Current Conditions).

### Center for Active Living

The Center for Active Living (formerly the Senior Center) operates under the York Parks & Recreation Department and is one of the Town's major community service providers. The Center has its own building and separate staff who administer and run programs for older adults (50 years and over) with priority for residents (non-residents pay an annual user fee). Programs range from its dining room/meal program to a wide range of educational, recreational, and social events and activities.



The Center reaches about 600 households via its mailing list and issues a monthly newsletter and program guide with a calendar of programs, services, and events. Among its well-utilized services is the dining room/meal program which offers home-cooked lunches Tuesday through Friday at a suggested meal donation of \$5.00, with reservations required in advance. The Center provides a café in the dining room with coffee, tea, hot chocolate, and muffins free of charge, Monday through Fridays 9:00-11:00am, as a relaxed, drop-in opportunity for socializing.

There are also periodic special lunches throughout the year. The in-person dining was temporarily modified due to the COVID-19 pandemic, with Wednesdays being dine-in and the other three days being a drive-through pick-up service. However, during the pandemic, the demand for lunches increased. As an example, during a week in the summer of 2021, the Center provided 65 meals for lunch (take-out) during the pandemic whereas their previous sit-down service was closer to 50 people per meal.

While the Center has been able to meet current demand, staff have seen a need for additional overall support for aging-in-community, meaning addressing issues of housing, transportation, other services for widowed or single older adults, and information and service referral. Among these needs, transportation options for its participants as well as continued support for social networking were identified as especially essential.

### Facilities

While the Center has been able to meet the current demand for its services with the existing staff, the COVID-19 pandemic highlighted the issue of lack of space for its programs and activities. The Center has its own facility at 36 Main Street in York Beach. This building was originally a four-room schoolhouse (York Beach Elementary School) constructed in 1901. As the portion of the Town's aging population continues to grow, the Center has been looking to address the physical space limitations of its current facility. The Center was unable to use its own space due to size constraints, resulting in the rental of larger, private spaces for some programs. The renovation of 36 Main Street is on the Capital Plan for FY24 for improvements and additional program space, as well as other community spaces and is currently in the preliminary design stage.





*Town of York's Center for Active Living*

## Cemeteries

While Parks & Recreation does provide some maintenance to veteran grave sites and ancient burial grounds located throughout town, this does not include cemeteries. The York Comprehensive Plan Inventory & Analysis Municipal Capacity Chapter (2009) identified 220 cemeteries and family burial grounds in York, but noted that the Town does not own or manage any of them. The Chapter notes that the only active cemetery in the town is that of the First Parish Church in York Village, which, as of 2009, was expected to have adequate capacity for the coming few decades. No new information has been located at this time or projected capacity challenges raised.

## York Schools

York is known for its high-quality public school system. During the planning process for the 1999 Comprehensive Plan, school enrollment had been undergoing rapid growth, and improvements and additions were made to meet those demands. In the past several years, in tandem with trends reflective of an aging population (the median age in York rose from 46.5 to 52.2 years between 2010 and 2019), student enrollment has been declining. The School Department has been taking into account different student enrollment scenarios in its future staff and facilities planning.

### School Facilities

York's School Department's facilities include two elementary schools, one middle school, one high school, and one School Superintendent's Office. The school facilities include outdoor playground and athletic facilities that are shared with other Town departments, primarily Parks & Recreation.

All five of the York School facilities are located within the Town's 2006 Growth Area, east of U.S. Route 1. While various enhancements and modifications to sidewalks and roadways adjacent to some of the schools have been made to improve pedestrian and bicycle safety for



students, the schools have not indicated a marked increase in non-vehicular transportation for students and staff, to and from school.

The School Department had a full assessment of all facilities prepared by the Cordjia Capital Projects Group, called the *Property Condition Assessment*, completed in September 2021. With the information from the study, the School Department will develop a plan for all of their facilities for the next five to ten years. Overall, the properties are all in good condition, with no major concerns or issues. No major expansions or new school construction are currently anticipated. Recent capital projects include upgrading the tennis courts at the High School and repaving the parking lot at Coastal Ridge Elementary.

The Central Office (Superintendent's Office) is located at 469 U.S. Route 1. This administrative building for the School Department is approximately 7,000 square feet in size. Purchased around 2000, it adequately houses the entire administrative staff of the Superintendent's Office and excess space is leased to private commercial entities.



*York School Department Central Office Sign*

Coastal Ridge Elementary School is located at One Coastal Ridge Road and was constructed in 1991. The school serves students in grades two through four. A recent capital project included repaving the school's parking lot.



*Left: Coastal Ridge Elementary School; Right: Village Elementary School*

Village Elementary School at 124 York Street was expanded in 1974 and 1991 and currently serves students in grades kindergarten through second grade. A one-class pre-kindergarten program was run by a local preschool provider for one year within the school, but was paused due to the COVID-19 pandemic, and a decision has not been made regarding restarting the program.

York Middle School, located at 30 Organug Road, was significantly expanded in 2001 with a 105,000-square foot addition. It presently serves students in grades five through eight, with capacity for 800 students.

York High School is located at One Robert Stevens Drive. The facility serves students in grades nine through twelve and has capacity for 800 students. The High School was built in 1977 and remodeled in 1999 and again in 2009. The York Community Auditorium was constructed and opened at the High School in 2018. An upcoming capital project at the High School will upgrade the tennis courts.



*Left: York Middle School; Right: York High School*





The York Community Auditorium, as one of the York High School Performing Arts facilities, opened in February 2018. The \$10.2 million addition to York High School included a new 750-seat theater, stage, conference room, lobby, concession stand, school store space, recording studio, auditorium control room, and dressing rooms. The auditorium is used by the School Department and other Town departments, and is available for public use. Additional school facilities, including the gymnasiums and athletic fields, are also used extensively by the Parks & Recreation Department.

### School Enrollment and Projections

School enrollment across York's four public schools decreased by approximately 12% between 2012 and 2021 (Tables 7 and 8). The School Department is taking into account enrollment scenarios, including the continuing trend in lower enrollment that could have an impact on facilities needs and programming decisions.

As of December 1, 2021, the York School Department's projected total school enrollment for the 2022-2023 school year is an estimated 1,580 students (an earlier projection was 1,618 students). From school year 2010-2011 to 2022-2023, that would be a decrease in 296 students and a projected decrease of 15.78%.

**Table 7. Total Actual School Enrollment in All York Public Schools (2011 – 2021)**

School Year	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021	Change 2011 - 2021	% Change 2011 - 2021
<b># Students</b>	<b>1,876</b>	<b>1,850</b>	<b>1,846</b>	<b>1,826</b>	<b>1,788</b>	<b>1,746</b>	<b>1,746</b>	<b>1,729</b>	<b>1,684</b>	<b>1,639</b>	<b>1,627</b>	<b>-249</b>	<b>-13.27%</b>

Source: York School Department

**Table 8. York Public School Student Enrollment by School, 2012-2021**

School	School Year										Chg 2012-2021	%Chg 2012-2021
	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021		
Coastal Ridge Elementary	318	319	315	318	312	393	386	361	354	358	40	13%
Village Elementary	311	307	308	301	297	230	219	213	223	217	-94	-30%
York Middle School	616	597	579	555	523	557	567	558	535	519	-97	-16%
York High School	609	627	627	614	614	573	557	552	529	529	-80	-13%
<b>Total</b>	<b>1,854</b>	<b>1,850</b>	<b>1,829</b>	<b>1,788</b>	<b>1,746</b>	<b>1,753</b>	<b>1,729</b>	<b>1,684</b>	<b>1,641</b>	<b>1,623</b>	<b>-231</b>	<b>-12%</b>

Source: Maine Department of Education Student Enrollment Data, <https://www.maine.gov/doe/data-reporting/reporting/warehouse/enrollment>



Future changes in the town's overall student-age population will be impacted by the overall demographics shift to an older population in York as well as by housing availability/affordability for families with children. Any short or long-term impacts of school enrollment from the COVID-19 pandemic have not yet been determined.

In response to the availability of space and the request for pre-kindergarten programming, the School Department provided a classroom within Village Elementary for a year to a local pre-school provider who was authorized to receive state-aid vouchers. The cost to the Town was minimal, especially since there was existing classroom space available. The School Department was also able to more easily provide some special education services to the students identified as needing those services starting at age three, such as speech and occupational therapy. A decision has not been made about restarting the program post-pandemic.

There is new state funding available for public pre-kindergarten that the School Department could use to run a public pre-kindergarten classroom; however, there would likely be additional costs.

### School Staffing

The York School Department has been adept at adjusting staffing to meet the needs of its student population. For FY 2022, the School Department had 344 employees, including 304 full-time and 41 part-time employees. Looking at FY 2023, York Schools has already planned for anticipated staffing with adjustment, restructuring, and reassignments to meet educational needs and class sizes. They expect to have sufficient staff for the next school year although it has been noted that the hiring of non-educational but essential positions, such as facilities management, food services, and administrative staff, has become more challenging in recent years.

### General Conditions of Facilities and Equipment

The general physical conditions in Table 9 do not include assessments of energy use of existing Town and School facilities.





**Table 9. General Physical Conditions of Town of York Facilities and Equipment**

Town of York Facilities	General Condition
<p><i>York Town Hall (186 York Street)</i></p> <p>Constructed in 1811 as the York County Courthouse, the 11,963-square foot facility houses the Town Manager's office, the Finance Department, the Planning Department, the Assessing Department, and the Town Clerk and Tax Collectors Department.</p> <p>To address inadequate office, meeting, and public record space, Town Hall is currently undergoing planning and design for renovation and expansion on the existing site. Port City Architecture was hired to begin the project. Currently in the planning stages, the project cost is estimated at approximately \$6.5 million.</p>	<p>Renovation and addition in Planning and Design stages.</p>
<p><i>Town Docks #1 and #2</i></p> <p>There are two Town Docks in York Harbor. Both docks are located on Harris Island Road. Town Dock #1 is generally for commercial fishermen, and Town Dock #2 is generally for recreational boaters, though there is some crossover between the two. Town Docks #1 and #2 both allow short-term berthing spaces for recreational and commercial boats. Parking is extremely limited for both facilities. In addition to the two public docks, there is a Town-owned piece of waterfront land adjacent to Town Dock #1 that provides waterfront access for kayakers and other small water craft. For more information on increased demand for recreational and commercial water access, see Appendices A4 and A7. The Town Docks are maintained by the York Harbor Board and the York Police Department. Both Town Docks are projected to be exposed to inundation with as little as 1.5 feet of sea level rise and storm surge, which could happen by 2050 or earlier.<sup>12</sup></p>	<p>Adequate condition but have capacity challenges and threats (to Docks and access to Harris Island Road) from projected sea level rise.</p>
<b>Public Safety</b>	
<p><i>York Police Department (9 Hannaford Drive)</i></p> <p>The Police Department moved to its current location at 9 Hannaford Drive in 2017 after extensive renovations to the former American Legion post. The facility currently meets the Department's needs.</p>	<p>Good condition.</p>
<p><i>York Beach Fire Station (18 &amp; 20 Railroad Drive)</i></p> <p>Originally constructed in 1917, the facility has always been used by the Fire Department but has also been shared with Police and a community center. It has been entirely designated for Fire Department use since 1977. Past improvements include additions in 1965 and 1985 to house additional fire trucks and a remodeling of the apartment in the fire house in 2002.</p>	<p>Old facility and faces threats from projected sea level rise. Adequate for current equipment and staffing levels.</p>

<sup>12</sup> Maine Geological Survey sea level rise/storm surge models



<p><i>York Village Fire Station (One Firehouse Drive)</i></p> <p>This facility was originally constructed in 1979 to replace an older building at the site. A second building that existed to the rear of the current facility collapsed and was never replaced, which has resulted in equipment being parked outdoors and subject to weather and corrosion, resulting in greater maintenance costs. Recently, the Department was able to upgrade auto extraction equipment through a fund drive (non-taxpayer funded) and hopes to repeat in the near future for an off-road vehicle for rescue of hikers.</p>	<p>Older facility, adequate for current equipment and staffing levels.</p>
<p><b>Public Works</b></p>	
<p><i>York Public Works Department (115 Chases Pond Road)</i></p> <p>This facility serves as the administrative headquarters for the DPW and houses much of the Department's equipment. It is approximately 5,000 square feet in size. Limited storage space has meant that much of the DPW equipment is parked outdoors year-round, leading to increased maintenance costs and accelerated corrosion. DPW has reported a need for improved work space and upgraded equipment. The Town has purchased property at 810 U.S. Route 1 where DPW will eventually move all operations.</p>	<p>Headquarters to be moved to new facility at 810 U.S. Route 1.</p>
<p><i>Public Works Barns (810 U.S. Route 1)</i></p> <p>This facility was purchased from MaineDOT and will be the future home of DPW headquarters. While some of the space is currently being used, a number of improvements to the space need to be made before that transition is able to happen, including construction of office space and capacity for equipment storage.</p>	<p>Needs new construction and improvements to accommodate DPW headquarters and central storage.</p>
<p><i>Public Works Barn (14 Rogers Road)</i></p> <p>The Public Works Barn on Rogers Road was built in 1975 and provides an additional 2,200 square feet of work and storage space for the department. It includes a workshop for creating signs, storage for parking meters, maintenance areas, and houses a sidewalk and roadway sweeper. The Department reports that while the space is small, it is adequate for some storage and mobilizing equipment to beach areas quickly. There may be a future need to adapt this structure to address projected sea level rise.</p>	<p>Small structure in good condition. May need future adaptation to accommodate projected sea level rise.</p>
<p><i>Recycling and Composting Facility (65 Witchtrot Road)</i></p> <p>The Department of Public Works has a recycling and composting center where recycling bins are stored and universal waste disposal is carried out. This facility, with outbuildings of approximately 2,800 square feet, provides additional department storage. There have been some minor repairs to the buildings and they are in good condition.</p>	<p>Good condition.</p>
<p><b>Parks and Recreation</b></p> <p>Note: see Appendix A7: Recreation Current Conditions for further details on other facilities managed and maintained by York's Department of Parks and Recreation.</p>	



<p><i>Parks and Recreation Department Office (200 U.S. Route 1)</i></p> <p>The Parks and Recreation Department offices are located in the Grant House at Goodrich Park. This facility has very limited meeting space and no programming space. The Department currently stores vehicles at the Bog Road Maintenance Barn (40 Bog Road). Many recreation programs are offered at school facilities and athletic fields.</p>	<p>In need of improvements and too small to accommodate meetings or programs.</p>
<p><i>Center for Active Living (36 Main Street)</i></p> <p>This facility was originally a four-room school house (York Beach Elementary School) constructed in 1901. This 12,000-square foot building is projected to be inadequate in the coming years continue to meet the evolving needs of the town's aging residents.</p>	<p>Undergoing renovation (design phase). May not be adequate to serve the needs of a growing older population.</p>
<b>Schools</b>	
<p><i>The School Department will utilize its Property Condition Assessment study, completed in September 2021 by Cordjia Capital Projects Group, for planning facility improvements, renovations, and other infrastructure projects for all of its properties for the next five to ten years. Currently all properties are in overall good condition.</i></p>	
<p>Central Office (Superintendent's Office) (469 U.S. Route 1)</p> <p>The current School Department Administrative building is approximately 7,000 square feet in size; some of this area is rented as private, commercial space. The building was purchased around 2000 and adequately houses the entire administrative staff of the Superintendent's Office.</p>	<p>School Department's 2021 <i>Property Condition Assessment</i>, indicated that overall, all properties in good condition with no major concerns.</p>
<p><i>Coastal Ridge Elementary School (One Coastal Ridge Road)</i></p> <p>Constructed in 1991, this facility serves students in grades two through four. Recent capital projects included repaving the parking lot.</p>	<p>Good condition.</p>
<p>Village Elementary School (124 York Street)</p> <p>Expanded in 1974 and 1991, the current facility serves students in grades Kindergarten through two. Pre-Kindergarten program (one class) was run for one year within Village Elementary but closed due to the COVID-19 pandemic with reopening not yet determined.</p>	<p>Good condition.</p>
<p><i>York Middle School (30 Organug Road)</i></p> <p>The current facility serves students in grades five through eight and has capacity for 800 students. The school was constructed in 1905, renovated in 1930, expanded to include a gymnasium in 1951, and expanded in 2001 with a 105,000-square foot addition.</p>	<p>Good condition.</p>



<p><i>York High School (One Robert Stevens Drive)</i></p> <p>The current facility serves students in grades nine through twelve and has capacity for 800 students. The school was built in 1977 and remodeled in 1999 to include an additional 30,000 square feet, and again in 2009 with a 10,900-square foot instructional music space. The York Community Auditorium opened at the High School in 2018. Recent capital projects include upgrading the tennis courts.</p>	Good condition.
<p><i>York Community Auditorium (One Robert Stevens Drive at York High School)</i></p> <p>Opened in February 2018, the \$10.2 million addition at York High School included a 750-seat theater, stage, dressing rooms, new conference room, lobby, concession stand and school store space, recording studio, and auditorium control room. As one of the York High School Performing Arts Facilities, the YCA is managed through the School Department and is available for public use.</p>	Good condition, built in 2018.

Source: information compiled from interviews with Town staff and the Town's website [www.yorkmaine.org](http://www.yorkmaine.org).

## Town of York's Capital Program

The Town of York annually updates its Capital Program (or Capital Improvements Plan – CIP) for all Town infrastructure, facilities, and equipment needs. Town fiscal priorities for some facilities have been previously discussed in this section. More detailed information regarding the Town's most recent Capital Program, priorities, and budget can be found in Appendix B York CIP and Fiscal Capacity.

## General Town Staffing

Table 10 shows a compilation of Town staffing information, including future needs. Through discussions, interviews, and feedback from Town departments, several departments reported specific immediate or future staffing needs to accommodate the increased or changing public demand for services.

**Table 10. Town Departments Staffing Capacity**

Town of York Staffing	Future Needs
<b>MUNICIPAL ADMINISTRATIVE</b>	
<p><i>York Town Hall (186 York Street)</i></p> <p>Overall, the staffing level in Town Hall has not grown much in ten years despite growth in town population and in new construction. Some departments may need additional staffing, particularly to take on additional tasks of data collection and tracking trends to better measure implementation of the Comprehensive Plan and track progress and impacts of new development, changes in population, and climate change. Town staff report that current staffing has been just able to maintain their levels of service but will not be able to handle additional increased demands from the public. The Town Hall expansion will result in additional facility space to support increased staffing.</p>	Need for increased staffing and staff retention.



Departments in Town Hall that have specifically raised staffing concerns include Code Enforcement, Finance, Human Resources, Planning (though there has been a new hire as of January 2022), Town Clerk/Tax Collector.	
<p><i>Parks and Recreation Department</i> (Facilities include Office at 200 U.S. Route 1), Center for Active Living at 36 Main Street, and maintenance/management of various other facilities around town – see Appendix A7: Recreation Current Conditions).</p> <p>In 2021, Parks &amp; Recreation had a year-round staff of ten full-time employees and five part-time employees. Annually, they hire approximately 100 seasonal, part-time employees and work with additional recreation instructors and contractors throughout the year.</p> <p>The department highlighted priority staffing needs, specifically the addition of full-time staff at Mount Agamenticus to manage the increasing use and infrastructure improvements as well as new programs and services. (More detail included in Parks &amp; Recreation section)</p> <p>Additionally, if the park use fee is instituted, part-time and/or year-round staff will be needed for collection and enforcement.</p> <p>Finding sufficient seasonal employees has been an issue, similar to several other departments.</p> <p><i>Center for Active Living</i></p> <p>Currently, the Center has sufficient staffing for its programs and services. However, an increase in space, as is currently being designed, that will allow for additional programs and services, will correspond to a future need for additional staffing.</p>	Immediate need for more staff, with priority at Mount Agamenticus.
<b>PUBLIC SAFETY/ENFORCEMENT</b>	
<p><i>York Police Department (9 Hannaford Drive)</i></p> <p>In 2020, YPD was allocated 27 officers with an additional personnel position that was reallocated to fund the Emergency Management role. A shared mental health position with Kittery and Eliot will be hired in FY22.</p> <p>Staff positions and numbers (more detail provided in the YPD section) were allocated in the following divisions: Command, CID Division, Patrol Division, Administrative, Communications (Dispatch) Center, Animal Control, and Harbor Master Division.</p> <p>Recruiting and retaining officer has been a challenge with vacancies for several positions. Housing affordability is a challenge since staff are required to live within 30 miles/minutes of town.</p> <p>Like other departments, part-time/summer staff hiring has been challenging.</p> <p>Future reported staffing needs include additional patrol force (including Traffic/Parking Division), Animal Control, Communications Dispatch, and other specialist positions.</p> <p><i>York Communications Center (part of YPD)</i></p> <p>Through 2021, there has been consistent insufficient staffing. An additional ninth dispatcher, as well as a possible Dispatch Supervisor, will likely be needed to maintain the current level of service and public safety.</p>	<p>There is a request for an additional dispatcher on the May 2022 ballot.</p> <p>Will need additional positions/divisions to accommodate demand.</p>





<p><b>Harbormaster Office</b></p> <p>As of early 2022, the one Harbor Master and two part-time Harbor Master assistants, are to be replaced by a full-time Harbor Master and one part-time Harbor Master assistant.</p>	
<p><b>York Beach Fire Station (18 &amp; 20 Railroad Drive)</b></p> <p>YBFD Chief reports a total of 35 staff members in 2021, three of which are full-time firefighters and emergency medical personnel. The call force is made up of a group of approximately 25 men and women. As of December 2021, the previously volunteer firefighters could choose to become part-time Town employees.</p> <p>Affordable housing is reportedly also a challenge in recruiting new staff.</p>	Currently sufficient.
<p><b>York Village Fire Station (1 Firehouse Drive)</b></p> <p>YVFD staffing includes three full-time firefighters and 35 to 40 part-time members. At least 35 members are firefighter I and II qualified with many also being EMTs, with additional support members. As of December 2021, the previously volunteer firefighters could choose to become part-time Town employees.</p> <p>The Department hasn't had any new positions since 1985, but they have a sufficient call force at this time.</p>	Currently sufficient.
<b>PUBLIC WORKS</b>	
<p>York Public Works Department (Facilities at 115 Chases Pond Road, 810 U.S. Route 1, 14 Rogers Road, 65 Witchtrot Road)</p> <p>As of 2021, York DPW has 17 full-time staff, including the following: the Director, one Foreman, one Administrative Assistant, two Crew Leaders, one Fleet supervisor, one Mechanic, one Mason, eight Heavy Equipment operators, and one Laborer. Eventually equipment improvements will not be enough and will need more staffing. DPW has a similar requirement to Police that employees live within 30 minutes.</p> <p>Seasonal staffing is a major challenge; the Department is staffed for year-round population, but population increases dramatically in size during the summer months and there are seasonal staffing needs for both summer and for winter snow removal.</p>	Immediate need for more staff, seasonal priority.
<b>SCHOOL DEPARTMENT</b>	
<p>For FY 2022, 344 employees, including 304 full-time and 41 part-time employees.</p> <p>For FY 2023, anticipated sufficient staffing with adjustment, restructuring, and reassignments to meet educational needs and class sizes.</p> <p>Noted that hiring of non-educational staff such as facilities management and food services, has become more challenging in recent years.</p>	Sufficient staffing but challenging to recruit non-educational staff.

Source: information compiled from staff interviews in summer and fall 2020/1, the Town's website [www.yorkmaine.org](http://www.yorkmaine.org), and the Town of York 2020-2021 Annual Report.

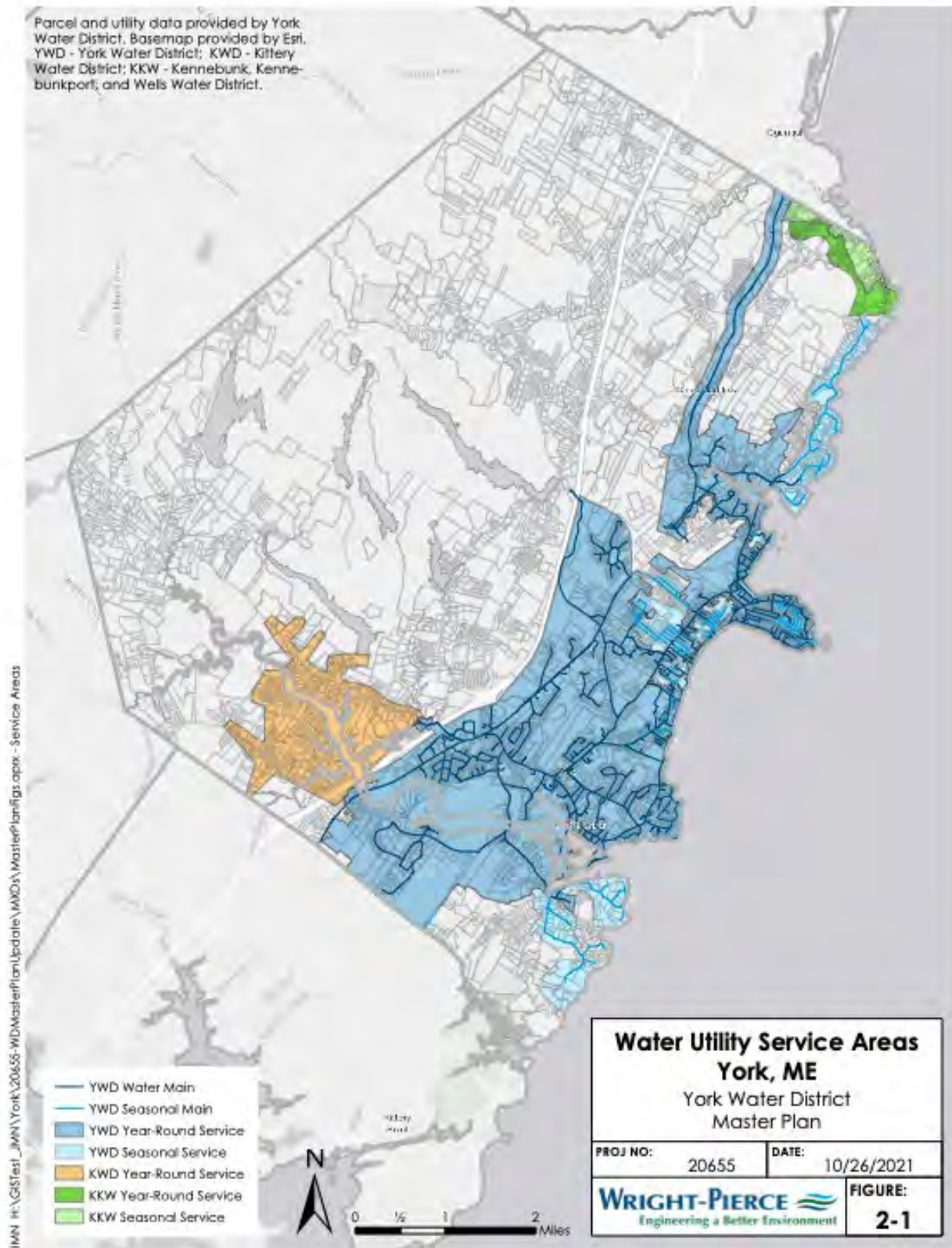


## Services and Programs Provided by Other Entities

### Water Facilities and Services

Three water districts provide public water services in York: the York Water District (YWD), the Kennebunk, Kennebunkport and Wells Water District (KKWWD), and the Kittery Water District (KWD). These districts operate independently from the Town. The YWD is the predominate and largest water utility in town serving York Village, York Beach, York Harbor, Cape Neddick, and the U.S. Route 1 Corridor. Within York, KKWWD serves a small part of the northern end of Cape Neddick near the Ogunquit town line and does not own land in the town. Within the Town of York, the KWD serves an area along the upriver portion of the York River. The KWD's four primary sources of water supply are located in York: Boulter Pond, Folly Pond, Middle Pond, and Bell Marsh Reservoir. Outside of areas served by public water (Fig. 6), water supply comes primarily from private bedrock wells.

Figure 6. Water Service Areas





## York Water District (YWD)<sup>13</sup>

YWD is the principal water utility in York. As of 2020, the YWD reported 4,932 services at residential properties, 378 services at commercial properties, and 54 services at government properties, for a total of 5,364 services. Large areas of the distribution system, primarily in Cape Neddick and York Beach, are served by seasonal water mains. The YWD's residential services represent approximately 52% of York housing units. Chases Pond and Welch's Pond are both utilized by YWD for water supply purposes, with Chases Pond being the primary supply. More information on water supply sources can be found in Appendix A3: Natural Resources Current Conditions. More detailed information on YWD's public water system, water use and projections, regionalization, and distribution system can be found in Appendix F: York Water District Public Water System Report for the Town of York Comprehensive Plan Update.

### Facilities

YWD owns and manages the water supply and distribution system, including Chases Pond and Dam, the Josiah Chase Water Filtration Plant, Pump Stations, Storage Tanks, piping, valves, hydrants, service piping (including curb and corporation stops up to the property line) and service meters (Fig. 7). YWD's infrastructure includes over 98 miles of seasonal and year-round distribution and transmission piping, three water storage tanks, and two small, pressurized high service zones supplied by booster pumping stations.<sup>14</sup> The entire distribution system is located between Interstate 95 and the Atlantic Ocean.

YWD's Josiah Chase Water Filtration Plant is located below the outfall of Chases Pond. YWD reports that it is well maintained and continues to meet the needs of YWD. YWD's administrative offices are located on Woodbridge Road in York Village. YWD also maintains water storage tanks at York Heights and Simpson Hill, as well as a third tank located at the treatment plant. YWD has ownership of the road ascending Mount Agamenticus, which the Parks and Recreation Department maintains per a long-term lease agreement. YWD owns a significant portion of the land in the Chases Pond and Welch's Pond watersheds, along with several other parcels outside the watersheds and many easements. Approximately 377 public fire hydrants are connected to the distribution system and are available for fire protection purposes. The YWD also maintains 67 private fire hydrants.

YWD routinely inspects and maintains facilities and equipment. When repair or replacement of an asset is required, YWD completes the task shortly after discovery, and facilities are in good-to-excellent condition. Several of the pump stations were built in the last 20 years and are in excellent condition. The three storage tanks are tentatively scheduled to be repainted in

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<sup>13</sup> Information in this section is sourced from correspondence with York Water District, summer and fall 2021.

<sup>14</sup> York Water District, Public Water System Report for the Town of York Comprehensive Plan Update, March 2022.



the next 10-15 years. YWD's master plan update process, which began in 2021, will include their anticipated capital improvements to maintain and improve their services.

### *Chases Pond*

Chases Pond provides on average approximately 1.05 million gallons of water to the Town annually. The safe yield of a reservoir is defined as the average daily withdrawal available during a sustained drought period of record. A safe yield analysis for Chases Pond was performed as part of the 2004 Master Plan and was determined to be 2.05 MGD. Additional yield analysis was completed in 2008 to understand the yield during normal precipitation years. The analysis found that during a year with average precipitation, the average reservoir yield is approximately 2.97 MGD. Southern Maine experienced an acute but short duration drought in 2016 and again in 2020 and 2021. The YWD instituted voluntary water conservation measures when lake levels approached historical low levels during the summer of 2016. Water levels decreased to approximately 4.0 feet below the spillway during this period. The lowest level ever recorded was approximately 5.2 feet below the spillway. The maximum usable depth is 9.1 feet.<sup>15</sup>

### *Staffing*

As of 2022, the YWD has 20 employees under the direction and oversight of the District Superintendent. Five Board of Trustees members are elected to five-year terms and meet monthly.

### *Water Quality*

The YWD reports there are no “outstanding” state/EPA compliance issues related to drinking water compliance. None of the six primary forms of PFAS<sup>16</sup> have been detected in YWD drinking water. YWD has an interconnection with the KKWWD who in the past have dealt with PFAS contamination and has since installed treatment systems to mitigate the issue. The YWD proactively samples quarterly for the six PFAS in the Chases Pond water source, treated water, and near the YWD/KKWWD interconnection. No PFAS have been detected in the YWD or KKWWD supplies.

Raw water quality in Chases Pond has typically been excellent but within the past ten years has experienced stretches of poorer water quality from major storms and flooding as well as Golden/Blue-Green algae blooms. In August of 2015, an aeration/circulation system was

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<sup>15</sup> York Water District, Public Water System Report for the Town of York Comprehensive Plan Update, March 2022.

<sup>16</sup> “PFAS” refers to the family of per- and polyfluoroalkyl substances. See <https://www.epa.gov/pfas/basic-information-pfas> for information from EPA on health and environmental affects related to PFAS. PFAS is a manmade substance that is used in firefighting, fire-retardant materials, Teflon, electric wiring, cosmetics, adhesives, and a wide variety of other textiles and materials. PFAS is ubiquitous and persistent in the environment. Animal studies indicate PFAS may affect reproduction, thyroid function, the immune system, and injure the liver at very low levels.





installed in the 15 acres nearest the intake to improve overall water quality and combat issues with algal blooms. YWD also maintains a DEP permit to add copper sulfate to control algal blooms. Potential contamination from non-point pollution is very limited due to YWD's ownership of the majority of the Chases Pond watershed. The YWD also maintains a list of septic systems within the watershed.

### Watershed Management & Patrolling Program

The YWD owns 90% of the Chases Pond watershed and controls the entire shoreline of Chases Pond. Each public entry point to the watershed has a large “Rules of Use” sign that lists what is expected when people are on the property and how to contact the YWD if needed. Reasons to contact YWD may include reporting incidents, accidents, or injuries, or just to ask a question. The watershed boundary is clearly marked, and signage identifies the property as public water supply, with the rules clearly listed. YWD uses GIS to map tributaries, trails, structures, and other features within the watershed.

Over the years, the YWD has identified potential sources of contamination in the watershed including unauthorized dumping. Failed septic systems have been removed from the watershed. Water quality monitoring has collected over 20 years of information on tributary and in-pond water quality so that unusual events might be identified.<sup>17</sup>

In 1997, the YWD initiated a Watershed Patrolling Program, which has evolved into a Natural Resource Protection Program. In 2003, the YWD and the York Police Department partnered to deputize a YWD employee as a reserve police officer to enforce laws and regulations within the Chases Pond watershed. In recent years, this employee has taken on the responsibility of patrolling the neighboring KWD watershed and the Mount Agamenticus Conservation Region, a total of 14,000 acres. The patrol officer can be seen regularly on these trails in York looking for subtle changes in the watershed, potential sources of pollution (including wildlife management), and enforcing YWD rules, Town ordinances, and state laws. The officer also talks with the recreational users and neighbors of the watershed and provides public education.

The YWD maintains an active land acquisition program in the Chases Pond watershed and reports that its goal is to own all the land in the watershed, including seeking partnerships with conservation interests where appropriate. The YWD presently owns approximately 90% of the 1,877 acres in the Chases Pond Watershed, and 95% of this land remains undeveloped.<sup>18</sup> (See Fig. 2-2 in Appendix F for a map of property owned by YWD within Chases Pond watershed.)

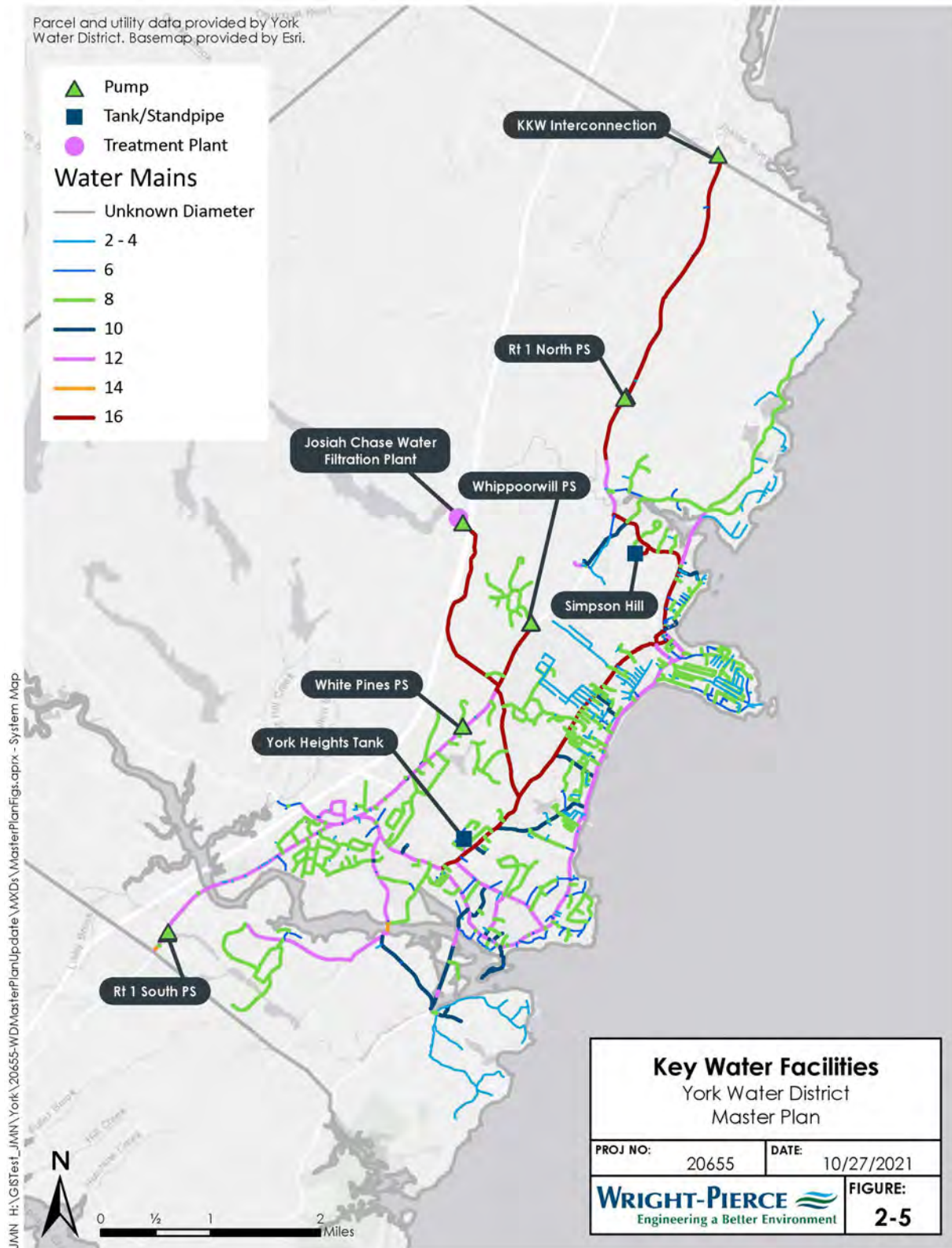
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<sup>17</sup> York Water District, Public Water System Report for the Town of York Comprehensive Plan Update, March 2022.

<sup>18</sup> Ibid.



Figure 7. Key Water Facilities in York (YWD)



Source: York Water District



### Water Capacity and Anticipated Demand

The YWD reports that water services have historically been adequate; the district has been able to meet changes in population and demographics over the years, including seasonal peaks. The YWD has provided information on historical demand (Table 11) and updated demand projections (Table 12).

YWD reports that the total number of service connections has been gradually increasing over the past ten years. On average, the residential component of total demand has ranged from 63-70% of the total water demands.<sup>19</sup> Commercial use, including local hospital, regional shopping malls, and small commercial accounts, accounts for about 26%-32% of the water in the York system. Public or governmental service connections, including schools, fire departments, public buildings, and utilities, account for approximately 4-6% of demands annually. Non-revenue water is water use that is not metered, including YWD operations, hydrant usage, leaks in the distribution system, accuracy of meters, and lost or unaccounted for water and has been less than 18% of total demands in the system over the past 15 years, but totals have been increasing since 2016. The YWD has scheduled a system-wide leak detection survey for 2022.

The 2020 actual residential demand was about 20%-25% higher than the previous five-year trend, which YWD primarily attributes to an increased number of people working from home and increased use by seasonal residents during the COVID-19 pandemic.<sup>20</sup> By spending more time at home, people are more likely to run the sink, shower, and appliances more often.

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<sup>19</sup> York Water District, Public Water System Report for the Town of York Comprehensive Plan Update, March 2022.

<sup>20</sup> Ibid.



**Table 11. York Water District Historical Demand, 2005-2020**

Year	Average-Day Demands	Maximum-Day Demand	Ratio MDD/ADD
2005	0.998	2.470	2.47
2006	0.938	2.405	2.56
2007	0.984	2.405	2.44
2008	0.942	2.291	2.43
2009	0.873	1.970	2.26
2010	1.013	2.470	2.44
2011	0.953	2.863	3.00
2012	0.984	2.340	2.38
2013	0.993	2.334	2.35
2014	1.125	2.467	2.19
2015	1.050	2.420	2.30
2016	1.020	2.420	2.37
2017	0.940	2.380	2.53
2018	1.028	2.673	2.60
2019	1.011	2.456	2.43
2020	1.070	3.128	2.92
Average			2.45

Source: York Water District Public Water System Report for the Town of York Comprehensive Plan Update, March 2022

YWD's 2022 demand projections estimate the projected average-day demand for 2038 to be 1.17 MGD compared to the current estimated safe yield during the drought period of record (2.05 MGD). The YWD reports that this suggests that Chases Pond has ample capacity for slow to moderate growth in system water demand over the next 15-20 year period. Under average precipitation years, the available average day yield of Chases Pond has been projected at about 2.97 MGD. However, the YWD advises that the Town and YWD service users should be mindful of the maximum day demands that occur during the summer months. The maximum day demand is projected to grow by 10% or about 250,000 gpd. The maximum day demand projection is approximately 0.9 MGD lower than the plant capacity of 3.7 MGD with both treatment units in service.<sup>21</sup>

<sup>21</sup> York Water District, Public Water System Report for the Town of York Comprehensive Plan Update, March 2022.

**Table 12. York Water District Demand Projections**

Year	Average-Day Demand (MGD)	Maximum-Day Demand (MGD)
2020	1.071*	2.624
2028	1.102	2.700
2038	1.172	2.871

\*2020 data represents actual observed data.

Source: York Water District Public Water System Report for the Town of York Comprehensive Plan Update, March 2022

### Interconnections

The YWD maintains emergency interconnections with both the KWD to its south on U.S. Route 1 and KKWWD to its north on U.S. Route 1. The connections may be used to transfer water between water districts in an emergency event or as part of more routine operations when deficits occur. Generally, Chases Pond, which is YWD's primary source of water, is adequate to supply the town. However, during peak demand in the summer tourist season, deficits may occur, and interconnections may be activated. In past summers, the YWD has purchased water from KKWWD to ease the draft on Chases Pond during dry periods that coincide with higher water demand summer months. The YWD also maintains an emergency siphon pipeline between Folly Pond and Chases Pond that can be used for emergency transfers of water to supplement Chases Pond. Since Folly Pond is part of the reservoir supply system for KWD, the use of this emergency water supply is an interconnection.<sup>22</sup> The YWD reports that maintaining emergency interconnections will be important in the event of disruption to the treatment operations or one treatment train during the summer months.

The three water districts have discussed regionalization but for the time being partnering and cooperative approaches have been adequate. The YWD reports that currently water is primarily purchased from the KKWWD (Table 13). Table 14 lists recent year sales of water to neighboring districts.

**Table 13. York Water District - Water Purchased/Transferred from Neighboring Utility**

Year	Total Gallons Purchased/Transferred	% of Total Water Production
2020	19,528,000	Approximately 5%
2019	4,670,000	Approximately 1.3%
2018	551,000	Approximately 0.15%
2017	0	N/A

Source: York Water District

<sup>22</sup> York Water District, Public Water System Report for the Town of York Comprehensive Plan Update, March 2022.





**Table 14. York Water District – Water Sold/Transferred to a Neighboring Utility**

<b>Year</b>	<b>Total Gallons Sold/ Transferred to KKWWD</b>	<b>Total Gallons Sold/ Transferred to KWD</b>
2020	7,302,800	297,225
2019	N/A	N/A
2018	N/A	N/A
2017	N/A	N/A

*Source: York Water District*

### Service expansions

The YWD reports that no public water source expansions are currently under consideration. In the early 2000s, YWD discussed conveying surplus water from Bell Marsh Reservoir, which is owned and managed by the KWD but located in the Town of York’s Watershed Protection District. An agreement was not reached with the KWD at that time. The YWD has explored raising Chases Pond by five feet to provide increased reservoir storage capacity.

YWD anticipates that future growth in the service area will primarily be residential and light commercial growth directly related to increases in population. All new customers are required to pay a system development charge (SDC) to connect to the water system. This income is used to renew the water system with investment and to offset growth driven needs.

Understanding how growth will occur in the future will allow the YWD to adjust or change the SDC to meet these projected demands.

YWD has been working cooperatively and collaboratively with the Town and developers when additional services outside of their current infrastructure are needed, such as the Gulf Hill subdivision. YWD has identified as a priority a new 16-inch main along U.S. Route 1 from the Whippoorwill BPS to Mountain Road to close an infrastructure gap and create a second strong backbone in the system along U.S. Route 1. YWD anticipates construction of the portion from Whippoorwill BPS to Cape Neddick Road for 2024. YWD reports that seasonal areas of the system are likely to see pressure from seasonal residents to convert summer housing into permanent year-round housing in the coming decades.

The YWD reports that opportunities for large scale expansion of the service area are limited. Much of the area west of Interstate 95 is protected watershed lands of the York and Kittery Water Districts and has ground elevations that are too high for YWD to serve from its current



gradeline without boosting pressure (see Fig. 5-1 in Appendix F for a map of Areas Not Serviceable Above 190' Gradeline)<sup>23</sup>

### **Kittery Water District (KWD)**

KWD is chartered to serve an area in York west of Interstate 95 and along the Route 91 Corridor from Scotland Bridge Road to Interstate 95 (Fig. 6). The Kittery Water District owns a significant portion of land in the Folly Pond, Middle Pond, Boulter Pond, and Bell Marsh Reservoir watersheds. These water bodies serve as the sources of Kittery's public water supply. The Kittery Water District treatment plant is located just below Boulter Pond and their administrative offices are located in Kittery.

### **Kennebunk, Kennebunkport, and Wells Water District (KKWWD)**

KKWWD serves a small area of York in Cape Neddick near the Ogunquit town line (Fig. 6) and does not own land in York.

## **Regional Coordination**

### **Southern Maine Regional Water Council**

The YWD, KWD, and KKWWD are all members of the Southern Maine Regional Water Council (SMRWC). SMRWC is an organization of water and wastewater utilities united by the mission to advance regional water supply objectives, including promoting regional cooperation, improving public water system resiliency, developing cooperative programs to reduce expenses for existing and future customers, and planning for future public water supply needs of the region. SMRWC was formed in 2005 and is made up of seven water utilities: KWD, YWD, KKWWD, South Berwick Water District, Sanford Water District, Biddeford Saco Division of Maine Water Company, and the Portland Water District. Combined, these seven utilities serve approximately 300,000 people in 23 communities, or 25% of Maine's population. A much larger population is served when considering the businesses, schools, summer population, and other public entities connected to public water.<sup>24</sup> SMRWC has joined with other non-member utilities (five water utilities and 13 wastewater utilities) to lower operating costs. The members of SMRWC have coordinated to complete the following:<sup>25</sup>

- SMRWC Treatment Chemical Bid Purchasing annually since 2004,
- SMRWC Cooperative Bidding for Tank Painting Services,
- SMRWC Regional Water System Master Plan Study completed in 2008 (Overview of regional resources and potential system interconnections),

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<sup>23</sup> York Water District, Public Water System Report for the Town of York Comprehensive Plan Update, March 2022.

<sup>24</sup> <https://www.smrwc.org>, August 19, 2021.

<sup>25</sup> Correspondence with York Water District, August 2021.



- SMRWC Regional System Study completed in 2016 (Included basic costs, potential planning for interconnections, and performed basic water quality assessment),
- YWD, KWD, & KKWWD: Local Interconnectivity Study 2016 (Comprehensive study of local systems hydraulics, interconnections, water costs, water resources, and a water quality plan).

### Fuel Purchasing

The YWD facilitates an annual bidding process for a group, which consists of the KWD, South Berwick Water District, Town of York, and York Sewer District. This group collaborates to purchase fuel (propane, diesel, and gasoline) to reduce costs to each municipality.

### KeYS Group

YWD is also part of the KeYS group. The Kittery, York, and South Berwick Water Districts completed the *KeYS Water Meter Service Plan* in 2007, which consisted of a study of potential standardization of meters, meter equipment, and meter services among the three districts.

### Coordination with York Sewer District (YSD)

The YWD coordinates very closely with the YSD, including:

- *Chemical Purchasing.* The YSD participates with a number of other sewer and water districts and municipal departments for the purchase of commonly used chemicals.
- *Engineering Services.* Periodically, the YSD coordinates and shares engineering services with the Water District and the Town when possible.
- *Resident Inspection.* The YSD commonly coordinates the use of inspection services on construction contracts whenever possible.
- *Sign Making Equipment.* The YSD shared the cost of sign-making equipment with the Water District. They have a constant need for signage as does the Water District. The YSD purchased equipment jointly to produce all their signs.
- *Large Format Copiers.* The Sewer and Water District went out to bid together for the purchase of large format copiers to secure more favorable bid prices.

### Other Coordination

The YWD has been a member of the Mount Agamenticus Steering Committee since the Committee's inception. The YWD has worked with Mount Agamenticus to the Sea (MtA2C) and York River Wild and Scenic on occasion.

YWD reports that in their planning process, it leverages opportunities to work with the Town of York, MaineDOT, and the York Sewer District to complete water main projects in areas of the Town that may be undergoing planned paving projects, storm drain, or sewer upgrade projects.<sup>26</sup>

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<sup>26</sup> York Water District, Public Water System Report for the Town of York Comprehensive Plan Update, March 2022.



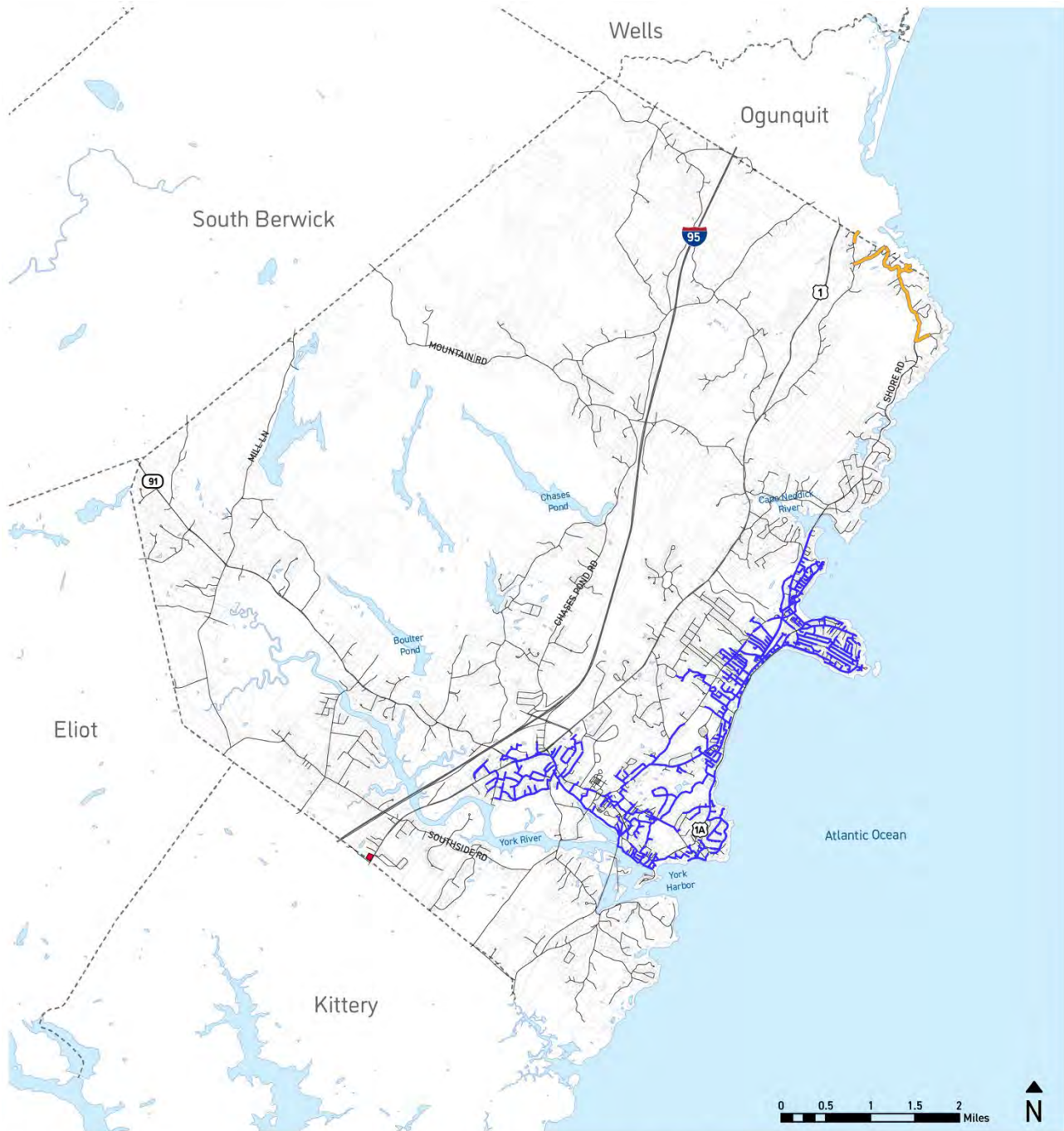
## Sewer Facilities and Services

There are three autonomous sewer districts in York: the York Sewer District (YSD), the Kittery Sewer Department (KSD), and the Ogunquit Sewer District (OSD) (Fig. 8). Each district is a quasi-municipal entity with its own charter. York's wastewater and stormwater systems are separate; there are no combined systems (known as CSOs) in the town. There are not any known outstanding state/EPA compliance issues related to water, wastewater, or stormwater in York.

The YSD is the primary service provider with over 4,600 accounts in 2021, both residential and commercial, in town, which is a little under 50% of residential households. The YSD network is concentrated east of U.S. Route 1 between the York and Cape Neddick Rivers and includes one wastewater treatment facility and 12 pump stations.

The Ogunquit Sewer District (OSD) serves a small area of northeast York, with one privately owned pump station in the town. The Kittery Sewer Department (KSD) serves one address on U.S. Route 1 at the York/Kittery border.

**Figure 8. Public Sewer Service in York**



Data Sources: 2021 York Sewer District GIS, Kittery Sewer Department, Town of York OpenData, Maine Geolibrary, USGS National Hydrography Dataset. Map created by CivicMoxie.

Note: York Sewer District (YSD) service area is from YSD 2021 GIS data. All other sewer services and service area boundaries are approximate and intended for general planning purposes only.

- York Sewer District Service
- Ogunquit Sewer District Service
- Kittery Sewer Department Service





## York Sewer District (YSD)<sup>27</sup>

The YSD has recently been recognized by the Water Environment Federation as a “Utility of the Future Today,” which partially recognizes the district for its continued superior performance meeting its permit requirements and maintaining clean water.

### Facilities

The treatment facility and administrative offices of the YSD are located on Bay Haven Road, near the mouth of the Cape Neddick River. The YSD also owns several small properties within its service area which are used for ancillary facilities. The district is currently in the process of finalizing its Fiscal Sustainability Plan (FSP). Information on facility and equipment conditions will be provided to the Town once the Plan has been issued in its final form.

The YSD places a high priority on preventative maintenance and keeping its numerous assets in excellent working order. Several pump stations in the YSD system are within inundation zones from projected future sea level rise, storm surge, and heavy precipitation; however, YSD reports that most of its pump stations are constructed to operate under water and that critical operating equipment is above projected flood levels. The YSD also has generators, should these pumps lose power. The YSD maintains and utilizes an Asset Management Program and is in the process of completing its Fiscal Sustainability Plan, which evaluates, rates, and recommends future maintenance needs on all District assets. The YSD regularly maintains and cleans its 44 miles of pipelines and maintains an updated video inspection record of this infrastructure. The YSD and its staff have regularly been recognized for their superior maintenance of its facilities and the district was named the 2018 New England Water Environment Association “Utility Management” award winner to recognize superior management of the utility. There is only one annual awardee for the entire six state region.

The York Sewer District’s permit for wastewater discharge at its treatment facility under Maine Pollution Discharge Elimination System (MEPDES) is currently on hold waiting for DEP comment. YSD has been told the delay is due to the COVID-19 pandemic and lack of staff available for permit reviews. Although the permit was scheduled to be issued in March 2021 for a five-year renewal period, as of February 2022, it has not yet been issued.

The YSD is currently in the process of finalizing its Fiscal Sustainability Plan (FSP) which will include final costs of capital improvements. The district currently has a projection of \$45 million for capital improvements which will be updated as part of the final FSP and Master Plan update process.

### Current and Anticipated Issues or Concerns

The YSD will be including any areas of concern as part of its Master Plan Update, which was under development as of February 2022. Once the plan is made public, the district will

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<sup>27</sup> Information in this section is sourced from correspondence with the YSD, summer 2021.



provide additional information for proposed actions and strategies in both the short and long term. The following items are presently issues of significant concern that have been discussed publicly.

*Sludge Disposal* is currently a primary concern regarding “forever” chemicals (PFAS).<sup>28</sup> There is significant uncertainty on how sludge disposal will be handled in the short and long term. The YSD has raised concerns with how PFAS will be managed. Some of the proposed management approaches do not appear to follow science principles or consider budgetary implications. This issue has a strong potential to dramatically impact local and statewide user rates. PFAS is an issue regionally and nationally as well.

*Nutrient (Nitrogen) Removal.* Although the YSD manages nitrogen at its treatment plant, there is no nitrogen limit under its wastewater treatment permit. The YSD’s approach is to balance nitrogen reduction against treatment cost to limit impact on user rates. The Department of Environmental Protection (DEP) has indicated that no nutrient limit is planned as part of updated permitting; however, YSD staff anticipate that a nitrogen limit is, in fact, forthcoming. Permit-based nitrogen limits do not necessarily account for economies of scale. A low permit limit could have major implications for treatment and user rates.

*Fats, Oils, and Grease (FOG).* The YSD reports that FOG frequently clog lines and cause flow restrictions and wastewater backups (e.g., into buildings and onto public streets). Addressing FOG once a backup occurs is labor intensive and expensive and presents legal and regulatory implications. FOG commonly discharge as part of food preparation at restaurants and throughout the food preparation industry, but may be significantly aggravated by the flushing of inappropriate materials (e.g., baby wipes at beach facilities, and from households and multiple other sources). Management of FOG requires proper design, operation, and maintenance of traps in building sewers and privately-owned plumbing as well as public messaging to deter inappropriate flushing of materials. FOG is most readily regulated through plumbing codes and health department inspections. This is an aspect of wastewater management that requires cooperation with the Town since the Town is charged with building code regulation and enforcement. The district has taken over responsibility for all FOG inspections and regulation through its own Use Ordinance and has implemented a local limits program. The district funds and maintains a Regulator Compliance Manager staff

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<sup>28</sup> “PFAS” refers to the family of per- and polyfluoroalkyl substances. See <https://www.epa.gov/pfas/basic-information-pfas> for information from EPA on health and environmental affects related to PFAS. PFAS is a manmade substance that is used in firefighting, fire-retardant materials, Teflon, electric wiring, cosmetics, adhesives, and a wide variety of other textiles and materials. PFAS is ubiquitous and persistent in the environment. Animal studies indicate PFAS may affect reproduction, thyroid function, the immune system, and injure the liver at very low levels.



position to oversee the FOG Program and the Local Limits Program, also commonly called an industrial pretreatment program.

### Capacity

The York Sewer District reports considerable capacity at the treatment plant for the current service area. Although the previous York Comprehensive Plan projected that capacity might run out by about 2022, substantial capacity remains. The sewer pipe network is also adequate for the current service areas. There are known areas of stress for septic systems near the York River but there is presently no tie-in requirement. The most significant service delivery issue is clogging due to FOG.

### Service Expansions and Facility Improvements

The YSD's mission is to protect public health. YSD predominantly expands into areas of existing density that may be experiencing high levels of septic system failure, by public request to service an existing neighborhood largely due to septic system constraints, and through developer/private-funded expansions. YSD projects are funded by assessing each property that the sewer extension passes a proportional share of the total cost of expansion. The YSD then provides favorable financing for each property owner should they elect to finance the cost. Developer and private extensions are entirely paid by the project proponent. In some cases, there is a possibility of some level of reimbursement of project costs, but these are very infrequent and relatively rare. Currently, the entire area served by YSD is within the identified 2006 Growth Area from the amended 1999 Comprehensive Plan.

Each extension project is sent to the Town for its comment as per state statute<sup>29</sup> and the YSD's Charter. When sewer extension projects are undertaken, the YSD follows the state statute for sending out 90-Day Notices to Connect and notifies the Town when properties connect. The Town issues letters to those property owners who meet the qualifications to for not connecting to the YSD. Since these buildings are on septic and have been authorized by the Town not to connect, they are no longer under YSD jurisdiction and YSD no longer tracks the property.

### Regional Cooperation

The YSD has a few cooperative purchasing agreements with other districts and one with the Town. Some examples are:

- *Sludge Disposal*. YSD is part of a "consortium" of Districts and municipal governments that bid out sludge disposal under a typical five-year contract period. There are currently ten consortium members and this may expand to 18 or more during the future contract period. This is currently being negotiated as of February 2020.

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<sup>29</sup> Title 38 Chapter 10 Section 1032



- *Fuel Purchasing.* The YSD is part of a group of local Districts and the Town for purchasing fuel oil, propane, and on-road diesel.<sup>30</sup>
- *Chemical Purchasing.* The YSD participates with a number of other sewer and water districts and municipal departments for the purchase of commonly used chemicals.
- *Engineering Services.* Periodically the YSD coordinates and shares engineering services with the Water District and the Town when possible.
- *Resident Inspection.* The YSD coordinates the use of inspection services on construction contracts whenever possible.
- *Sign Making Equipment.* The YSD shared the cost of sign-making equipment with the York Water District. They have a constant need for signage, as does the Water District. The districts purchased equipment jointly to produce their signs.
- *Large Format Copiers.* The Sewer and Water District went out to bid together for the purchase of large format copiers to secure more favorable bid prices.

### On-site Wastewater Systems, Including Septic

Many properties in York are not served by the York Sewer District and use on-site wastewater systems, such as septic systems, for wastewater. As of 2021, the Town had approximately 4,400 permitted on-site wastewater systems. Based on similar patterns in other New England communities, it is estimated that between 30-50% of these may be substandard systems that are exempt from new standards because they pre-date existing regulations.

Septic systems are permitted and managed by the Town. The YSD does not have involvement in septic system permitting, management, or managed replacement/planning related to septic systems. The YSD previously accepted septage (waste removed from private septic tanks) from systems within York, but as of late Fall 2021, YSD no longer accepts septage.

The Town of York Supplemental Plumbing Ordinance, most recently amended in 2012, sets standards for the design, construction, operation, and maintenance of large subsurface disposal systems.<sup>31</sup>

Within the Watershed Protection Overlay District that surrounds surface water drinking supplies, septic systems must be pumped every three years (York Zoning Ordinance Section 10.3.9.2). A three-year pumping cycle is generally adequate for conventional septic systems; however, an inspection-based program would be preferred from a technical-management standpoint. York does not have a cesspool or substandard septic system replacement initiative and there is no dedicated funding at the municipal level to assist in repair and replacement of substandard systems.

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<sup>30</sup> The Town of York is not part of the on-road diesel purchase agreement.

<sup>31</sup> <https://www.yorkmaine.org/DocumentCenter/View/702/Supplemental-Plumbing-Ordinance-PDF>



## Water & Sewer Capacity for Current and Projected Growth

Public water and sewer are available only in portions of town. Both service areas are primarily along the shoreline in York's village areas (York Village, York Harbor, York Beach) with only water service extending into Cape Neddick (Figs. 6 - 8).

The YWD has expressed that currently, availability of public sewer and water are not an impediment to growth and that the current system can accommodate growth with the service area. However, the YWD and the Town will need to coordinate regarding the Future Land Use Chapter of this Comprehensive Plan to determine how best to accommodate growth and to determine whether current infrastructure can reasonably provide adequate capacity. Generally, requirements for new infrastructure are added to the YWD's capital improvement plan.

## Energy Infrastructure – Utilities

### Electricity

Electricity in York is supplied via the regional electrical grid. Electricity is generated at power plants located within the six-state New England region and imported from other bordering regions, which is then transmitted to distribution utilities. Central Maine Power Company (CMP) is the main distributor to the Town of York and to the majority of southern Maine.

There are three electrical substations in York. Recently, weather events have resulted in temporary damage to substations, resulting in power outages for parts of the town. The York Beach substation, in particular, is located near a floodplain, making it potentially vulnerable to flooding from heavy rain and storm surge.

As Town departments continue maintenance and capital improvements planning, particularly for Town facilities, staff have begun to look ahead to local and state policies regarding energy conservation and impacts on future equipment needs and infrastructure upgrades. Staff have also expressed concerns about the capacity of the electricity grid at the local, regional, and statewide levels.

According to the York Water District, availability of three-phase power is still an issue in some areas. Three-phase power is generally used in commercial applications and by some utility providers such as water and sewer districts. Three-phase power can also run at higher voltages and offers the advantage of more consistent and efficient electrical service but is beyond the needs of most residential applications. Three-phase power requires specific wiring that may not be available in all geographic locations.

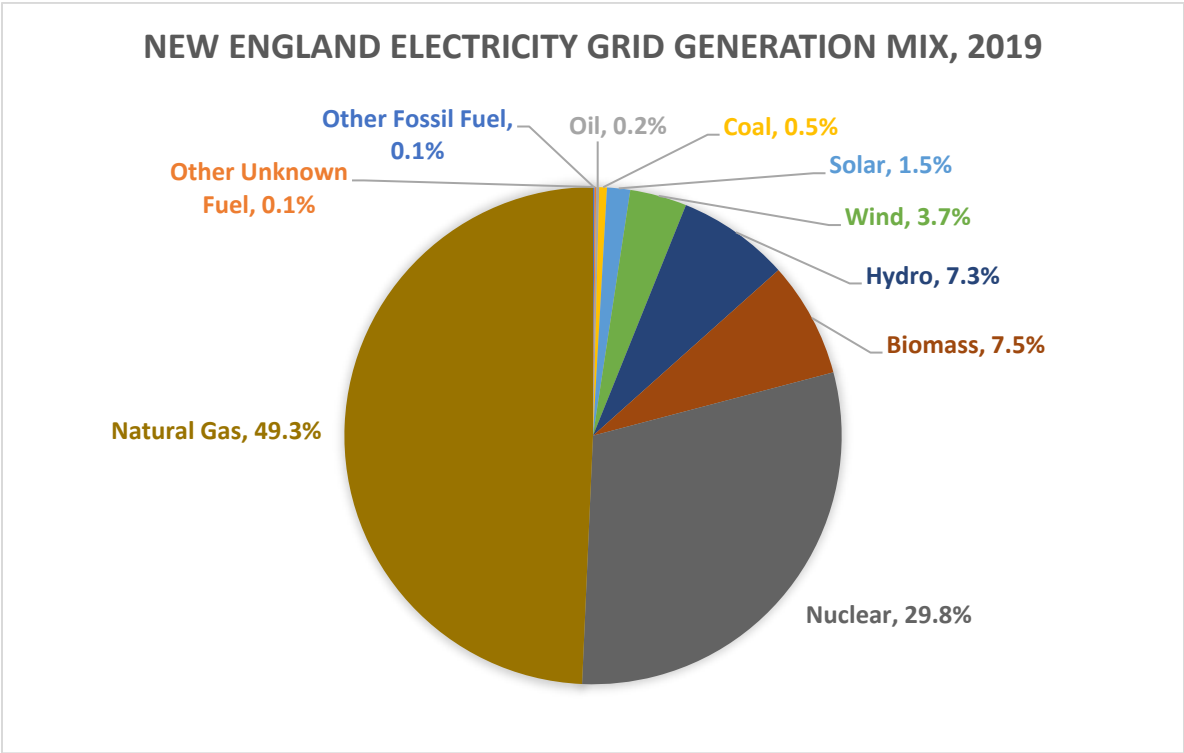




York does not have any large-scale electricity generation infrastructure, such as power plants or municipal or community solar arrays.

As the Town seeks to reduce its greenhouse gas emissions, a switch to electric vehicles and electric heat pumps for buildings will only serve longer-term carbon-reduction goals if the electrical sources are also from carbon-free sources. The graphic below shows the mix of electricity generation sources for the New England grid in 2019 (Fig. 9). Increasing the amount of electricity that comes from renewable sources like solar, wind, and hydro will reduce electricity emissions, although the Town has no direct control over the mix of electricity generation sources in its electricity supply.

**Figure 9. New England Electricity Grid Generation Mix, 2019**



Source: <https://www.epa.gov/eGRID/power-profiler#/NEWE>

### Other Energy Sources

In addition to electricity, York relies on other energy sources, particularly for building heating. These energy sources rely on delivery systems that do not require Town infrastructure.

#### Natural Gas

York currently does not have a natural gas supplier for residential or commercial customers, though natural gas is the fuel used for generating about 50% of the electricity power in the regional grid. The Unitil Corporation services neighboring communities and lists York on its



website for natural gas service. However, there is no indication on the map on the company's website, or the state's map of natural gas service<sup>32</sup> that there is natural gas service in York.

### Petroleum, Propane, and Wood

Petroleum, also known as crude oil, is widely used in Maine for both heating and transportation fuel. Petroleum-based fuels, such as heating oil and kerosene, are the most common source of energy for home heating in York. Propane is the second most common home heating fuel in York. Wood and, to a lesser extent, biodiesel, are other heating options utilized in York.

## Telecommunications, Broadband, Internet, and Wireless Communications

### Telecommunications

Concerns about gaps and stability in internet and wireless service and overall network coverage have been identified anecdotally by Town staff, Steering Committee members, and community members throughout the Comprehensive Plan planning process. Potential impacts of cell towers and antennae needed for better coverage have also been part of numerous town-wide discussions.

Generally, internet and wireless service is established through private providers (e.g., Verizon or Xfinity) who make decisions based on the economics of expected demand and revenue. The town has several internet and broadband providers whose coverage extends throughout town, with generally more options available to the east of U.S. Route 1. Several providers indicated that almost 100% of York is within their coverage area. This indicates that the lack of adequate internet and wireless service may be more of a service quality issue rather than actual absence of any coverage. Service providers are listed below.

### Internet Providers (Residential)

There are several residential internet providers in York, all with varying amounts of coverage and download speeds. Four of the providers appear to be available to a majority of the town, while the other four are only options within select areas.<sup>33</sup>

- Spectrum
- T-Mobile Home Internet
- Viasat
- HughesNet
- Consolidated Communications
- Ultra Home Internet
- GWI
- Xfinity

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<sup>32</sup> <https://www.maine.gov/meopa/natural-gas>

<sup>33</sup> [www.broadbandnow.com](http://www.broadbandnow.com)



Additional mobile internet providers:

- AT&T
- Fusion Connect
- Verizon
- T-Mobile

### Broadband Service Providers

Broadband is the transmission of wide bandwidth data over a high-speed internet connection. The FCC defines broadband internet as providing a minimum of 25 Mbps download and 3 Mbps upload speeds, thereby providing high speed internet access via multiple types of technologies including fiber optics, wireless, cable, DSL, and satellite.<sup>34</sup>

With some overlap with the available internet providers in York, there are three wired broadband providers who cover a majority of York. There are not, however, any fixed wireless providers specifically serving the area. While these three companies are the closest broadband providers that provide broadband to the majority of York, there are also a few other options that are geographically further away, most notably those in Portland, Maine and Portsmouth, New Hampshire.<sup>35</sup>

Wired Broadband Providers:

- GWI (<http://www.gwi.net/>)
- Consolidated Communications (<https://www.consolidated.com/>)
- Spectrum (<https://www.spectrum.com/>)

### Wireless Service Providers

The Town of York has a variety of wireless providers, from well-known providers that provide statewide and national coverage to smaller-scale, locally-based providers. The providers with the most coverage for residential York include Verizon Wireless, T-Mobile, AT&T Wireless, and US Cellular, which cover almost 100% of the homes in town and similarly, almost 100% of all the land in York.<sup>36</sup>

Currently, some providers offer 5G service throughout York:

- AT&T Wireless
- T-Mobile
- Verizon
- US Cellular (Local mobile provider)

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<sup>34</sup> <https://www.verizon.com/info/definitions/broadband/>

<sup>35</sup> <https://www.maine.gov/connectme/communities-resources/Broadbandmapping>

<sup>36</sup> <https://bestneighborhood.org/mobile-and-cell-york-me/>



Other options:

- Cricket Wireless (coverage: AT&T Network)
- Boost pre-paid mobile (coverage: T-Mobile Network)
- Mint Mobile (coverage: T-Mobile Network)
- Visible (coverage: Verizon Network)

## Public Safety and Health Services

York is fortunate to have a full array of high-quality public safety and health services available in town for its residents and the surrounding community.

### York Ambulance Association

York Ambulance Association, Inc. (York Ambulance), created in 1972, is a non-profit, independent agency that has stations in York and South Berwick. The York station is located at 16 Salisbury Avenue, adjacent to York Hospital. The agency provides pre-hospital care to the York, South Berwick, and Rollinsford communities.

York Ambulance has long coordinated well, and worked very closely, with York Police Department, York Village and York Beach Fire Departments within the town, as well as South Berwick emergency service providers.

York Ambulance has a 9-1-1 crew, staffed with a Paramedic and an EMT 24 hours a day, 7 days a week at its York and South Berwick Stations. A third crew works out of the York Station ready to provide medically necessary inter-facility transfers and provide back-up 9-1-1 response. The organization also offers Wheelchair Van Service for medical and non-medical transportation for clients in its service towns and surrounding areas for a fee.



*York Ambulance Association*



## York Hospital

York Hospital is a not-for-profit hospital with a main campus and two additional sites in York. The hospital also has locations in the five neighboring communities of Kittery, South Berwick, Berwick, Wells, and Sanford, with additional physician practices throughout southern York County. York Hospital is a major health and community service provider in York and is also the town's largest employer.

York Hospital offers a range of in-patient and out-patient services, and within town has its Main Campus in York Village, Walk-In Care on U.S. Route 1, and another location at Long Sands. The Hospital has been in York Village since 1906 and has continued to evolve to meet the needs of the community, evaluating which services are necessary, particularly more recently as the general town population ages.

In the past decade or so, York Hospital's Main Campus has undergone several renovations and improvements, including to the surgery center in 2010 and 2011. The Hospital also had a \$2.8 million expansion project for pediatrics and obstetrics, now the Miracles Birthing and Family Center, which opened in 2017.

While the Hospital has been able to accommodate the demand for its services, including during the COVID-19 pandemic, one area that has been identified for additional capacity by the Hospital is for mental health services, the need for which became more prominent during the recent pandemic.



*York Hospital van*





## York County Community Action Corporation (Nasson Health Care)

Based out of Sanford, Maine, York County Community Action Corporation (YCCAC), a non-profit organization incorporated in 1965, services all of the communities in York County, with programs and services ranging from Head Start and Early Head Start to home ownership programs to heating and fuel assistance to health care.

YCCAC is one of only a few organizations in the country that is both a community action agency and a federally qualified community health center, Nasson Health Care. While YCCAC (Nasson Health Care) services all of York County, the organization does not appear to have a strong presence in the Town of York.

## Services and Programs Provided by Other Entities

While York does not have a large number of community service providers, the organizations that service the town offer a comprehensive range of services for community members in need. While many Town services and programs that are available for residents are run through the Parks & Recreation Department and School Department, there are additional programs for community members provided through other entities.

### Town of York's General Assistance Program

The Town of York has a General Assistance Program to support those in need. The program is administered by the York Community Services Association (YCSA), a local non-profit, to qualified families and individuals based on income and residency in the town. Types of assistance included in the program are for housing, electricity, personal care and household supplies, prescriptions, and fuel assistance (September to May).

### York Community Service Association (YCSA)

York Community Services Association (YCSA), the major non-profit service provider in York for the past 60 years, has two main areas of service: (1) anti-hunger and (2) family financial services. YCSA's mission is "To partner with York residents who are in need of support, services, and referrals during a difficult time in their lives with the help of staff, volunteers and our community."<sup>37</sup>

YCSA provides a range of services, including fuel assistance, emergency funds, a food pantry, clothing assistance, camp scholarships, and runs the Thrift Shop. YCSA contracts with the Town to administer the General Assistance Program (assistance for Housing, Electricity, Personal Care & Household Supplies, prescription medications, Fuel Assistance), and receives some Town funding for this purpose.

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<sup>37</sup> YCSA website, <https://www.ycsame.org/home>



Summer 2021 participation information indicates that over 90 people utilized the food pantry and received case management assistance. The group supper, provided every other week (pre-pandemic), generally hosted 50-60 people, mostly older adults. Many come to avoid isolation and enjoy social interaction. In 2021, YCSA distributed filled backpacks to family with children and handled approximately 1,500 referrals and informational calls. The organization gave out over \$426,000 in aid in 2020.

While the demand for its services and programs has fluctuated over the years with the changing economy, YCSA has been able to continue meeting the needs of the community. YCSA staff, however, have identified critical community needs, both current and for the future, outside of their services, including the need for affordable housing and better transportation options, which have been consistent over the past several years.

## York Public Library

What began as the “York Social Library” in 1799, evolved into the York Public Library Association, which broke ground for a library building in 1922. The home of the York Public Library (YPL or the “Library”) moved to its current building at 15 Long Sands Road in 2001. York Public Library is not a Town department but instead is a non-profit/private library. A sizeable portion of its operating budget, however, does come from the Town.

The YPL provides year-round services to approximately 30,000 annual library users, including York’s full-time residents as well as other community members and seasonal and regional visitors. The library’s programming attracts people from across the southern Maine and Seacoast area. In 2019 (pre-pandemic), approximately 100,000 items were checked out, more than 16,000 people attended over 600 Library programs, and over 8,000 people visited the building every month. The meeting rooms were also reserved/rented an estimated 1,500 times.<sup>38</sup>

Along with access to computers, free internet/wi-fi, and books/periodicals, visitors have access to museum passes, art exhibitions, and many other resources and databases. The library also offers classes, workshops, and events. The YPL recently added a Teen section, that has been positively received and regularly used by teen residents. During the COVID-19 pandemic, the YPL strengthened its online resources and enhanced its book delivery system.

## Facilities

YPL is located in York Village, near Town Hall. The library’s 25,000 square foot building has provided space for community groups and organizations to meet. The Town utilizes the Library’s Community Meeting Room, Wheeler Conference Room, and adjacent parking for many of its public meetings and events including Selectboard and Planning Board meetings.

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<sup>38</sup> York Public Library.



York Public Library has been adapting its programs and services to the town's changing demographics and needs, including the demand for new technology. Currently, the library has been able to do much of its program expansion without major changes to its facility.



*York Public Library*

## Heart to Heart

Heart to Heart is a new local non-profit. Founded in 2021 by York Hospital's former CEO, Jud Knox, Heart to Heart is a volunteer organization that provides services to older adults in York County. Services range from transportation to home maintenance to meal preparation and delivery. Heart to Heart offers aging York residents on-call transportation service, providing rides to and from appointments, shops, and other daily errands. Transportation and other services are free of charge to older adults and function solely through volunteer work. While the organization has a range of services provided, 90% of requests are for rides and volunteers fulfill almost 100 ride requests each month.

## York Housing

The York Housing Authority, known as York Housing, is the only significant provider of deed-restricted below-market housing in the town. York Housing manages a portfolio of 181 housing units for residents at a variety of income levels, of which 109 have rents set based on a maximum eligible income and 72 have rents set based on residents' actual incomes. See Appendix A6: Housing Current Conditions for more detailed information on York Housing's portfolio of units and its relationship with the Town.



## General Physical Conditions of Facilities and Equipment

Descriptions of facilities and equipment for non-Town entities are shown in Table 15.

**Table 15. Other Municipal Government Facilities**

<b>Other Municipal Government Facilities</b>	
<p><i>York Sewer District</i></p> <p>The treatment facility and administrative offices of the York Sewer District are located on Bay Haven Road, near the mouth of the Cape Neddick River. The YSD also owns several small properties within its service area which are used for ancillary facilities. YSD is currently in the process of finalizing its Fiscal Sustainability Plan (FSP). Information on facility and equipment conditions will be provided once the Plan has been issued in its final form.</p>	<p>Updated information will be available with the YSD's new Master Plan in 2022.</p>
<p><i>York Water District</i></p> <p>The York Water District owns a significant portion of the land in the Chases Pond and Welch's Pond watersheds, along with several other parcels outside the watersheds and many easements. Chases Pond provides approximately 1.05 million gallons of water to the Town on an average annual basis. The Water District's treatment plant is located below the outfall of Chases Pond, and its administrative offices are located on Woodbridge Road in York Village. The YWD also maintains water storage tanks at York Heights and Simpson Hill, and has ownership of the road ascending Mount Agamenticus, which the Parks and Recreation Department maintains per long-term lease agreement.</p> <p>YWD facilities and equipment are maintained in good working order. YWD routinely inspects and maintains facilities and equipment. When repair or replacement of an asset is required, YWD completes the task shortly after discovery. Facilities are in good to excellent condition. Several of the pump stations were built in the last 20 years and are in excellent condition. The three storage tanks are tentatively scheduled to be repainted in the next 10-15 years.</p>	<p>Good condition. The YWD will be finalize its Master Plan in 2022.</p>
<p><i>Kittery Water District</i></p> <p>The Kittery Water District owns a significant portion of land in the Folly Pond, Middle Pond, Boulter Pond and Bell Marsh Reservoir watersheds. The district's treatment plant is located just below Boulter Pond and its administrative offices are located in Kittery.</p>	<p>Good condition.</p>
<p><i>York Public Library (15 Long Sands Road)</i></p> <p>York Public Library has been adapting its programs and services to the town's changing demographics and needs. Currently, the library has been able to do much of its program expansion without major changes to its facility.</p> <p>The Town currently utilizes the Community Meeting Room and Wheeler Conference Room for many of its public meetings.</p>	<p>Good condition.</p>

*Source: information compiled from interviews with the above entities, summer and fall 2021.*



## Potential Impacts of Climate Change

Climate change is expected to impact public facilities and infrastructure in York in several ways. Understanding risks and preparing for these impacts will be essential to maintaining the Town's public services and anticipating budgetary needs.<sup>39</sup>

### Drinking Water Sources and Distribution

Climate change can threaten drinking water access not only at the source but also along its distribution pathways. The biggest challenges relative to climate change impacts are maintaining water quality and ensuring enough drinking water is available for all customers during droughts.

Water quality can be affected by heavy rains that contaminate drinking water reservoirs with pollutants and excess nutrients via runoff and by warmer temperatures that stimulate growth of bacteria and algae.<sup>40</sup> Declines in water quality could present potential public health hazards and place additional financial burdens on the water districts, and in turn the customers, to treat the water to acceptable standards for drinking.

To prevent overdrawing water during a drought, each water source has a calculated “safe yield,” which is the maximum daily volume that can be drawn during drought conditions to safely balance public use with the needs of wildlife and maintaining the biological health of the reservoirs and river systems.<sup>41</sup> Presently, all three water districts have sufficient safe yield to meet average daily demand projected out to 2030 for the KWD<sup>42</sup> and 2037 for the YWD<sup>43</sup> and KKWWD.<sup>44</sup> However, data from the United States Geological Survey (USGS) stream gauges in Maine has shown more erratic stream flows in recent years due to more frequent, but less intense droughts. This suggests that safe yield analyses may need to be revised.<sup>45</sup> Even under current safe yield conditions, all three water districts are at risk of deficits if a drought coincides with a peak-demand period.<sup>46</sup> The YWD supply could be particularly vulnerable to more frequent droughts because the Chases Pond drainage area is relatively

<sup>39</sup> Information taken from the Town of York's 2021-22 climate change planning efforts.

<sup>40</sup> Cities of Portland and South Portland, “One Climate Future: Climate Change Vulnerability Assessment,” [https://www.oneclimatefuture.org/wp-content/uploads/2020/12/OneClimateFuture\\_VulnerabilityAssessment\\_Final.pdf](https://www.oneclimatefuture.org/wp-content/uploads/2020/12/OneClimateFuture_VulnerabilityAssessment_Final.pdf), 40.

<sup>41</sup> York Water District, “Water System Master Plan,” 2018, 4-8.

<sup>42</sup> [Kittery Water District, “Water System Master Plan,”](#) 5-2.

<sup>43</sup> York Water District, “Water System Master Plan,” 2018, 4-3.

<sup>44</sup> [Kennebunk, Kennebunkport, and Wells Water District, “Water System master Plan Update,”](#) 4-10.

<sup>45</sup> York Water District, “Water System Master Plan,” 2018, 4-7.

<sup>46</sup> York Water District, “Water System Master Plan,” 2018, 4-3; [Kittery Water District, “Water System Master Plan,”](#) 5-6; [Kennebunk, Kennebunkport, and Wells Water District, “Water System master Plan Update,”](#) 4-10.





small, meaning a decrease in natural recharge from run-off can quickly result in a reduction of water availability.<sup>47</sup> Increasing transfer capacity between the YWD and KWD will better position them to supplement each other during a drought because they have inverse peak-demand seasons (summer for the YWD and winter for the KWD).<sup>48</sup>

Unexpected failure in the drinking water distribution system can be caused by variations in water flow and pipe conditions due to climate change impacts of extreme precipitation, temperature variability, drought, and sea level rise. The following climate change-induced conditions can potentially damage infrastructure for delivering drinking water to York residents:<sup>49</sup>

- Stress on pipes by ground movement from frequent freeze and thaw cycles and drought-induced changes to groundwater level
- Pipe corrosion and saltwater intrusion from increased groundwater salinity due to sea level rise and coastal flooding
- Damage from tree roots growing into pipes that are seeking a water source during drought

Emergencies resulting in the shutdown of drinking water treatment plants, such as flooding or loss of power from storms, can have implications on the delivery of water across the entire system. In 2007, the KKWWD water treatment plant had to be shut down for over four days for fear of cross contamination following inundation from Branch Brook overflow.<sup>50</sup> During such shutdowns, the Water Districts may rely on system interconnections and storage facilities.

The exchange of water via the interconnections is made possible by pumping stations that themselves are vulnerable to power failure. In the event of power failure, emergency generators can be used to power bi-directional exchange between YWD and KWD and exchange from KKWWD to YWD.<sup>51</sup> There is no emergency power to facilitate exchange from YWD to KKWWD (which supplies water to some York residents). However, KKWWD can receive emergency water from the Maine Water Company Biddeford & Saco Division (MWCBS).<sup>52</sup>

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<sup>47</sup> York Water District, "Water System Master Plan," 2018, 4-8.

<sup>48</sup> York Water District, "Water System Master Plan," 2018, 4-6.

<sup>49</sup> [Cities of Portland and South Portland, "Climate Change Vulnerability Assessment,"](#) 41.

<sup>50</sup> Kennebunk, Kennebunkport, and Wells Water District, "Water System master Plan Update," 6-16.

<sup>51</sup> York Water District, "Water System Master Plan," 2018, 2-55 - 2-56.

<sup>52</sup> [Kennebunk, Kennebunkport, and Wells Water District, "Water System master Plan Update,"](#) 6-16.



## Wastewater Infrastructure and Facilities

Climate change may put strain on sewer pipes. While York does not have any Combined Sewer Overflows (CSOs), more heavy rainfall will increase the likelihood and frequency of infiltration of stormwater into sewer pipes through cracks and poorly constructed or corroded manholes.<sup>53</sup> This situation can lead to overflows, blockages, and infrastructure damage.<sup>54</sup> Sea level rise and storm surge similarly increase chances of infiltration,<sup>55</sup> with the additional risk of corrosion from saltwater intrusion.<sup>56</sup> Sea level rise can also raise groundwater levels and submerge pipes,<sup>57</sup> which increases risk of infiltration as well as contamination of coastal waters if there are cracks in the wastewater infrastructure.<sup>58</sup> Wastewater pipes in the Long Sands and Short Sands areas are most at risk from exposure from sea level rise, storm surge, and heavy precipitation. Lastly, drought can indirectly impact pipes if water restrictions are put in place that reduce wastewater flow,<sup>59</sup> leading to more highly concentrated wastewater that increases the likelihood of blockages, corrosion, and odors.<sup>60</sup> More frequent drought could exacerbate existing issues with clogging due to fats, oils, and greases (FOG) discussed above.

Many issues affecting pipes also pertain to pump stations.<sup>61</sup> If a pump station were to malfunction, the flow of wastewater would be blocked at that pump station, causing backups in the preceding pipes and potential overflows into homes and other buildings. In addition to issues related to flow rates and composition, more extreme and frequent storms may put the structural and mechanical systems of pump stations at greater risk of damage and power loss.<sup>62</sup> Several pump stations in the YSD system are within inundation zones from sea level rise, storm surge, and heavy precipitation (Table 16). However, the YSD reports that most of its pump stations are constructed to operate under water and that critical operating equipment is above projected flood levels. The YSD also has generators, should these pumps lose power.

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<sup>53</sup> Ministry for the Environment, 2008b, ONeil, 2010.

(<https://www.sciencedirect.com/science/article/pii/S2212096320300528>)

<sup>54</sup> <https://www.sciencedirect.com/science/article/pii/S2212096320300528>

<sup>55</sup> Hummel, Berry, & Stacey, 2018

(<https://www.sciencedirect.com/science/article/pii/S2212096320300528>)

<sup>56</sup> <https://www.sciencedirect.com/science/article/pii/S2212096320300528>

<sup>57</sup> May, 2020, Befus et al., 2020 (<https://www.sciencedirect.com/science/article/pii/S2212096320300528>)

<sup>58</sup> Kettle, et al., 2014 (<https://www.sciencedirect.com/science/article/pii/S2212096320300528>)

<sup>59</sup> Marleni et al., 2012, ONeil, 2010

(<https://www.sciencedirect.com/science/article/pii/S2212096320300528>)

<sup>60</sup> Marleni et al., 2012, Naidoo and Moolman, 2016, DeZellar and Maier, 1980

(<https://www.sciencedirect.com/science/article/pii/S2212096320300528>)

<sup>61</sup> <https://www.sciencedirect.com/science/article/pii/S2212096320300528>

<sup>62</sup> ONeil, 2010 (<https://www.sciencedirect.com/science/article/pii/S2212096320300528>)



**Table 16. York Sewer District Pump Station Flooding Exposure**

Pump Station	SLR/Storm Surge Scenario	FEMA Flood Hazard Zone
Lobster Cove	9 feet +	-
Long Beach	4 feet +	100-year flood (coastal)
Short Sands	6 feet +	100-year flood (coastal)
Spring Pond	-	100-year flood
York River Farms	9 feet +	-

Source: YSD, York GIS, Maine Geological Survey.

The contact tanks at the YSD's wastewater treatment facility in York are also shown to be at risk of flood exposure on sea level rise and storm surge projection maps from the Maine Geological Survey. However, the YSD reports that the tanks are protected from current and future flooding projections by elevated walls. Therefore, direct damage to the facility by flooding is likely to be low risk, though power outages and equipment damages from more frequent and severe storms also present potential impacts.<sup>63</sup> Of note, both the Bay Haven Road and Main Street entrances to the site are projected to be flooded with 9 feet or more of combined sea level rise and storm surge. In this scenario, it may impact access to the water treatment facility as well as the YSD office that is also onsite.

Any impacts to the pipes and pump stations discussed above could ultimately have ramifications for the treatment facility. Increased flow from inundation along the network can dilute wastewater and affect the treatment process, which can cause public health and environmental hazards if improperly treated wastewater must be discharged. Conversely, low-flow, highly concentrated wastewater can cause blockages and corrosion.<sup>64</sup>

A thorough review and evaluation of all of the critical assets in the YSD system will be a part of the YSD's climate action plan, which will be completed in 2022.

## Stormwater Infrastructure

More frequent and intense precipitation events, as well as sea level rise and storm surge, will expose stormwater infrastructure to greater volumes of water than it has been designed to handle. This will put drainage pipes at risk of damage and increase the chances of backups and flooding at drainage points. Fortunately, the complete separation of stormwater and sewer pipes in York significantly reduces the risk of wastewater contamination in stormwater discharge and backups during heavy rainfall events. Coastal flooding and sea level rise can also block stormwater outfalls, preventing the flow of stormwater or forcing ocean water into

<sup>63</sup> <https://www.sciencedirect.com/science/article/pii/S2212096320300528>

<sup>64</sup> <https://www.sciencedirect.com/science/article/pii/S2212096320300528>



pipes and up through drains.<sup>65</sup> An assessment by SMDPC determined that 10% of drainage outfalls will be impacted with 1.6 feet of sea level rise and storm surge, and this increases to 24% and 37% under 3.9 feet and 6.1 scenarios, respectively.<sup>66</sup>

## Electricity Infrastructure

A study by the U.S. Department of Homeland Security (DHS) found that increases in average maximum temperature in Maine through 2050 could decrease power plant generation and transmission line capacity, while demand for electricity is expected to increase because of greater cooling needs in the summer.<sup>67</sup> Table 17 highlights a number of potential climate impacts to electric transmission and distribution infrastructure. Recognizing the need to upgrade the resilience of the electrical grid, in 2018 AVANGRID, the parent company of CMP, initiated a \$2.5 billion improvement plan to minimize impacts from future severe storms in several northeast states, including Maine.<sup>68</sup> Any disruption in the supply of those energy sources, either at the power plants or over the system of transmission and distribution, will result in power outages and/or brownouts where less than full voltage is supplied.

**Table 17. Potential Climate Impacts to Electric Transmission and Distribution Infrastructure**

Climate Hazard	Key Impacts
Increased Temperatures	<ul style="list-style-type: none"><li>• Lower generation efficiency</li><li>• Decreased solar PV efficiency</li><li>• Reduced carrying capacity and increased losses in lines and transformers</li><li>• Increased demand for cooling</li></ul>
Increased Precipitation	<ul style="list-style-type: none"><li>• Damaged power lines from snow and ice</li><li>• Flooding of underground infrastructure</li><li>• Damaged towers due to erosion</li></ul>
Sea Level Rise	<ul style="list-style-type: none"><li>• Flood damage to coastal and/or low-lying infrastructure</li></ul>
Severe Storms	<ul style="list-style-type: none"><li>• Damaged infrastructure from wind and extreme weather</li><li>• Disruption of supply chains at the local and regional level</li><li>• Damage to facilities due to erosion</li></ul>

Source: Cities of Portland and South Portland, One Climate Future: Climate Change Vulnerability Assessment, 2019, pg. 37. Adapted from Burillo (2018).<sup>69</sup>

<sup>65</sup> [SMPDC, "Tides, Taxes, and New Tactics,"](#) 10.

<sup>66</sup> [SMPDC, "Tides, Taxes, and New Tactics,"](#) 31.

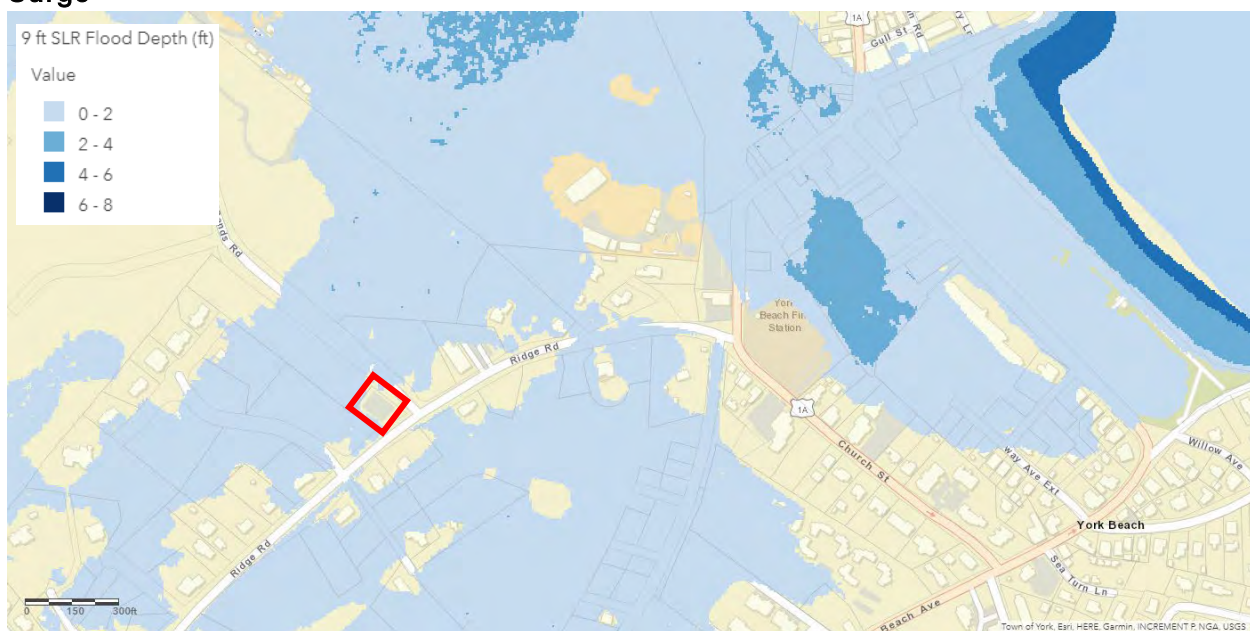
<sup>67</sup> U.S. Department of Homeland Security. (2016). Casco Bay Region Climate Change Resiliency Assessment. Regional Resiliency Assessment Program.

<sup>68</sup> <https://www.businesswire.com/news/home/20180627006314/en/AVANGRID-Announces-Comprehensive-2.5-Billion-Resiliency-Plan-to-Harden-its-Power-Grid-and-Help-Minimize-the-Impact-of-Future-Storms-on-Customers-in-Maine-and-New-York>

<sup>69</sup> Burillo, D. (2018). Effects of Climate Change in Electric Power Infrastructures. Retrieved from 10.5772/intechopen.82146.

Damage to a substation from extreme weather could result in power outages for many York residents. The York Beach substation is located near a floodplain and could be vulnerable to flooding from heavy rain, sea level rise, and storm surge (Fig. 10). Climate planning information was not available from CMP for this assessment. The assumption used here is that these substations have no redundancy and if operations are down due to flooding, there is no backup source of power for residents served from that location, although CMP does have some number of mobile substations that can be brought in for emergencies. Further information from CMP is needed to understand specific risks from flooding and high heat and the utility's climate action plan to adapt to these changes.

**Figure 10. York Beach Substation (Red Box) with 9 Feet Sea Level Rise (SLR) and Storm Surge**



Source: Maine Geological Survey. Esri.

## Information and Communications Technology (ICT) Infrastructure

ICT infrastructure facilitates the use of communication devices, applications, and networks like the internet, phones, computers, television, and radio.<sup>70</sup> Damage to ICT infrastructure in York could reduce service quality and availability, which in turn may interfere with social connections, economic activity, and communications and access to information during emergencies.<sup>71</sup> For this reason, ICT infrastructure needs installation and maintenance plans that consider the scope, severity, and frequency of climate hazards in the future, particularly

<sup>70</sup> <https://www.sciencedirect.com/science/article/pii/B9780128037737000085>

<sup>71</sup> [USAID. \(2013\). Addressing Climate Change Impacts on Infrastructure: Preparing for Climate Change. Washington DC, 29.](#)





infrastructure with longer service lives, such as cabling and buildings.<sup>72</sup> ICT plans must also consider that the highest level of use and bandwidth needed are likely to be during emergencies and sufficient redundancy will minimize impacts if part of the network is lost.

The infrastructure assets most at risk are cellular towers and overhead and underground cables. Table 18 describes potential impacts to ICT infrastructure and services in York from climate change. York has several cellular towers that are not in areas at risk of flooding but are still vulnerable to damage from storm impacts such as high winds, lightning strikes, and snow and ice. The Town has a radio communications tower located behind the Center for Active Living, at 36 Main Street, that is used for Town operations, including DPW, Police, Fire, and emergency medical services (EMS).<sup>73</sup> This tower is also not exposed to projected flooding but has similar vulnerabilities to storms as the cellular towers.

**Table 18. Impacts to ICT Infrastructure and Services from Different Climate Change Hazards**

Climate Change Hazard	ICT Impacts
Increased Temperature	<ul style="list-style-type: none"><li>• Damage to cables from increased solar radiation</li><li>• Increased heat-related health and safety risks for maintenance workers</li></ul>
Heavier Precipitation Events	<ul style="list-style-type: none"><li>• Increased flooding of low-lying/underground infrastructure, particularly in coastal areas and floodplains</li><li>• Exposed cables due to erosion</li><li>• Decline in stability of tower structures and foundations from changes in soil moisture or flooding</li></ul>
SLR and Storm Surge	<ul style="list-style-type: none"><li>• Increased flooding and salt water corrosion of infrastructure in low-lying/coastal areas</li><li>• Decline in stability of infrastructure from changes in groundwater levels</li></ul>
More Frequent and Extreme Storms	<ul style="list-style-type: none"><li>• Fallen cell towers or telephone poles from high winds or fallen trees</li><li>• Increased damage to above-ground infrastructure</li><li>• More outages for services relying on radio waves transmitted through the air, like satellite services and radio broadcasts</li></ul>

Source: United States Agency for International Development (USAID), "Addressing Climate Change Impacts on Infrastructure: Preparing for Climate Change," December 2013.; [USAID, "Overarching Guide for Incorporating Climate Change Adaptation in Infrastructure Planning and Design,"](#) September 2017.

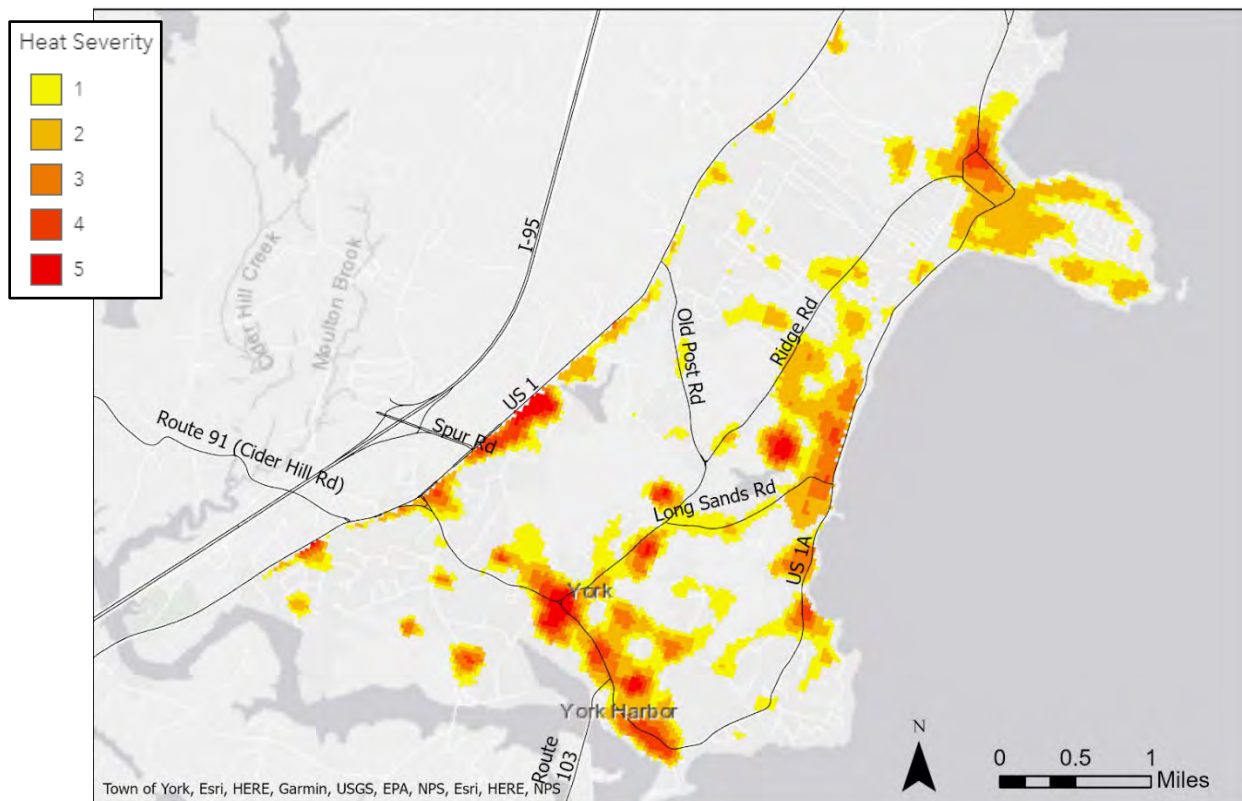
<sup>72</sup> [Cities of Portland and South Portland, "Climate Change Vulnerability Assessment,"](#) 67.

<sup>73</sup> Email communication with Nicole Pestana, Town of York Emergency Management Specialist, 12/9/21.

## Heat Islands and Impervious Surfaces

Areas of York with high paving and impervious surface coverage and minimal natural plantings and tree cover create “heat islands” which are built-up areas that experience higher temperatures because buildings, pavement, and other hard surfaces absorb and reflect the sun’s heat to a greater degree than natural areas containing a high proportion of trees and landscape.

**Figure 11. York Heat Islands**



*Key: Severity is measured on a scale of 1 to 5, with 1 being a relatively mild heat area (slightly above the mean for the town), and 5 being a severe heat area (significantly above the mean for the town).*

*Source: Trust for Public Land.*

The map illustrates the relative heat severity for every pixel of York, Maine that has a heat island (Fig. 11). The map shows heat islands in the more densely populated and developed areas along the coast between York Harbor and the Cape Neddick River, with additional areas along the Route 1 corridor. These areas contain more roads and parking lots, larger buildings, and more densely located development than other parts of town.



In addition, impervious paving affects stormwater runoff. Stormwater from paved parking lots, roadways, and sidewalks carries motor fuels and oils and other pollutants to York's rivers, beaches, and other waterways, affecting water quality. The presence of heat islands can be a consideration for DPW and its choice of materials and paving strategies, as well as considerations for a possible future tree planting program.

## Community Facilities

### York Beach Fire Station

According to projections by the Maine Geological Survey (MGS), the York Beach Fire Station will be partially exposed to flooding from 4 feet of combined sea level rise and storm surge and fully inundated from 6 feet or more of combined sea level rise and storm surge (Fig. 12). In a scenario where the station's operations were impacted or shut down by flooding, the York Village Fire Station would provide cover. Both York fire departments are also part of mutual aid pacts through which assistance can be requested from neighboring towns in the event of an emergency.<sup>74</sup> The York Beach Fire Station also serves as an emergency shelter but may not be a viable shelter option during a flooding emergency, which could strain the capacity of other emergency shelters in town or result in some people being unable to access an emergency shelter.

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<sup>74</sup> Email communication with Chief Balentine (YVFD) and Chief Welch (YBFD), 12/9/21.



**Figure 12. York Beach Fire Station (Red Box) with 4 Feet (Top) and 6 Feet (Bottom) of SLR and Storm Surge**



Source: Maine Geological Survey. Esri.



## Long Sands Bath House

The Long Sands Bath House is the headquarters for the lifeguards and first aid for Long Sands Beach. The facility is projected by MGS to be fully inundated by 9 feet or more of combined sea level rise and storm surge (Fig. 13). However, the facility is known to be at risk of minor flooding and damage with as little as 2 feet of storm surge during high tide. On January 17, 2022, a storm surge of at least 2 feet from Winter Storm Izzy resulted in minor exterior damage and internal flooding requiring extensive cleaning. Clean-up from this storm was quoted at \$1,905 and an insurance claim was filed for repairs.<sup>75</sup> More extensive damage to this resource could require the relocation of lifeguards to a different facility located further from Long Sands Beach, such as the York Beach Fire Station, which would reduce their capacity to provide emergency care.<sup>76</sup>

**Figure 13. Long Sands Bath House (Red Box) with 9 Feet of SLR and Storm Surge**



Source: Maine Geological Survey. Esri.

<sup>75</sup> Town of York Board of Selectmen meeting packet, January 24, 2022.

<https://www.yorkmaine.org/AgendaCenter/ViewFile/Item/1143?fileID=11818>.

<sup>76</sup> Email communication with Nicole Pestana, York Emergency Management Specialist, 12/9/21.





*Exterior damage to the Long Sands Bath House from Winter Storm Izzy on January 17, 2022. Source: Town of York.*



*Aftermath of flooding at the Long Sands Bath House from Winter Storm Izzy on January 17, 2022. Clean-up costs were quoted at \$1,905. Source: Town of York.*

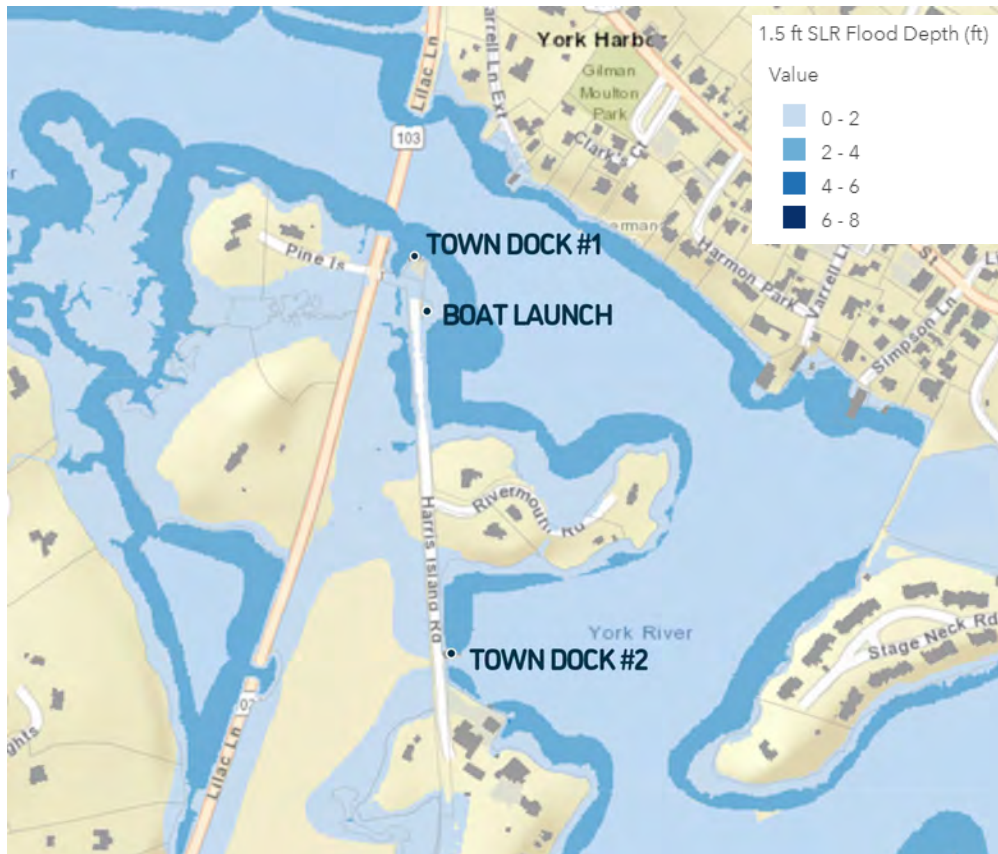
## York Harbor Facilities

The York Harbor facilities on Harris Island Road, including Town Docks #1 and #2, the Strawberry Island boat launch, and the Harbormaster office, are projected to flood with as little as 1.5 feet of sea level rise and storm surge (Fig. 14). The York Harbor Board has begun preliminary discussions about dock heights in regard to sea level rise, including initial planning on replacing Town Dock #2.<sup>77</sup> Notably, Harris Island Road may become inaccessible at 1.5 feet of sea level rise and storm surge. This means that even if the harbor infrastructure itself was raised above inundation levels it still may not be usable without modifications to prevent flooding on Harris Island Road.<sup>78</sup>

<sup>77</sup> Email communication with Mike Sinclair, Town of York Harbor Board Chair, 12/12/21.

<sup>78</sup> Email communication with Mike Sinclair, Town of York Harbor Board Chair, 12/12/21.

**Figure 14. York Harbor with 1.5 Feet of SLR and Storm Surge**



Source: Maine Geological Survey. Esri.

## York Hospital

York Hospital reports that they try to ensure that they have equipment with adequate cooling capacity. However, in general, high heat taxes their chillers, resulting in higher operational costs and occasionally leading to chiller failure.<sup>79</sup> Strain on cooling equipment will grow as temperatures increase with climate change.

## Schools

Historically, high heat in schools was not a major cause of concern because school is not in session during the hottest months of the year. However, climate change will make high heat days increasingly more likely during the fringe summer months of June and September. Any summer uses of school buildings will be even more impacted by high heat. Presently, only Village Elementary School has air conditioning throughout the building. York Middle School

<sup>79</sup> Email communication with Robin LaBonte, Chief Financial Officer of York Hospital, 12/13/21.



has air conditioning only in its 2001 addition and Coastal Ridge Elementary School has window units for the classrooms. York High School does not have any air conditioning.<sup>80</sup>

## What the Community Said

The summary of community feedback below represents the common themes heard during public meetings and events, as well as through other forms of outreach. When information is provided from the Fall 2021 Comprehensive Plan Community Survey<sup>81</sup> results, this is specifically noted with the percentage of respondents who replied in this way.

- Approximately 42% of survey respondents view Public Facilities and Services as very important to quality of life in York. Another 46% view these as somewhat important (1,163 responses to this question).
- Survey respondents reported that the top three Town services that need improvement are: roadway and sidewalk maintenance/improvements (29%), Code enforcement (18%), recreation and social programs and activities (17%) (978 responses to this question).
- Survey respondents ranked the following as the top public service priorities for investment/expansion: roadway and sidewalk maintenance/investment (39%); recreational and social programs/activities (26%); and schools (23%) (978 total responses to this question).
- Of the 506 survey respondents who said they use the Town's social services/older adult services, approximately 27% said these services need improvement, 56% said these services are adequate, and 16% said they are highly satisfied with these services.
- Of the 664 survey respondents who said they use York's schools, approximately 25% said these services need improvement, 42% said these services are adequate, and 33% said they are highly satisfied with these services.
- The majority of survey respondents view increasing internet and cable access in York as a priority, with 58% rating it as very important and 27% rating it as somewhat important (977 total responses to this question).
- The majority of survey respondents see increasing cell coverage in York as a priority, with 69% rating it as very important and 21% as somewhat important (977 total responses to this question).
- Approximately 34% of survey respondents view Town Capacity (staffing, availability of resources, coordination between departments and other service providers) as very important and should be thought about more. Approximately 52% view Town Capacity as

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<sup>80</sup> Email communication with Nicole Pestana, York Emergency Management Specialist, 12/9/21.

<sup>81</sup> There were 1163 responses to the survey. Not every question had a 100% response rate; the total number of responses for a particular question is noted where applicable.



somewhat important and may need to be thought about more (971 responses to this question).

- Consolidate/expand facilities for programs and services, i.e., for Parks & Recreation, Center for Active Living, and community organizations. A specific idea includes an indoor swimming pool for residents to use year-round.
- A community center – multigenerational for community gathering, programs, recreation, and services. Space for multiple age groups, including older adults and teens.
- Development of services and facilities for older adults needs to be a focus.
- Expand/upgrade water and sewer services to address new development and needs as they arise. This may include water and sewer systems needed to support and enable specialized housing projects for older adults and modest income families.
- Increase the number and improve the quality of infrastructure to expand transportation options and increase safety, e.g., more sidewalk connections, bike paths, and pedestrian walking paths.
- Improve transportation capacity, including expanded transportation options, e.g., public transportation, shuttles, or busses, to address major fluctuations in peak demand at various times of year. (This is primarily addressed in Appendix A8: Transportation Current Conditions.)
- Improve cell phone, wireless, broadband, and fiber optics coverage and services in York, as residents and business owners find it unstable and unreliable. “Dead zones” and uneven wireless service also impact the parking meters at Long Sands Beach with additional cell service issues during the peak tourist season.
- Seasonal staffing for Town services and programs, such as summer recreation programs and winter snow removal, has become more difficult (i.e., from pre- to post-pandemic). There are questions as to what steps the Town can take to optimize and manage the use of Town-owned land with public access.

## Key Takeaways

### Assessing Staffing Capacity

Many Town departments report a need for additional staffing, with many noting that current staffing has been just able to maintain their levels of service but will not be able to handle additional increased demands from the public. In addition, current staffing levels do not allow the level of staff data collection and review that is necessary to track trends, monitor growth, and in the future, gather data for greenhouse gas emissions reporting requirements and progress on implementation of Town plans.



Town staff have expressed the need for additional capacity to support care and maintenance of the Town's roads and rights-of-ways, recreational trails, and additional parking management. Many departments report that finding sufficient seasonal employees, such as summer recreation programs and winter snow removal, has become more difficult and that retention of staff is a challenge. The Town also does not employ staff to manage grant applications and oversight, choosing instead to partner with other organizations who pursue grants. Reconsideration of this may be necessary in the future, particularly regarding larger state and federal climate change funding and finance opportunities for infrastructure improvements.

### Acknowledging Housing Affordability Impacts on Staff Recruitment

Staff of some departments, including Police, Public Works, and some Fire employees, are required to live within 30 miles/minutes of town. As housing prices increase in York and surrounding areas, this requirement has become increasingly difficult for employees to meet. Housing affordability was mentioned as an issue when discussing all Town staffing efforts and many departments report challenges with filling staff positions that are attributed, at least in part, to the lack of affordability and housing choice in York and the surrounding area.

### Assessing Facility Capacity

Some departments report challenges with existing facilities. The Parks & Recreation Department does not have direct control over spaces in which to run their programs; While coordination and collaboration generally is good, scheduling at school facilities can be challenging as there are multiple users and needs for the same spaces. DPW has its more recently acquired facility on U.S. Route 1, but is waiting for funding for necessary renovations in order to move its headquarters to that location. Depending on the outcome of a current joint study on staff, facilities, and equipment needs, the York Beach Fire Station and York Village Fire Station may need some facility and equipment upgrades. In some instances, such as at Town Hall, staffing levels are limited by the physical capacity of the facility. The Town Hall expansion will result in additional facility space to support increased staffing. Limitations of space across departments may hinder efforts to increase staff and services and this may influence public-private partnerships to address capacity needs. Needs of residents will change as the population of York ages and also as additional requirements must be met regarding the Selectboard commitments toward reducing greenhouse gas emissions and addressing climate change impacts in York.





## Improving Telecommunications, Broadband, Internet, and Wireless Communications

Town-wide, serious concerns about gaps and stability in internet and wireless service and network coverage have been identified anecdotally by Town staff, Steering Committee members, and community members throughout the planning process and the Comprehensive Plan Community Survey. Some towns across the northeast have addressed the need to improve internet service by contacting service providers to discuss changing conditions and the need to expedite improved service and coverage for town residents and businesses. In preparation for discussions with service providers, towns have collected more detailed information through town-wide surveys of residents and businesses to identify the needs for better service and locations to make the case for sufficient demand to warrant service expansion. This is also very much a regional issue, as the goal is to identify pockets of demand (and enough of them) to warrant installation of better service. York could work with neighboring towns and through SMPDC in the effort to improve services regionally. There may also be planning grant opportunities through the state's ConnectMaine<sup>82</sup> website.

## Accommodating Population Changes and Accessibility

Over the next 15 years, it is likely that York will continue to see slow but continual population growth of both year-round and seasonal residents.<sup>83</sup> In addition, York has a higher percentage of residents ages 65 to 84 than the rest of the county or the state of Maine and the median age in York rose from 46.5 to 52.2 between 2010 and 2019.<sup>84</sup> As the population in York continues to age, the need for facilities will evolve, and considerations such as accessibility and universal access will become increasingly important to meet the needs of the community.

## Improving York's Tree Canopy and Reducing Impervious Surfaces

The town does not track tree canopy coverage nor does it have a Street Tree Planting Program. As climate change brings more high heat days to the town, tree planting can help reduce the town's heat islands—places where large areas of impervious surface such as parking lots, street paving, and buildings reflect and magnify heat. York's impervious paved surfaces, including town roads, sidewalks, and parking lots, contribute to the heat island affect and also cause stormwater runoff to flow into nearby rivers, the coast, and other waterways. The Town could consider a Tree Planting Program to reduce the impacts of high heat days (days that feel over 90 degrees) and also explore the use of alternative paving materials that allow for natural growth and provide pervious surfaces wherever possible.

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<sup>82</sup> <https://www.maine.gov/connectme/grants>

<sup>83</sup> American Community Survey, Southern Maine Planning & Development Commission, and Levine Planning Strategies.

<sup>84</sup> 2019 U.S. Census Five-Year American Community Survey



## Planning for Growth

Town facilities and services should continue to be focused in areas identified as desired Growth Areas. As of the writing of this plan, The York Water and Sewer Districts indicated that there is room for growth within their existing service areas, which are within the Town 2006 Growth Area. Future growth may necessitate expansion or upgrades to water and sewer services to address new development needs as they arise. The Town should work closely with water and sewer providers in coordination of any necessary service expansions.

## Coordinating with Organizations and Regional Groups

Town Departments have been actively involved with many regional organizations and neighboring communities for infrastructure planning and maintenance, emergency services, as well as programs and services. Many Town social, recreational, and educational services and programs are available for residents through the Parks & Recreation and School Departments. However, there are additional and specific programs for community members provided through other municipal entities, non-profit organizations, and private entities. There may be opportunities for additional coordination with community service providers and organizations to expand the scope and reach of their offerings.

## Assessing Septic System Ordinances and Requirements

Within the Watershed Protection Overlay District that surrounds surface water drinking supplies, septic systems must be pumped every three years (York Zoning Ordinance Section 10.3.9.2). A three-year pumping cycle is generally adequate for conventional septic systems; however, an inspection-based program would be preferred from a technical-management standpoint. The Town may wish to consider whether the existing requirement should be expanded to areas of York, such as along the York River or in proximity to the coast or the north side of the Cape Neddick River, where septic systems are known to be susceptible to failure and where sensitive receptors such as wetlands, exist.

York does not have a cesspool or substandard septic system replacement initiative and there is no dedicated funding at the municipal level to assist in repair and replacement of substandard systems. The Town may wish to evaluate whether substandard systems are in locations that may be threatening to environmental quality or public health. The Town may also wish to evaluate whether owners of cesspools and other substandard systems are likely to have the means to upgrade their systems and to investigate potential ways to support system upgrades to protect the natural environment and water quality of the rivers in York.



## Adapting to Climate Change

Climate change is expected to have an impact on a number of public facilities and infrastructure in York, including municipal buildings, transportation, energy, communications, stormwater, drinking water, and sewer and waste. Facilities that have the greatest projected risk from sea level rise and storm surge are the York Harbor facilities on Harris Island Road, the York Beach Fire Station, and the Long Sands Bath House. York Hospital and the York public schools are among the most at risk from high heat. This is because of the higher vulnerability of people who use those facilities and potential limitations of existing cooling systems to manage more frequent and severe heat. Underground pipe systems and electricity wires above and below ground will be at increasing risk of damage from more extreme storms and changes in groundwater levels due to sea level rise. Understanding risks and preparing for these impacts will be essential to maintaining the Town's public services and anticipating budgetary needs.

## Reducing Greenhouse Gas Emissions in Town Facilities

As town facilities require improvements and new facilities or additions are built, the Town will need to consider incorporating new technology, building systems, and construction methods to improve energy efficiency and reduce greenhouse gas emissions.<sup>85</sup> Town projects can also consider the incorporation of on-site electricity generation such as solar energy. These efforts will be needed to meet the Town's commitment to reduce greenhouse gas emissions.<sup>86</sup>

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<sup>85</sup> The Town's 2021-22 climate planning efforts indicate that buildings account for the majority of York's greenhouse gas emissions.

<sup>86</sup> Town of York commitment to the Global Covenant of Mayors for Climate and Energy, 7/29/19.