#### RECREATION AND OPEN SPACE

The open spaces and physical beauty of Cape Elizabeth are the major reasons residents choose to live here (See Comprehensive Plan telephone survey). The Town has a long history of land conservation and an impressive record of funding the purchase of land for open space preservation and recreation. The Town maintains a Land Acquisition Fund and has supplemented this fund with bonding to purchase or partner to purchase land and easements. In 1985, the Town's efforts were supplemented with the establishment of the Cape Elizabeth Land Trust, which has partnered with the Town numerous times to preserve open space. The Town plans to continue to use this multifaceted approach when pursuing the preservation of unique or significant open space land parcels in Cape Elizabeth.

# **Trails**

The Town's first Greenbelt Plan was prepared in 1973. The goal of the plan was to create a green walkway from Fort Williams Park, located on the northeast shore of town, to Crescent Beach State Park, located on the southern end. The Greenbelt Plan was updated in 1989, and again in 2001, with an expanded vision. Acquisitions over time have brought the town to within 5 parcels of realizing the original goal of a greenbelt trail from Fort Williams Park to Crescent Beach. With the incremental development of new neighborhoods, however, this goal needed to be expanded to address new needs.

The 2001 Greenbelt Plan, which won the 2001 Plan of the Year from the Maine Association of Planners and is hereby referenced as part of the Comprehensive Plan, adopts the following vision:

To establish a town-wide network of greenbelt trails by connecting the Town Center to important open spaces currently owned or to be acquired and all neighborhoods through a hub-and-spoke system. A greenbelt trail shall be located within a comfortable walking distance to all neighborhoods by creating, marking, mapping, and maintaining trails which provide legal public access, at least a portion of which will be handicapped accessible. Preserved open space and visually attractive areas of Cape Elizabeth will be made more accessible to the public by the greenbelt trails.

This newest greenbelt plan has officially created a policy that greenbelt trails should extend throughout Cape Elizabeth. The plan also has been the catalyst for a shift in

open space policy in Cape Elizabeth from one that focused primarily on acquisition to one that emphasizes construction of trails that enable town residents to better enjoy the open space that has been preserved. The 2001 Greenbelt Plan lays out a trail system that attempts to connect the various town open space parcels and establishes priorities for new trails in the future. Below is a list of current trails for which there is legal public access. The trails and open space are depicted on the attached map.

#### Cape Elizabeth Trails

	Name	Length in miles
1	Stonegate	1.58
2	Hobstone Woods	0.75
3	Highlands	0.4
4	Great Pond	1.01
5	Town Center	0.8
6	Runaway Farm	0.4
7	Spurwink	1.2
8	Dyer-Hutchinson	0.8
9	Gull Crest	4.51
10	Cross Hill	2.3
11	Robinson Woods	2.38
12	Two Lights	.23
13	Whale Back	.2
14	Fort Williams	1.25
	Total	17.81

Except for the trail in Fort Williams, a portion of which is paved, and includes commanding views of the Atlantic Ocean, all town trails are rustic pathways with no formal surface treatment. The exception is the expanding system of boardwalks that extend trails across the wetlands that cover over 30% of the town.

No formal analysis of use of town trails has been conducted. Trail use is extensive, however, across several user groups and ages. This is due in part to the town's effort in building new trails, posting signage for trails, publishing a trails map and hosting an annual Cape Trails Day. Cape Trails Day, held the first Saturday in June to coincide with National Trails Day, is widely publicized and attracts upwards of 30 participants each year who work on a designated trail. All of these efforts have contributed to the high approval rating the trails received in the telephone survey.

Conflicts are emerging between different types of trail users. The Conservation Commission, Land Trust and other groups are aware of this and hope to conduct a trail users public forum in the future once there are sufficient miles of trails available so that some special designation of uses is possible. Until then, some trails are restricted based on conservation easements. The most typical restriction is a prohibition on use of motorized vehicles on some trails. ATVs are prohibited on trails on town property, however, snowmobiles are allowed on some of the largest town parcels, including Gull Crest and the Town Farm. Other than some conflict between users, there is adequate capacity on the trail network for all current and future trail users.

# Major Open Space

The Town owns 757 acres of open space. The most significant areas are Fort Williams and Portland Head Light, 98 acres, the Town Farm, 150 acres, Gull Crest, 120 acres, the Cross Hill Trail System, 105 acres, and Winnick Woods, 57 acres.

In addition, the Town has 74 acres of open space and pedestrian easements over private property. The most significant of these is a 20 acre easement over land adjacent to the Spurwink Marsh and a 22 acre view easement over marsh land adjacent to the Elizabeth Farms Subdivision.

Added to the open space legally available to the public are lands and easements owned by the Cape Elizabeth Land Trust. Not counting areas included as town owned land or easements, Land Trust holdings add 242 acres of publicly accessible open space.

A total of 1,070 acres of open space, approximately 11.5 % of the town, is available for public access. This represents a local standard of 118 acres of open space per 1,000 population, almost 5 times greater than the local open space standard of 24 acres in the 1993 Comprehensive Plan. This does not include 357 acres of land owned by the State of Maine and the U.S. Government available for open space and recreation. Below is an inventory of Town and Land Trust public open space holdings.

# OPEN SPACE INVENTORY TOWN OWNED LAND

MAP-LOT	ADDRESS	<b>ACREAGE</b>
R02-13	OCEAN HOUSE ROAD	5.25
R02-13A	OCEAN HOUSE ROAD	2

R03-17A	WHALE BACK RIDGE	5.26
R03-3A-10	34 ALEWIFE COVE	0.53
R04-49B	SAWYER ROAD	61.25
R05-11	SPURWINK AVENUE	150
RO6-1A	480 SPURWINK AVENUE	96
U02-63	SEA VIEW AVENUE	0.26
U03-92	OCEAN VIEW ROAD	0.2
U03-94	OCEAN VIEW ROAD	0.18
U03-96	OCEAN VIEW ROAD	0.09
U03-97	OCEAN VIEW ROAD	0.18
U03-98	OCEAN VIEW ROAD	0.26
U03-99	OCEAN VIEW ROAD	0.12
U03-100	OCEAN VIEW ROAD	0.48
U03-110	FOREST ROAD	0.47
U03-111	FOREST ROAD	1.1
U03-125	STONYBROOK ROAD	0.23
U04-22	IVIE ROAD	0.05
U06-18	LOCKSLEY ROAD	37
U06-18C	LOCKSLEY ROAD	0.48
U06-89	SHORE ROAD	2.2
U06-89A	SHORE ROAD	1.3
U08-10D	SHORE ROAD	1.1
U19-6B	HAMPTON ROAD	3
U20-7C	FOWLER ROAD	0.18
U21-12	OCEAN HSE/FOWLER	40
U21-12A	OCEAN HSE/FOWLER	5
U21-64	LONGFELLOW DRIVE	0.16
U23-4	OCEAN HOUSE ROAD	0.17
U24-1	OCEAN HOUSE ROAD	25
U28-33B	STATE AVENUE	0.22
U28-59	STATE AVENUE	0.47
U29-29	SPURWINK AVENUE	0.47
U29-29A	SPURWINK AVENUE	2
U29-38	HAMLIN ROAD	1.2
U29-44	RUSSELL STREET	0.18
U29-45	LINN STREET	0.11
U29-67	OC HSE. RD./CANTERBURY RD.	0.03
U32-6	COLUMBUS ROAD	1
U32-12	MITCHELL ROAD	0.3
U33-74-14	ABACO DRIVE	0.39
U34-17-20	BLUEBERRY ROAD	5.36
U34-22-4	ROSEWOOD DRIVE	3.73
U35-25A	PATRICIA DRIVE	0.49
U36-84,93-	BROAD COVE	6.72
104	MOVENINEY DOINT	0.44
U41-9	MCKENNEY POINT	0.11
U42-1-29	LOT 29, EASTFIELD ROAD	0.37

U48-1 U48-2 U49-4 U51-9 U54-9 U54-9B U55-7 U56-15 U57-18 U57-19 U58-34 U58-35 U59-35 U59-36 U59-37	SHORE ROAD SHORE ROAD MCAULEY ROAD STONEGATE FARMS EDGE ROAD PARK CIRCLE-CENTER JORDAN FARM ROAD HIGHLANDS STONEGATE STONEGATE CROSS HILL	96 1.2 0.47 15.3 22.4 1.13 8.3 13.9 26.04 8.29 0.58 0.52 0.37 0.19 99.85
R02-15A R05 R05-02 R06 U23-1 U24 U26 U30 U30A U30-06 U33 U34 U37 U37-4 U39-3 U39-4-1 U44-31 U44-806 U45 U51-1 U53-9A U54-09 SUB TOTAL	OCEAN HSE. RD. SPURWINK MARSH CHANCELLOR OF CAPE ELIZABETH GREAT POND 246 OCEAN HOUSE ROAD WILDWOOD CANTERBURY HILLS CRANBROOK HOBSTONE HOBSTONE CONDOMINIUM PH III HEMLOCK HILL SUBDIVISION ROSEWOOD SUBDIVISION TWO LTS.RD/SPINNAKER HTS. REAR OF ST. BARTHOLOMEW'S TWO LIGHTS ROAD TWO LIGHTS ROAD FOWLER ROAD SPRAGUE GREAT POND SCOTT DYER RD. (VIKING) SHORE RD/DYER POND RD ELIZABETH FARMS ELIZABETH FARMS	3.42 20 1.41* 8 4.17 7.45 .94* 4.12* .75* 20.56* .25* 3.73 1 1.7 0.16 0.13 0.18 1.89** .29* .32* 22.4 6.1

# **CAPE ELIZABETH LAND TRUST - OWNED**

81.9
3.4*
0.97
5.9
2.66
19.3
1.3
5.9
3.46
20.56
141.95
47 5
47.5
150*
1.3
0.75

TOTAL 1076.06

6.1

45

100.65

Source: Town of Cape Elizabeth records

FARMS EDGE ROAD

WELLS RD

U53-9A

SUB TOTAL

R5-45

In addition, the Cape Elizabeth Land Trust owns conservation land or holds easements where public access is not allowed.

The Town and Land Trust owned open space is used predominantly by town residents. Fort Williams Park, however, is also heavily used by tourists from all over the world. The Town operates a museum and gift shop at the Portland Head Light, immediately adjacent to the park. The park is host to several regional events, such as the Annual Beach to Beacon Road Race. The most recent Fort Williams Master Plan is herein incorporated as a component of the Comprehensive Plan.

<sup>\*</sup>Not included in total to avoid double counting or pedestrian easement not eligible for impact fee calculation.

<sup>\*\* 15&#</sup>x27; wide easement assumed. Not included in total as pedestrian easement not eligible for impact fee calculation.

Fort Williams is the most heavily programmed open space. Requests for events at the park are submitted to the Fort Williams Advisory Commission, which acts as an advisory board to the Town Council on issues such as use requests and park policy. Town policy attempts to strike a balance between allowing full enjoyment of the park without allowing overuse that would diminish this natural resource and impose difficulties on the abutting neighborhoods.

Gull Crest is a facility that includes a sewer treatment plant, the Public Works Facility, the recycling center, athletic fields, a community garden and greenbelt trails. As greenbelt trail development expanded, the Town prepared a master plan for Gull Crest, which is herein referenced as a component of the Comprehensive Plan. Use of Gull Crest is increasing since access to the school complex and the rest of the town was established with the construction of a pedestrian bridge across the Spurwink River. Large tracts of additional land, including the Town Farm across the street, are available to provide additional open space capacity.

The Town has also just adopted a master plan for Winnick Woods, which is herein referenced as a component of the Comprehensive Plan. Winnick Woods is a 57 acre lot located in the northwest part of town. The land was donated to the town with conservation restrictions that limit land uses to passive activities. The Master Plan lays out a trail system that creates loops within the property and connects it to abutting town lands and the greenbelt trail system.

Over one third of the Town open space, 330 acres, has been obtained through conveyance as part of construction of new development. This is the result of a decades long practice where the Town requires that new development set aside permanently preserved open space. Currently, this standard is accomplished through aggressive clustering of new development which requires that 40% of the gross area be set aside as open space. In the few developments where clustering is not used, an open space impact fee standard requires that a portion of land be set aside for open space or a fee be paid, at the discretion of the Planning Board. These efforts should continue to preserve the current ratio of open space per household.

# Public Facilities

The Town manages several athletic fields throughout the town and also operates a community pool located at the high school. Athletic fields are listed below.

Location/Name

**Facility** 

Fort Williams

1 multipurpose field

2 Little League fields1 Little League T-ball3 Tennis Courts

Preschool playground

Gull Crest 2 multipurpose fields

(plus 1 approved but not constructed)

Lions Field 2 Little League fields

(plus 1 approved but not constructed)

Plaisted Park 1 Little League field

School Campus Holman baseball field

Capano softball field 1 multipurpose field Hannaford Turf field

Rey Moulton baseball field

3 Tennis courts 2 Playgrounds

Track

Basketball court

Cape Elizabeth youth are heavily involved in a wide range of organized sports, including T-ball, baseball, softball, soccer, lacrosse, golf, basketball, swimming, Nordic skiing, field hockey, track, cross country running, football, hockey, and tennis. In addition, for many sports, there are multiple teams at different age levels, as well as school sponsored and privately supported teams, such as travel soccer.

The field needs of most teams are accommodated primarily within the town, although the hockey and Nordic skiing teams rely on out of town facilities. The Nordic skiing team is currently working to develop skiing trails on Gull Crest.

When fields are scheduled, first priority is assigned to in-season sports. There are adequate fields to meet these needs. Private youth organizations, however, play year-round and have second priority for scheduling. When fields are scheduled to meet the needs of private youth organizations, the fields do not have sufficient time to rest, resulting in poor condition and increased maintenance. The Town is not allowing fields to rest as long as desired, and when any athletic field is pulled out of the schedule to rest, not all needs are met.

# Community Services

The Community Services Department is located in the Town Center and offers a full range of services in a building renovated in 2002. Below is a comparison of programs offered by Cape Elizabeth and comparison communities. Note that the chart does not include the size of programs, and in many cases the Cape Elizabeth program is larger than those offered by other communities.

Comparison Study
with Similar Town's Community Services and Programs

Community	Adult Programs	Youth Programs	Extended School Care	After School Enrichment	Preschool Gamp	<b>Дау Сатр</b>	Middle School Camp	Sport Camps	Adventure Gmps	Transportation Scheduling	Facility Scheduling	Pool	Own Building	Debt Service	Administrative Positions
Cape Elizabeth	<b>√</b>	<b>√</b>	<b>√</b>	4	<b>√</b>	<b>V</b>	√	<b>√</b>	<b>V</b>	<b>√</b>	<b>√</b>	<b>√</b>	<b>√</b>	4	6
Cumberland	√	V			<b>√</b>	<b>V</b>	<b>√</b>	√				√			4
Falmouth	<b>V</b>	<b>V</b>			<b>V</b>	<b>V</b>	<b>√</b>	<b>V</b>			<b>√</b>				5
Freeport	<b>√</b>	<b>V</b>	<b>√</b>			<b>√</b>	<b>√</b>				<b>√</b>				6
Gorham	√	<b>√</b>	<b>√</b>			<b>√</b>	√	√							6
Scarborough	<b>√</b>	<b>√</b>	<b>√</b>		<b>V</b>	<b>√</b>	<b>√</b>	<b>V</b>			<b>√</b>				7
Yarmouth	<b>V</b>	V			<b>√</b>	<b>√</b>	V				<b>√</b>		1		5

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Source: Town of Cape Elizabeth Community Services Department

Approximately 400-500 people are in the Community Services Building every day. Below is a summary of the program and participation in Community Service programs, including the pool, for FY 2005.

# **Community Services**

Programs & Services

Adult Education	Programs	Registrations
General Enrichment	250/yr	3600/yr
GED / HS Diploma	>>>> mini	mal referrals <<<<<
Senior Citizen Programs	36	1000
Youth Recreation Program	Programs	Registrations
Saturday Skill Builders	5	1100
AfterSchool Enrichment	150	2800
Preschool Programs	21	200
Teen Programs	12	160
Extended School Care	4	140
Summer Programs	Programs	Program Participants
Preschool Camp	2	140
Middle School Camp	1	113
Day Camp	1	473
CapeAbility Camps	25	346
Richards Community Pool & Fitness	Center	Registrations
Fitness Center Day Passes		216/month
Memberships (pool & fitness)		830/yr
Adult Swims		1500/month
Open Swims		335/month
Instructional Pool Programs-Adults		329/month
Instructional Pool Programs-Youth		230/month
Pool Parties		70/yr
Birthday Party Service		85/yr
Facility Scheduling		Reservations
School Buildings		500/mo
Town Buildings/Community Center		375/mo
Fort Williams Picnic Shelter		133/yr
Athletic Fields (seasonal)		750/yr
School Transportation Services		
		3370126730000
Bus to & from school (gr 1-12)		1400/day
Kindergarten		100
Field Trips		87
Co-Curricular Trips		92
Athletic Trips		562
Outside Contracted Services		3
Senior Citizen Bussing		2/wk

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Source: Town of Cape Elizabeth Community Services Department

Community Service facilities are currently operating near maximum capacity. There are times when there is no room for people in any of the programs offered.

Gym type space is sometimes not available for dance/exercise type programs and the day care program could use a playground. Outside space for other activities would also be useful. The land area around the Community Services building, however, is dedicated to parking.

The lower floor of the Community Services building is unfinished and could be converted to provide some smaller exercise rooms and activity space for an estimated cost of one million dollars. The lower level, however, is currently used as much needed storage space for Community Services and town paper storage. A new storage area would need to be created before the lower level could be converted.

Overall, the participation rate in community services programs is so high that no increase in participation is anticipated. Some expansion of programs for the elderly has occurred and is expected to continue as the average age of town residents increases. There is also some pressure to expand preschool programs. These needs will likely be addressed in some shifting of community service programs rather than a significant increase.

# Public Access to the Water

Cape Elizabeth is a community surrounded by water on three sides. To the east and south is the Atlantic Ocean and to the west is the Spurwink River. In addition, the largest fresh water body in town, Great Pond, is located near the geographic center of town. Public access is available to all these water bodies.

The most dramatic access to the Atlantic Ocean is at Fort Williams, which includes a small beach and waterfront trail. The following areas provide waterfront access to the public. All areas are shown on the open space map.

Location	Ownership	Linear feet of waterfront
Seaview Beach	Town	200′
Fort Williams Park	Town	5,346′
Pond Cove*	Town	350′
Coast Guard Station at Two Lights	Federal	1,330′
Two Lights State Park	State	1,950′
Crescent Beach State Park	State	4,790′
TOTAL		13,966′

<sup>\*</sup>Public Access provided through Land Trust ownership and Town easement.

The remaining waterfront is held in private ownership. Some private waterfront areas, however, are visible from public ways or otherwise accessible to the public. For example, The Lobster Shack Restaurant, located on a rocky point of land in the southeastern corner of the town, also provides dramatic water view from its picnic area, and is a popular area for tourists. Residents indicated in the telephone survey that adequate public access to the water is available. Due to the slow growth rate, no increase in waterfront access is anticipated.

Fresh water access to two points on Great Pond, including a boat launch, is available through easements owned by the Town and the Land Trust. Access to the Spurwink River can be obtained through the 150 acre Town Farm, however, boat access is much more practical just over the municipal boundary in Scarborough off Route 77.

# Private Open Space

Use of private open space, particularly trail access, has been declining as land is sold and/or developed. The town's aggressive trail building and signage program attempts to replace private trails where public access is not allowed. In addition, the Greenbelt Plan identifies areas where the Town should try to obtain public access rights over existing trails by working with willing land owners.

The Town has identified, in the Greenbelt Plan, some privately owned trails as a priority to obtain public access rights.

The Purpoodock Club operates a private, 219 acre golf course with clubhouse and restaurant located between Ocean House Rd and Spurwink Ave. The golf course has recently invested in a new irrigation system and its master planning effort reinforces the expectation that no changes in ownership are planned.

The Sprague Corporation is the town's largest land owner with over 2,100 acres or 20% of the town. Most of this acreage is undeveloped and managed as field or forest land. In 1999, the Sprague Corporation prepared a master plan that included the creation of a 62 lot subdivision that delineated the expected build-out for the next 40 years. The lots were laid out in clusters and the majority of land area will remain open space. Except for the Great Pond trail easement, there are no deeded public access rights on Sprague Corporation land. The Sprague Corporation does allow limited public access to Richmond Island by permit.

**Recreation and Open Space Goals** 

# Goal 1: The amount of publicly accessible open space should be increased in order to preserve the current local standard of open space of 118 acres per 1,000 population.

A major reason residents choose to live in Cape Elizabeth is the open space and physical beauty of the community. In the last decade, the Town, in cooperation with the Cape Elizabeth Land Trust, has increased the local standard of open space from 24 acres per 1,000 population to 118 acres per 1,000 population. The Town should take steps to preserve this standard as the population slowly increases and to increase the standard as resources allow.

# Implementation Steps

- 48. Continue the Open Space Zoning and Open Space Impact Fee requirements for new development that require that open space be set aside.
- 49. Evaluate various funding methodologies including an assessment of the viability and feasibility of a public land bond and its effect on the tax rate to promote permanent protection of the unique land parcels in town that define the Town's rural, community character.
- 50. Evaluate long-term financing via bonds to purchase land or easements and consider budget set asides or other proactive methods so that the Town is prepared to purchase land or conservation easements as strategic parcels and preservation opportunities are presented to the Council.
- 51. Purchase land or conservation easements when there is an opportunity to preserve unique or significant open space, especially where it can be added to the Greenbelt Trail system.
- 52. Partner with the Cape Elizabeth Land Trust, public and private organizations, State and Federal agencies, private land owners, and other key stakeholders to preserve open space and trails permanently that define our rural, community character.
- 53. Encourage the State of Maine to acquire permanent public access to Crescent Beach beyond the expiration of the lease in 2010.
- 54. Maintain a dialogue with major landowners regarding their future plans and discuss methods for preserving significant open space for recreation.

Goal 2: The Town shall maximize the responsible use of town open space through implementation of the 2001 Greenbelt Plan, Fort Williams Master Plan, Gull Crest Master Plan and Winnick Woods Master Plan, which plans are hereby incorporated by reference.

The Town has prepared master plans to promote orderly use and limited development of the town's significant open space resources. The Greenbelt Plan attempts to pull those land parcels and many smaller parcels and easements into a cohesive trail network. As these master plans are implemented, town residents will be able to more fully enjoy the resources the town currently owns.

Implementation of the master plans has been most often restricted by lack of funding. In some cases, the town has been able to supplement existing funds with grants and donations. In other cases, significant volunteer efforts have significantly reduced costs. In the future, this type of multifaceted approach will be needed to implement the master plans.

# Implementation Steps

- 55. Promote volunteer efforts such as Cape Trails Day and student trail events to construct and maintain trails.
- 56. Continue to fund the purchase of materials to construct boardwalks and bridges, especially as a match when volunteer labor is available.
- 57. Continue to seek grant funding and partnerships with like-minded groups to implement the above master plans.
- 58. Review the master plans overseen by the Conservation Commission and the Fort Williams Advisory Commission every 7 years, to insure that the plans are being implemented appropriately.
- 59. Hold a public forum with trail users to develop a policy regarding conflicts between trail users.

# Goal 3: The Town shall support the high level of resident participation in Community Services Programs and the high quality of the town's recreational facilities.

Like most municipal departments, Community Services is highly rated in the telephone survey. In addition to programming within the Community Center, Community Services manages the community pool and scheduling of athletic fields. While no large expansion in facilities is anticipated as the program evolves

with population changes, in the long term some facility expansion and adjustment may needed.

# <u>Implementation Steps</u>

60. Explore the need for additional athletic fields, gym activity space, and outdoor lighting for recreation areas.