

NEW GLOUCESTER COMPREHENSIVE PLAN

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TOWN OF NEW GLOUCESTER

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INTRODUCTION

The impetus for preparation of this document was the State Growth Management Law, which recognized New Gloucester as one of the fastest growing communities in Maine and required that a revised Comprehensive Plan, consistent with new State goals be submitted for state review by 1/1/91.

The Town had just passed a new zoning ordinance and subdivision regulations that were light years ahead of previous documents in terms of establishing and/or strengthening protection of natural resources, and creating reasonable standards for new development in the community. The Planning Board was just getting familiar with the regulations, and zoning ordinance committee was taking a much deserved rest, when the offer of grant assistance for preparation of the new document was offered to the Town, and the 1990 comprehensive planning process was born!

In order to be representative of community interests, a comprehensive planning process depends on participation from the community. In that vein, the planning process began with the appointment of a 17 member committee by the Selectmen. The committee was appointed with the idea of bringing together a selection of people that represented many interest groups, incomes, occupations and beliefs. A core group of dedicated volunteers met monthly for a two year period. All members were kept on the mailing list during the process.

The committee involved the public in the preparation of the document by sending a survey to every property owner in the Town, by holding several introductory workshops, by gathering all Town volunteers together for a brainstorming session, by hosting an interlocal meeting of area towns and by arranging for newspaper coverage of their efforts in the New Gloucester News. Many other people besides appointed Committee members were active in the process for short term specific projects. In addition, each regular committee member has spoken about the plan one on one, with friends and neighbors.

While the preparation of a new comprehensive plan seemed like backtracking at first, a lot was learned and accomplished during the process. First, a citizen survey revealed that preservation of rural character and control of rising property taxes were the top two issues of concern to the community. Second, it was soon discovered that the Town's regulations were not working as well as expected to promote previously identified community goals. Third, a lot of up to date, technical information about the Town and its resources, ranging from fiscal health to natural resources was compiled and analyzed. A series of useful maps was prepared. Fourth, the planning committee developed a set of goals and policies to document a vision of the future. Lastly, a series of action steps were developed to translate the ideas expressed in the Plan into reality during the next five years.

Taken together, the above steps constitute New Gloucester's future action plan. The Plan establishes a framework for future decision making in the Town. It is an expression of the town's values, and a description of how the community hopes to grow and change in the future.

This Draft Comprehensive Plan for the Town of New Gloucester is being submitted for review to the Office of Comprehensive Planning. Review comments from the State are expected in March of 1991. Several public hearings on the content of the Plan will be held in New Gloucester between January and May to receive citizen comments. After revisions based on both community comments and State comments, the Plan will be presented to the voters for adoption at the June, 1991 annual Town Meeting. Revisions to Town ordinances and other implementation methods will be developed during the year following adoption of the Plan.

Funding for this project was provided by the State of Maine, Department of Economic and Community Development, Office of Comprehensive Planning and matched in part by the Town of New Gloucester. The plan was developed under the rules and regulations contained in the Comprehensive Planning and Land Use Regulation Act of 1988 (Title 30 M.R.S.A. Section 4960).

The Greater Portland Council of Governments has served as consultants to the Comprehensive Plan Committee throughout the two year planning process. Kathleen Leyden, Senior Planner and Matthew Eddy, Director of Planning provided staff assistance to the committee.

EXECUTIVE SUMMARY

Public Opinion Survey

- Feelings have changed little since the 1982 plan, with rural character remaining important; the respondents defined issues that were essential to the maintenance of New Gloucester's town character as the maintenance of good water quality, the protection of the natural environment, a reasonable tax rate, and quality school systems.
- The majority called for further protection of woodland trail systems and open space preservation.
- Lack of a town police department was still a concern among respondents.
- Use of tax dollars in recreation and school facilities was noted as improving over the past four years.
- There is a significant concern that availability of affordable housing is declining.
- A continuing paradox in opinion is that the environment remains the number one concern, but reducing the burden of property taxes is the number two concern.
- Concern for the environment, from the 1982 survey to the 1989 survey has only grown in magnitude.
- The community is split over the need for new industry, many favoring light industry, some none at all. Its location should be heavily controlled.
- There was strong support for senior citizen housing and less support for condominiums or apartments.
- Manufactured housing should be permitted everywhere, although a majority favored confining the use of mobile homes to specific areas; this included mobile home parks.

Population Characteristics

- New Gloucester has been heavily impacted by growth in the Portland and Lewiston-Auburn urban centers.
- This growth has also had an impact on local income, raising income to new levels with the entry of new "baby boom" and retirement residents into the community.
- Population has grown from 2,811 in 1970 to 3,180 in 1980 (13% increase) and to 4,290 in 1990 (35% increase). Projections call for population to increase another 20% to 5,138 by 2000.
- Most of this growth has been in-migration, suggesting that the building moratorium, from a numbers standpoint, had very little effect.
- Age groups that are increasing include the 30-64 age group, requiring a variety of new services. Additionally, people in the 30-44 age bracket are prime child bearers, suggesting that new "baby boomlet" trends will cause substantial increases in the 0-9 age groups in the next five years.

Housing

- As of 1980, there were 132 seasonal houses; conversions have or may have an impact on growth pressures.
- By 1987, the New Gloucester housing stock had increased by 28%.
- During that same period, the average people per household had decreased from 3.01 to 2.88, reflecting a national trend.

- Average actual housing costs between 1982 and 1988 increased by 172%, as compared to 76% in Windham and 127% in Portland; this is consistent with concerns voiced by public opinion.
- During this same period, actual wages in Cumberland County increased by only 28%.
- Mobile homes make up 37% of the total housing stock.
- An analysis of housing concluded most housing in New Gloucester was considered to be in average condition; a building code would therefore have the primary purpose of maintaining property value and establishing a predictable housing market. In essence, the need for a code is considered important from a long term planning perspective.
- Rather than a housing code, an individual lot, site location requirement might better address the issue of location, solar access and viewscape issues; however, the process would need to be streamlined and remain inexpensive to the average citizen.

Economy

- With the exception of the Pineland Center, employment in New Gloucester (jobs available in the Town) is dominated by the construction industry (37%). Services employment follows at 17%.
- Between 1980 and 1987, total employment increased 83%, from 191 jobs in 1980 to 349 jobs in 1987. The Pineland Center accounts for another 684 employees working in New Gloucester.
- Many residents in New Gloucester commute out of town for work; this pattern is unlikely to change in the near future.

Transportation Facilities

- The town owns 61.18 miles of road, 33.64 miles of which are dirt; 52 miles are plowed in the winter, while all are maintained year round.
- Additionally, Route 122, 231, 26, and 4 account for 19.35 miles.
- Thirty-three percent of the roads in New Gloucester are state-owned. Any further development, (driveway cuts) will cause MDOT to consider turning additional mileage over to the Town for maintenance and plowing.
- The intersections of I-95 and Bridges 0296 and 0298, have high critical rate accident factors. The stretch of roadway on Route 231 near the Universalist Church also had a high accident rate over the past two years.
- MDOT is currently in the design stages of a project on Route 26 to re-route seven dangerous curves. A modification of an earlier design has not yet been submitted to the Town for comment.
- There do exist a number of ordinances now controlling the design of parking areas and roads.
- Expenditures on roads account for 20% of the total town budget, somewhat higher than similar communities, (although the per mile cost was not calculated). Present sprawl patterns will likely add to the cost further.
- A greater focus on roads in the future should include a plan for focusing growth where there is a suitable road network. The future road pattern should take into consideration existing capacity, important historical areas and critical natural resources. The relationship between a road plan, long term road layouts and rural and growth areas should be established.
- Road layout and design is an avenue for protecting rural character (for example, providing road widths of between 18 and 24' instead of 30').

Land Use and Land Use Changes

- Between the 1986 and 1990 Comprehensive Plans, irrespective of the limitation on building permits, most development occurred in the rural areas (207 acres of a total of 376 acres).
- 22 acres of land were developed in the business zone, 20 acres of which were developed in residential use.
- Village zones remained mostly unchanged in terms of new development.
- Land use patterns continue to be influenced by a changing regional economy.
- Future strategies will require that greater emphasis be placed on directing growth to certain areas and avoiding growth in other areas; in essence, there is a need to create incentives for more growth in the village and developed areas which providing for disincentives in the rural or critical natural resource areas.
- Tax assessing methodologies remains a critical problem in that they place an increasing value on rural land and are legally mandated to reflect “highest and best use”, rather than “current use”, by the state constitution; this has forced the sale of rural land which might have otherwise been left undeveloped.
- Because of old assessing patterns (which are now being updated), the Farm and Open Space current use assessment played a very small role in land preservation.
- The establishment of the New Gloucester Land Trust is seen as a major success; working with them and expanding their role is critical to open space preservation.
- As part of a continued planning process, a consultant was hired to assess commercial land use patterns in New Gloucester, to examine appropriate infrastructure needs and potential for development, and to examine ordinance provisions to assess viability and consistency with comprehensive planning goals.
- Consistent interpretation by the Zoning Board of Appeals is critical to maintaining the integrity of the land use plan.
- Assessment of all existing policies for their success or failure is needed as part of the comprehensive planning process.

Public Facilities

- All public service areas have faced an increase in demand, although the largest increases in expenses have been made in the educational system.
- Revenues have increased since 1980 by almost 200%, while federal revenue sharing has shrunk as a proportion of that revenue from 21% to 0% in 1988; the state has done little to make up that difference.
- Not adjusting for inflation, the revenue raised per capita has increased from \$252 in 1980 to \$496 in 1988.
- These changes suggest an increasing reliance on the property tax.
- Overall town debt is well within state guidelines and represents only 3% of total valuation.
- School costs make up 61% of the total expenditures.
- The town has eliminated in-house police personnel.
- Changes in expenditures are likely to result from changes in demographics in the next five years; a plan to deal with operational cost increases should be developed.
- Changes in the citizenry may result in an increase in a variety of services demanded, as families familiar with more suburban settings request such services.
- Residential development and additional sprawl will only add to the costs of providing services.

- Population growth and complexity of the workload will change the nature and availability of volunteer work by residents, thus adding pressure to add more professional staff. While legitimate staffing concerns should be evaluated, additional ways of encouraging volunteers to participate should be examined.
- A permanent CIP committee is recommended, transitioning out of the Comprehensive Planning Process and rolled into one program aligned closely with the work of the Selectmen. The CIP committee would be concerned with a five year implementation program.
- Additional work needs to be done on the CIP, including the inventory of buildings and equipment, input from department heads and replacement cost investigation.
- Also included in any decision related to a CIP project is the need to relate that project to the impact it will have on land use development; this impact should be consistent with growth and rural development strategies.
- An action matrix of committees and responsibilities is needed.
- The town has recently approved a program to maintain cash flow and build up a permanent fund balance equal to one quarter of town expenditure liabilities.
- In terms of town service, costs, and demographic changes, it was concluded that New Gloucester is now at an important crossroads where the pressure to maintain reasonable tax rates must be balanced with an appropriate growth management/land use plan.

Recreation Facilities

- New Gloucester has limited programs, although the quality of what they have has been rated very high by public opinion; the upkeep and maintenance of such facilities is going to increase in cost, particularly as volunteer efforts decline.
- In terms of a supply and demand, there may be a need for ball fields, tennis courts and basketball courts; there exists a need for improved playgrounds and associated space and facilities. However, growing use from an increase in population may place excessive strain on existing facilities, hastening their decline.
- In terms of condition, the Memorial School ball field is considered in need of significant renovation; other facilities, in terms of condition, are judged adequate over the 5 year capital improvement planning period.
- There is a continued desire for improved nature trails, walking trails, and bike paths connected to a town wide greenbelt system.
- Both access and quality of fishing is in decline and needs to be dealt with. General public access, as well as a year round swimming facility are needs identified by the Recreation Committee and opinion survey.
- A greenbelt trail system is recommended, implementation to begin immediately. Connections and planning with adjacent towns is recommended.
- Strategies for implementing the Greenbelt include Planning Board negotiation, land trust acquisition, gaining easement use of private property as part of the system, utilizing tax acquired property, and the establishment for an associated education program.
- The trail system should also take into consideration important wildlife areas, visually important areas to the town, and a Royal River Corridor program.

Agricultural Uses

- There was a consensus that agricultural activity is defined in the broad sense and can include land presently not being farmed but well suited for such, backyard subsistence farms, and the so called “gentlemen” farms; long term protection for future generations is believed to be the main issue.
- Although there is a need for large, contiguous land area for large scale farming, part time farmers on small parcels are successful. New techniques and diversity can make smaller farms more efficient and less costly.
- Stability of agricultural land and activity is critical to rural character.
- Farming has been crucial to keeping open space available in the town.
- Only one quarter of the acreage in active agricultural use is in current use taxation; some noted that prior assessing policies provided no incentive.
- Farm, forest and open space conjures the type of rural zone the community values.
- Agricultural activity, if poorly managed, can have a detrimental impact on water quality in New Gloucester.

Water Resources

- Groundwater is the major source of water supply in New Gloucester.
- An extensive sand and gravel aquifer is located in the Town.
- There are existing water quality problems in town, most notably in the Upper Village, where the Town is supplying bottled water to two businesses and one home.
- The town’s strategy has been to avoid the need for public water and sewer facilities by allowing low densities of development.
- Radon may be a very serious problem because of geologic history in New Gloucester. A program for mapping, notification and testing should be part of the review process (in some form).
- Surface water quality is generally good, although Pineland’s discharges to the Royal River and non-point pollution of several streams are exceptions.
- Three Great Ponds and portions of 7 watersheds are located in the town.
- There are 56 mapped wetlands in the town’s jurisdiction.
- Most floodplains are currently protected under resource protection zoning.
- Water quality testing has been an ongoing priority in past years.

Historic and Cultural Resources

- There exist 199 older structures in the community, with approximately half over 100 years old.
- Two Districts and the Universalist Church are on the National Register.
- A complete survey of all older structures will be completed by the Fall of 1990.
- An active Historical Society has been the impetus for historic preservation efforts in New Gloucester beginning with a successful effort to nominate structures to the Historic Register, and a program to place identifying plaques on historic structures.
- The recommended strategy of the subcommittee included identifying those additional properties appropriate for nomination to the National Register, local legislation that protects historic structures throughout the Town, classes and educational programs on how to do renovation/preservation and why it is important, and a pamphlet identifying the general activities in New Gloucester.

Planning Background

- The most recent comprehensive plan was adopted in 1986.
- The Town has had zoning since 1976.
- A limitation on building permits and subdivision lots was in effect for two years from 1987 – 1989.
- A land use plan and land use map were adopted by Town Meeting in 1988.
- A new zoning ordinance and subdivision regulations have been in effect since 1989.

Goals and Policies

- Town goals and policies were developed in Chapter 3 for the following issues: land use, housing, environmental protection, public involvement, public facilities, economic development, open space and greenbelt, historical and archaeological preservation, transportation, and recreation. The goals and policies, in a broad sense, describe the general direction of the Town's future – a Town vision.

Implementation Strategies

- Action steps were designed for each topic listed under goals in the previous section. The action steps are meant to be specific, quantifiable activities that are to be carried out by various groups and individuals over the next five – ten years. A timeline for activities is also included in Chapter 7.

Appendices

- The appendices to this plan contain more detailed information than was appropriate for the Plan text.

CHAPTER ONE – PUBLIC PARTICIPATION

In order to be representative of community interests, a comprehensive planning process depends on participation from the community. The following section highlights and discusses the committee's major activities.

1. Workshop on Public Participation

Early on in New Gloucester's process, the planning committee held a workshop on public participation to discuss past efforts and to determine what were the most useful techniques to pursue. The following is a summary of that workshop.

Why is Citizen Involvement Important?

- The basis of government is free expression of citizen needs and wants.
- To bring fresh perspective to a venture.
- To educate the public.
- To test new concepts.
- To establish ownership of a product.
- To increase the support base for Town Meeting.
- To develop public interest before Town Meeting.
- To comply with legal mandates.
- It builds leadership, expands volunteer base and number of people who are willing to run for office.

Values and Beliefs about Public Participation

- Educating the public is hard; educating the "choir" is easy.
- It is hard to get points across at large meetings.
- Often we assume silence is positive feedback.
- Public interest groups are valuable.
- Moderators and facilitators should be neutral.
- People who come to public meetings are generally angry.
- Insufficient preparation time leads to an unproductive meeting.
- Focused small group discussion meetings work better than "hearings".
- People are often opposed to ideas, but don't suggest alternatives.
- Simple techniques work.
- When people aren't heard, there are lingering bad feelings; people are hesitant to participate again.
- The board or committee needs to listen and should not be defensive.

What Works

- Use of a newsletter or New Gloucester News.
- Arrange for consistent press coverage.
- Have plenty of preparation time for efforts.
- Have synopsis of meeting materials available.
- Focus on a specific issue.
- Have a meeting facilitator.
- One on one contact.
- Contact at stores, gathering places.

Barriers to Effective Public Participation

- Last minute efforts.
- Use of technical jargon.
- Apathy, over commitment, frustration.
- Lack of private sector support or involvement.

The group went further and identified specific groups and individuals who should somehow be brought into the process. Ideas from the workshop were used throughout the process and are reflected in the goals and strategies for citizen involvement in Chapters 3 & 7.

2. 1990 Public Opinion Survey – Contrasts with 1982 Survey

As part of the planning process, the New Gloucester Comprehensive Planning Committee conducted a public opinion survey in August and September of 1989. Almost 300 households responded out of 1200 surveys sent out, for a response rate of roughly 25%. This number of respondents is considered good for a mail survey. Complete survey results and a shorter summary of those results can be found in Appendix A. Rather than further elaborating on the survey results, we have chosen to contrast the responses of 1982 with those of 1989 in the following section.

General Land Use

In the 1982 survey, respondents were split over whether there should be a concerted effort to attract new industry or expand commercial activities. If industrial expansion were permitted, over 50% felt that its location should be controlled. In the 1989 questionnaire, over 50% continued to be against permitting industrial parks and heavy manufacturing. However, 71% of the respondents did feel that light manufacturing should be permitted, but confined to specific areas. The majority, and up to 75% in some cases, suggested that permitting commercial development was alright, again confining the uses to specific zones.

In a specific response to present commercial zoning, most 1990 respondents felt that commercial zoning along Route 100 should be expanded. A similar, but somewhat weaker (70%) response called for commercial zoning along Route 26 to be expanded.

Housing

In the 1982 survey, 85% of the respondents felt that the population was about right in New Gloucester, while just over 50% did not favor the construction of condominiums or apartments. 61% of the respondents felt that the growth rate was about right. Those favoring the construction of senior citizen housing amounted to 63% of the respondents.

1990 respondents suggested continued support for senior citizen housing, although an increasing number of the respondents called for such housing to be confined to specific areas. While the design of the questionnaires was different, there did seem to also be a decline in the opposition to condominiums and apartments; again, there was a call for controlling where those uses should be located.

Manufactured housing, not strongly addressed in the 1982 survey, was so in the 1990 survey. Respondents slightly favored permitting manufactured housing everywhere over those who felt locations should be limited. When contrasted to older “mobile homes”, the majority favored confining the use to specific areas. Finally, regarding mobile home parks, the consensus was to confine them to specific areas, with some 22% suggesting that they not be permitted at all.

Town Character

In the 1982 survey, respondents felt that there should be a concerted effort to regulate growth in a manner which would preserve New Gloucester’s general character. In 1990, respondents defined those things most important to Town character as clean water, a reasonable tax rate, the natural environment, rural character and the quality of the school systems. Maintaining clean water received the greatest response, at 87%, with the tax rate following at 79%. Given concerns over salt contamination and other water quality concerns (the 1982 survey also called for the Town to take significant action), it is unsurprising that water quality remains an issue. The tax rate issue, a concern for most of the respondents, may also be a reason why some felt that there should be some expansion in commercial or light manufacturing.

Local citizens successfully addressed one of the issues of the 1982 survey, by establishing a local land trust and having that land trust become active in a number of land preservation activities. The 1990 survey called for further activity in the development and permanent protection of a system of woodland trails and open space throughout the Town (including the use of municipal and other funds to purchase such rights or properties). Concurrently, this open space/trail system should be tied into a series of critical scenic areas identified in the survey: the Opportunity Farm, the Intervale, Lower Village, Shaker Village, and Sabbathday Lake.

Impacts of Growth

Impacts of growth were certainly a concern in New Gloucester in 1982, but there was a feeling that the growth rate was “just right”. In an examination of indicators related to growth in 1989, respondents felt that basic town services had remained the same, with the exception of police protection, which they felt declined. As has been noted, there was a concern for increasing tax rates. Yet, use of tax dollars was praised in some areas; at least 46% noted improvement in recreational facilities, while 40% noted improvements in school facilities.

Of major concern to New Gloucester residents was the issue of quality of life, as it relates to the natural and rural environment. Up to 66% of respondents noted a decline in available open space, while 50% noted a decline in the quality of the natural environment.

The greatest decline noted by 67% of the respondents was the affordability of housing. The perception of growth impact in New Gloucester set up an interesting paradox that will need to be balanced by the planning process: the natural environment was the number 1 concern, while the number 2 concern consistently was property taxes.

Town Services

In the 1982 survey, the town was fairly evenly split, 50% feeling that services were fair to good, the remaining 50% calling for improvement. The 1990 survey suggests that the town has indeed improved in a number of areas. Greater than 80% of the respondents noted that

the work of the Planning Board, Appeals Board, Town Hall, Library and Town Manager were either good or very good.

Three areas, with a common link, were identified as being good and needing improvement: road paving, street lights and road maintenance. In fact, under transportation, a number of roads were identified as needing repair, while several others noted specifically dangerous intersections. (see Appendix A). Previous discussion in this area was fairly limited and may have been the product of increased traffic volume and new residents. In either case, this opinion must be dealt with as it relates directly to the negative perception of growth and development.

Conservation/Preservation of Natural Resources

In the 1982 survey, New Gloucester residents noted a major concern with salt contamination, improper disposal of toxic substances, industrial pollution and large scale chemical spraying. In all cases, the single most important issue was the protection of brooks, streams, wetlands and ground and surface water supplies from contamination.

This emphasis on water quality and natural environment has only grown since the 1982 survey. Clean water and the natural environment were noted as the most important factors related to why respondents chose to locate in New Gloucester. In reviewing development impacts, protecting water quality was far and away the most important factor. Other natural resources and “rural character” ran close seconds. This continued emphasis should strengthen the planning committee’s commitment to new and different ways to balance growth by protecting the qualities that the community finds to be so important. It should also help the Planning Board and Board of Selectmen to act decisively in cases where water quality protection and impact on the rural character are threatened.

3. The Municipal Family Gathering

At the workshop on public involvement discussed at the beginning of this chapter, it became apparent that the Comprehensive Planning Committee had immediate access to at least 150 – 200 possible participants by contacting those people that presently serve on New Gloucester’s numerous boards and committees. A “municipal family meeting” was organized to bring this group together under the direction of the former Town Manager. A tremendous turnout for the meeting allowed the comprehensive planning committee an opportunity to present an overview of the planning process. Participants also played “The Future’s Wheel”, a game which asks players to respond to a series of municipal crisis and demographic/economic changes over time by planning a strategy. The goal of the game was for each participant to leave with an understanding of how present planning affects and influences long term opportunities.

4. Slide Show – New Gloucester Yesterday and Today

A slide show was put together to document the changing landscape of the Town to use as an introduction to public meetings. Photographs of historic structures were reproduced and contrasted with new development. At its initial viewing, the slide show induced a lot of emotion on the part of the viewers, and a general notion of pride in the community.

5. Interlocal Meeting #1 – Cluster Development

The New Gloucester Planning Committee joined with the Pownal Committee in hosting a presentation by Randall Arendt of the Center for Rural Massachusetts. Randall presented his ideas on cluster development and retention of traditional forms of development to an enthusiastic audience.

6. The Interlocal Meeting #2 – Joint Planning

New Gloucester's Comprehensive Planning Committee invited representatives from Auburn, Durham, Poland, Gray, Pownal, and North Yarmouth to participate in an interlocal meeting of planning committee representatives to discuss possible subregional planning efforts in the areas of lake watershed protection (specifically phosphorus control), greenbelt planning, transportation and aquifer protection. The light turnout suggested that it will be difficult to attract people from other towns while they are still involved in their own comprehensive planning efforts. The meeting did offer an opportunity for Gray and New Gloucester representatives to talk about their proposed joint planning efforts.

7. Participation by High School Students

The foundation of a program for involving high school students in ongoing planning projects has been initiated. Staff to the committee met with the principal of Gray-New Gloucester High School and developed a list of potential projects. Follow-up is needed to carry out the program.

CHAPTER TWO – INVENTORY AND ANALYSIS

The comprehensive plan establishes the framework for decision making in a community. The foundation of this framework is a clear understanding of population characteristics, natural features and their relationship to an ever changing community. During the inventory process, the Comprehensive Plan Committee, subcommittees and short term volunteers collected, reviewed and analyzed various pieces of information related to growth, natural resources municipal services and other factors critical to the sound management of growth in the Town. In this chapter we will examine many of the characteristics that combine to define what we might term the “community character” of New Gloucester. Keep in mind while reading that each issue represents a constraint opportunity with respect to the Town’s future growth.

1. Location

The Town of New Gloucester is located on the northern boundary of Cumberland County and is a large town with a total area of 48.6 square miles, which includes a beautiful village area and many acres of farmland and forest. The town borders Durham, Pownal, North Yarmouth, Gray, Raymond, Poland, and the City of Auburn. The Lower Village is approximately 25 miles north of Portland and 11.5 miles south of the Lewiston-Auburn area.

The main lines of transport are along U.S. Route 202 (Maine Route 100) and Maine Route 26, which runs in a north-south direction through the town. The Maine Turnpike passes through the town, with exits nearby on Route 100 in Gray and Auburn. Two railroad lines also run through town. They are maintained by the Maine Central and Canadian National Railroads.

2. Town History

Settled in the 1740’s by men from Gloucester, Massachusetts, who saw the promise of its fertile intervale and wooded hills, New Gloucester was soon completely abandoned in the face of hostile Indian action. Settlers returned in the 1750’s and obtained the town’s incorporation in 1774, only to be pitched into the turmoil of Revolution. With peace and a new national Constitution, the town achieved sudden prominence as a court seat for western Cumberland County and as a supply and transportation center for lumbering and farming in the surrounding region. Mills, shops, and inns were numerous. Great homes were built, and huge farms were laid out and worked as the town prospered. Active schools, three churches, and the Shaker community brought a spiritual dimension to the town.

After 1850, New Gloucester lost its prominence. The action shifted to the cities, to the great plains of the west, to the wilderness of northern Maine, as an expanding railroad network made possible the development and marketing of resources on a national scale not previously possible. In the present century, New Gloucester became a placid and still prosperous farming community, serene in relative isolation as the major roads of the automobile age passed its centers by.

New products, methods, and markets have now thinned the ranks and tightened the belts of the town’s farmers. Manufacturing and crafts are returning as profitable activities, and logging is again feasible on newly matured stands of timber. Commuters make their homes in New Gloucester, and nearby cities are growing steadily toward town. The ultimate

challenge to today's residents is to preserve and maintain the Town's rural characteristics in the face of this change.

A more detailed history of the town, prepared by the New Gloucester Historical Society, is attached to this plan as Appendix B.

3. Regional and National Trends in Population

Anticipating population growth is an integral part of planning for the future. Such projections of future population depend on a solid understanding of historical growth trends in the Town of New Gloucester, the region and the nation.

The most significant national trend which must be analyzed is what's known as the "baby boom". The baby boom refers to those people who were born in the post World War II era of economic prosperity. In general, people born between 1946 and 1964 are considered "baby boomers". The boom refers to the jump in the number of children that were born during these years compared to years immediately before and after. If numbers of births are plotted for the 1940 and 1989 periods, the baby boom period would clearly stand out.

The period between 1965 and 1976 is known as the "baby bust" since the actual number of children born in each year dropped significantly compared to that of the baby boom period. This trough in the birth rate has occurred due to the lifestyle decisions of the baby boomers. These people remained single and delayed child birth longer than previous generations. Because of this delay in having children, a new "baby boomlet" has occurred. Sometimes referred to as the "echo effect" of the baby boom, the number of births picked up considerably beginning in 1977. While not quite as strong in number as the baby boom, the boomlet is just now reaching the elementary schools of communities across the country.

Maine is typical in that the combined effect of the baby bust and boomlet is that overall school enrollments may be decreasing; however, the elementary schools are beginning to swell with students. The baby bust will soon be through the school system (1994 for the last of the group). The baby boomlet may force expansions of all types of schools as they age and move through the school system.

Such waves of population in the United States are extremely important, since overall, the U.S. is not growing very rapidly. Total numbers of people do not change drastically, rather the age structure is the most dominant trend in U.S. population study. This factor is also important to understand at the local level. Whenever an area experiences rapid population growth, the growth is primarily due to families moving into an area as opposed to children being born. The primary driver of local population growth is economic opportunity. When a region experiences economic expansion, population growth generally follows. Economic expansion has certainly been a factor in the growth of Southern Maine communities since total employment has increased very rapidly during the mid 1980's.

Another factor which has influenced growth in New Gloucester is the immigration of people from surrounding communities where land and housing costs are higher. The high percentage of housing starts that were manufactured units is evidence of that trend.

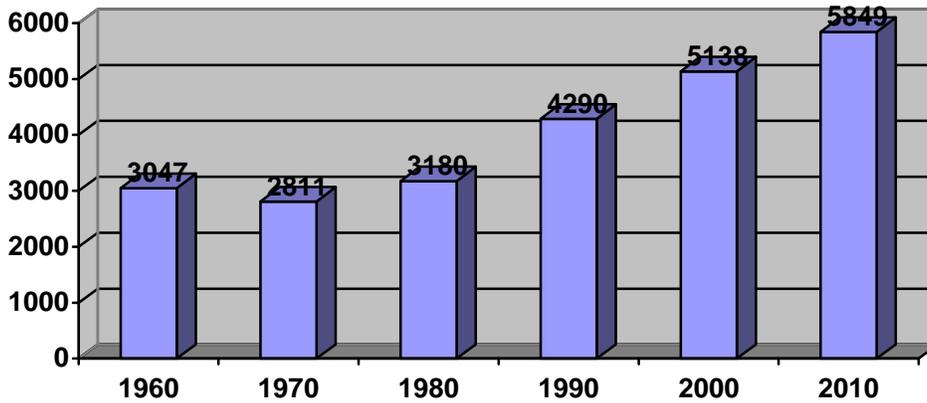
4. Local Population Changes

Between 1970 and 1980, the Town of New Gloucester increased in population by 13%; between 1980 and 1988, the Town population increased by 28%. By 2000, the population of the Town is expected to reach 5,138, an additional 26% increase from 1988. Exhibit 1 on the following page displays actual population growth as documented by the U.S.

Census for 1960, 1970 and 1980, as well as projected population figures for the years 1990 through 2010. These projections were prepared by the Greater Portland Council of Governments and are based on the most recent decade's growth experience. COG's population counts for 1990 are 280 persons higher than the preliminary census figures. When these are finalized by the Federal Government in April, 1991, revised projections will be made available by COG.

Exhibit 1

**TOTAL POPULATION
NEW GLOUCESTER
1960 – 2010**

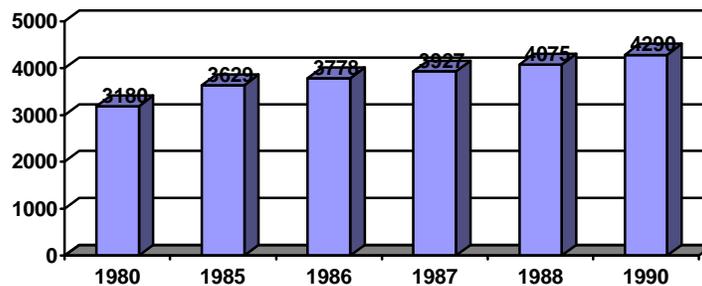


Source: US Census, GPCOG

To derive these projections of population, growth in the 1980's was examined. Between 1980 and 1988, COG estimates that population increased by 32%. The peak years of growth during this period occurred in the 1985 to 1987 period. The growth rate during these two years was nearly 5% for each year. During the 1980 to 1985 period, annual growth rates were around 3%. Exhibit 2 below displays the estimated population growth for the 1980 to 1990 period.

Exhibit 2

**TOTAL POPULATION
NEW GLOUCESTER
1980 - 1990**

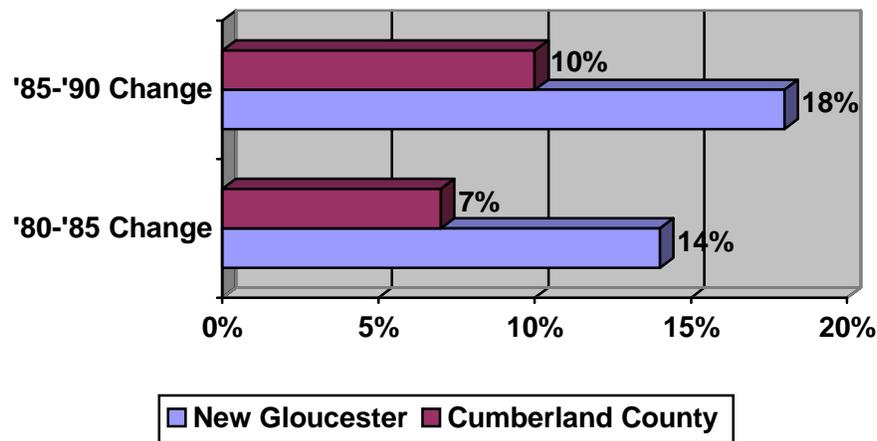


Source: US Census, GPCOG

The primary cause of growth during this decade is in-migration – new residents moving into the community. Most communities in Cumberland County have experienced a similar growth pattern during this time; however, New Gloucester was one of the fastest growing communities during the 1985 to 1987 period. New Gloucester’s proportion of Cumberland County’s population is increasing since New Gloucester has increased at a faster rate than the County during the 80’s and is expected to continue to increase faster through year 1997. In 1980, New Gloucester accounted for 1.5% of Cumberland County’s population; in 1987, New Gloucester accounted for 1.6% of the County population; and by the year 2000, New Gloucester will account for 2.0% of the population in Cumberland County. Exhibit 3 below displays New Gloucester’s population growth compared to Cumberland County’s population growth for the 1980’s period.

Exhibit 3

Population Growth in Cumberland County and New Gloucester



Certainly, New Gloucester’s locational advantages are a significant factor in the new population growth. New Gloucester is strategically placed in comfortable commuting distance from both the Portland and Lewiston/Auburn urban centers. New Gloucester can draw upon both urban centers for residents.

Exhibits 4 and 5 on the following page display more detailed population projections for the Town of New Gloucester and Cumberland County. Population has been broken up into five-year age groupings so that we can examine the age structure of the expected population. This dissection of the age structure illustrates some of the national trends discussed above. Specifically, in 1988, New Gloucester clearly sees the impact of the “baby boomlet” in the 0 to 4 age groups. This age group increased 40% over 1980 levels. The 10 to 14 age group shows the effect of the “baby bust” in New Gloucester. This group decreased by 109 people while the population as a whole increased by 28%. In 1980, the 10-14 age group accounted for 11.3% of the total population; by 1988, this group accounted for only 6.2% of the population. At the other end of the age structure, the

elderly are also increasing in numbers (7.6% of the population in 1980 to an anticipated 9.0% in 2000). The first of the baby boomers will begin to hit retirement by 2011; therefore, we can expect an ever increasing percentage of the population to fall into the over 65 age brackets. This will augment the existing nationwide trend of a growing elderly population caused by longer life spans.

Exhibit 4

NEW GLOUCESTER POPULATION ESTIMATES & PROJECTIONS 1980 – 2010

COHORT	TOTAL POP. 1980	TOTAL POP. 1988	TOTAL POP. 1990	TOTAL POP. 1995	TOTAL POP. 2000	TOTAL POP. 2005	TOTAL POP. 2010
0 – 4	226	318	315	311	309	313	321
5 – 9	239	278	298	323	318	322	313
10 – 14	360	251	266	306	330	331	322
15 – 19	282	303	284	270	310	338	331
20 – 24	249	380	361	307	293	353	340
25 – 29	308	359	386	396	341	358	356
30 – 34	299	397	406	432	442	428	363
35 – 39	230	416	427	441	465	506	430
40 – 44	178	372	408	460	473	528	507
45 – 49	169	261	308	417	469	492	526
50 – 54	147	199	225	306	410	468	474
55 – 59	109	169	180	220	298	401	449
60 – 64	142	132	146	175	213	290	385
65 – 69	102	108	115	142	170	208	279
70 – 74	61	105	103	102	125	152	181
75+	79	27	62	130	172	219	272
Total	3180	4075	4290	4738	5138	5707	5849

Exhibit 5

CUMBERLAND COUNTY POPULATION ESTIMATES & PROJECTIONS 1980 – 2010

COHORT	TOTAL POP. 1980	TOTAL POP. 1988	TOTAL POP. 1990	TOTAL POP. 1995	TOTAL POP. 2000	TOTAL POP. 2005	TOTAL POP. 2010
0 – 4	13,818	18,281	18,193	17,608	16,849	16,272	16,990
5 – 9	14,876	17,213	17,740	18,354	17,809	17,329	16,546
10 – 14	17,331	14,760	15,842	17,901	18,554	18,288	17,601
15 – 19	20,024	16,307	15,743	15,944	18,028	18,865	18,462
20 – 24	19,752	20,025	18,872	16,295	16,628	19,629	19,774
25 – 29	19,280	22,787	22,189	19,717	17,349	19,068	21,024
30 – 34	16,998	23,519	23,909	23,312	21,116	20,607	20,940
35 – 39	13,074	21,823	22,989	24,722	24,326	23,525	21,984
40 – 44	10,817	18,552	20,344	23,734	25,654	26,647	24,817
45 – 49	10,012	13,636	15,629	20,499	23,932	26,300	26,939
50 – 54	11,338	11,095	12,061	15,252	19,982	23,651	25,649
55 – 59	10,958	10,510	10,644	11,705	14,796	19,524	22,912
60 – 64	10,013	10,589	10,426	10,285	11,316	14,379	18,851
65 – 69	8,720	9,381	9,545	10,080	9,955	11,037	13,911
70 – 74	7,208	7,762	8,017	8,431	8,897	8,869	9,744
75+	11,570	11,190	12,342	15,002	17,043	18,730	19,756
TOTAL	215,789	247,429	254,487	268,842	282,236	302,721	315,900

The adult years, between 20 and 64, show some large increases due to two factors already discussed: the baby boom and in-migration. The baby boomers are and will continue to be the dominant influence in these cohorts until 2011. In-migration is a significant factor in the young adult years due to the characteristics of those who tend to move. Young adults are the most likely age group to move from town to town.

One last aspect of population which is particularly important in Maine towns is seasonal residents. Just over 12% of New Gloucester's total housing units were seasonal according to the 1980 Census. If all of the 132 seasonal units were occupied, New Gloucester would increase its population during the summer by 400 people. No current update on these seasonal housing units is available. Tracking of conversions of seasonal housing units to year-round housing units is difficult. The trend in many towns within Cumberland County has been that many seasonal units are being converted to year-round housing to satisfy the recent demand for housing, particularly moderately priced housing.

5. Housing

Housing is another critical aspect of planning in a community. The trend in conversions is a symptom of some larger issues concerning the overall demand for housing during the 1980's. In general, housing is one of the primary indicators of population growth in an area. However, because of changes in the characteristics of the existing population such as smaller household sizes, it is possible to have demand for new housing without population growth.

This demand for housing is created by several forces. First, as discussed above, the largest segment of the baby boomers has reached the young adult stage where they are moving away from home and beginning their own households. This is the predominant force in the nationwide housing boom during the 1980's. As the baby boomers began to move away from home, the average household sizes decreased. The same number of people now required more housing units. This trend was exacerbated by a few other characteristics of the baby boomers: baby boomers delayed marriage and child birth longer than the previous generation. The elderly also added to the demand for housing as older adults began retaining their individual homes longer than previous decades. The combination of all these factors resulted in a demand for housing even if population remained unchanged. In New Gloucester, the combination of both demand for new housing due to life style preferences of the baby boomers and the immigration resulted in increase in the housing stock.

The housing unit data in Exhibit 6 on the following page was obtained through building permit information reported by the code enforcement officer to the State. If these building permits are added to the existing housing stock as of 1980, the Town of New Gloucester had a total of 1,378 year-round units as of the end of 1989. (Units permitted in 1980 are discounted by 25% to account for those units which were completed by the time the Census was completed in April, 1980). In 1980 the Town's total number of year-round housing units was 945. By 1989, the year round housing stock had increased by almost 46%. Exhibit 6 also shows the peak growth period of 1985-87 and the subsequent effect of the building permit limitation.

Exhibit 6

NEW HOUSING UNITS BY TYPE				
TOWN OF NEW GLOUCESTER				
1980 - 1989				
	SINGLE FAMILY	MULTI-FAMILY	TOTAL	SINGLE FAMILY % OF TOTAL
1980	18	0	18	100.00%
1981	28	0	28	100.00%
1982	28	0	28	100.00%
1983	41	0	41	100.00%
1984	52	4	56	92.86%
1985	53	6	59	89.83%
1986	66	4	70	94.29%
1987	59	8	67	88.06%
1988	45	0	45	100.00%
1989	39	0	39	100.00%
TOTAL	429	22	451	95.12%
SOURCE: Municipal Profile, Update 1989, Greater Portland Council of Governments				
1980, U.S.CENSUS				

Exhibit 7 on the following page displays housing unit increases for most of the communities within Cumberland County. Compared to the rest of Cumberland County, New Gloucester had the 7th largest increase in year-round housing units between 1980 and 1990. New Gloucester's immediate neighbors have also experienced growth in housing units. Gray and Raymond grew faster than New Gloucester, while North Yarmouth and Pownal grew at slower rates.

The relationship between population and housing units is also important. In 1980, the average number of people living in an occupied housing unit was 3.01. By 1987, the average household size in New Gloucester is estimated to have been 2.88 (GPCOG). By the year 2000, COG estimates New Gloucester household size at 2.56. Again, this drop in household size is due to the lifestyle characteristics described above.

Vacancy rates for housing units in 1980 was 3.2%. This vacancy rate may have actually dropped slightly in the mid to late 80's because of the demand for housing. Approximately 84% of New Gloucester residents own their homes (1980 Census).

In Exhibit 8, on page 22, we have projected the total number of year round housing units in New Gloucester through 2000 using a COG housing projection model. Based on those projections, New Gloucester can expect a net increase of approximately 458 units in the planning period, for an average increase of almost 46 units per year. By 2000, this would suggest an overall increase in the housing stock of almost 32%, or a 3.2% increase annually. Obviously, with changes in the trend of persons per unit and total population, we can expect some deviation from this estimate.

EXHIBIT 7

**COMPARISON OF RESIDENTIAL UNIT GROWTH
IN CUMBERLAND COUNTY MUNICIPALITIES: 1980 TO 1989**

TOWN	Total Units		New Units '80-'89	% Increase '80-'89	% of County In		% of County		% MF	
	1980	1989			1980	New Units	1980	1989	1980	1989
NAPLES	719	1,207	488	67.8%	0.9%	2.8%	1.2%	4.7%	7.5%	
BRIDGTON	1,470	2,411	941	64.0%	1.8%	5.4%	2.4%	17.1%	25.1%	
HARRISON	622	998	376	60.4%	0.7%	2.1%	1.0%	8.0%	5.6%	
RAYMOND	801	1,266	465	58.0%	1.0%	2.6%	1.3%	6.5%	5.4%	
GRAY	1,564	2,317	753	48.1%	1.9%	4.3%	2.3%	9.4%	8.4%	
CASCO	814	1,169	355	43.6%	1.0%	2.0%	1.2%	5.2%	7.1%	
NEW GLOUCESTER	945	1,355	410	43.4%	1.1%	2.3%	1.3%	6.4%	6.1%	
N. YARMOUTH	607	868	261	42.9%	0.7%	1.5%	0.9%	10.2%	7.4%	
STANDISH	2,082	2,756	674	32.4%	2.5%	3.8%	2.7%	5.4%	4.8%	
SCARBOROUGH	4,056	5,351	1,295	31.9%	4.9%	7.4%	5.3%	14.0%	13.8%	
FREPORT	2,209	2,890	681	30.8%	2.7%	3.9%	2.9%	15.5%	16.8%	
CUMBERLAND	1,730	2,262	532	30.8%	2.1%	3.0%	2.3%	3.6%	3.2%	
WINDHAM	3,731	4,787	1,056	28.3%	4.5%	6.0%	4.8%	13.5%	16.4%	
YARMOUTH	2,561	3,230	669	26.1%	3.1%	3.8%	3.2%	34.0%	35.4%	
GORHAM	3,350	4,201	851	25.4%	4.0%	4.9%	4.2%	17.9%	17.0%	
SEBAGO	417	516	99	23.7%	0.5%	0.6%	0.5%	5.0%	4.1%	
BRUNSWICK	6,083	7,518	1,435	23.6%	7.3%	8.2%	7.5%	29.2%	27.6%	
POWNAI	370	446	76	20.6%	0.4%	0.4%	0.4%	3.5%	2.9%	
HARPSWELL	1,603	1,915	312	19.5%	1.9%	1.8%	1.9%	9.6%	8.0%	
CAPE ELIZABETH	2,786	3,327	541	19.4%	3.4%	3.1%	3.3%	9.4%	9.0%	
FALMOUTH	2,552	3,041	489	19.2%	3.1%	2.8%	3.0%	8.0%	9.4%	
S. PORTLAND	8,425	9,784	1,359	16.1%	10.2%	7.7%	9.7%	33.6%	37.2%	
WESTBROOK	5,631	6,303	672	11.9%	6.8%	3.8%	6.3%	39.5%	38.8%	
BALDWIN	413	459	46	11.1%	0.5%	0.3%	0.5%	3.1%	2.8%	
PORTLAND	27,440	30,149	2,709	9.9%	33.1%	15.4%	30.0%	61.5%	59.8%	
CUMBERLAND CO.	82,981	100,526	17,545	21.1%	100.0%	100.0%	100.0%	33.9%	32.1%	

Exhibit 8

Housing Projections

<u>Year</u>	<u>Population</u>	<u>Housing Units</u>
1980	3180	945
1988	4075	1333
1990	4290	1444
1995	4738	1673
2000	5138	1902

Increasing housing prices are another critical factor in Southern Maine and New Gloucester is no exception to the market pressures of the 80's. Between 1982 and 1988, average housing prices increased by 172%. (Housing value data represents the average selling price as reported by the Multiple Listing Service for Gray and New Gloucester area.) Controlled for inflation, housing values still increased by 122%. New Gloucester's increases in housing values outstripped many other areas in Cumberland County. Exhibit 9 shows actual and real (values controlled for inflation) housing values for New Gloucester, Windham and Portland.

Exhibit 9

Area Housing Values 1982 and 1988

NEW GLOUCESTER

<u>Year</u>	<u>Actual</u>	<u>Real</u>
1982	\$42,000	\$43,523
1988	\$114,350	\$96,661
% Change 82-88	172.26%	122.09%

WINDHAM

<u>Year</u>	<u>Actual</u>	<u>Real</u>
1982	\$58,000	\$60,104
1988	\$102,500	\$86,644
% Change 82-88	76.72%	44.16%

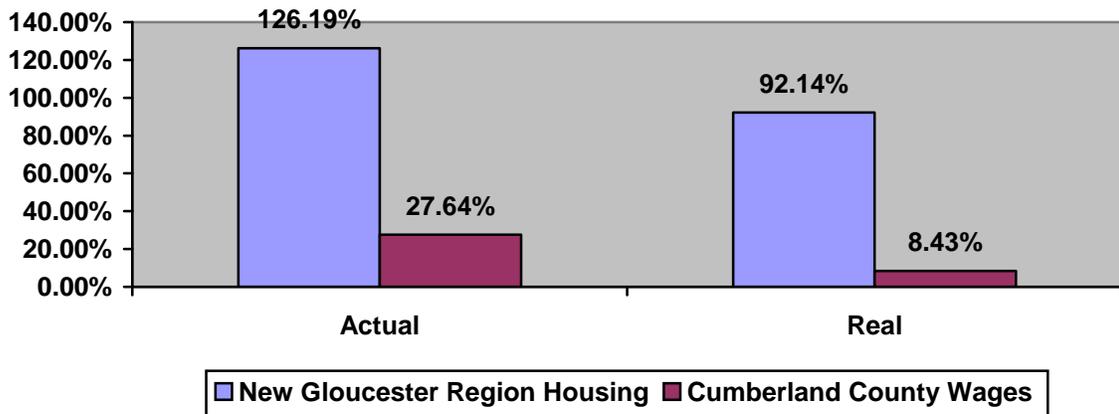
PORTLAND

<u>Year</u>	<u>Actual</u>	<u>Real</u>
1982	\$49,000	\$50,777
1988	\$111,000	\$93,829
% Change 82-88	126.53%	84.79%

Increasing home prices would be less of a concern if there were corresponding increases in wealth or income of local residents. However, this is not necessarily the case in Southern Maine and New Gloucester. While town-specific data on income is difficult to obtain, there are some indicators of wages and salaries which can be compared to the housing prices. Exhibit 10 compares the average increase in annual Cumberland County wages for the period of 1982 and 1987. Housing price increases are way above wage increases.

Exhibit 10

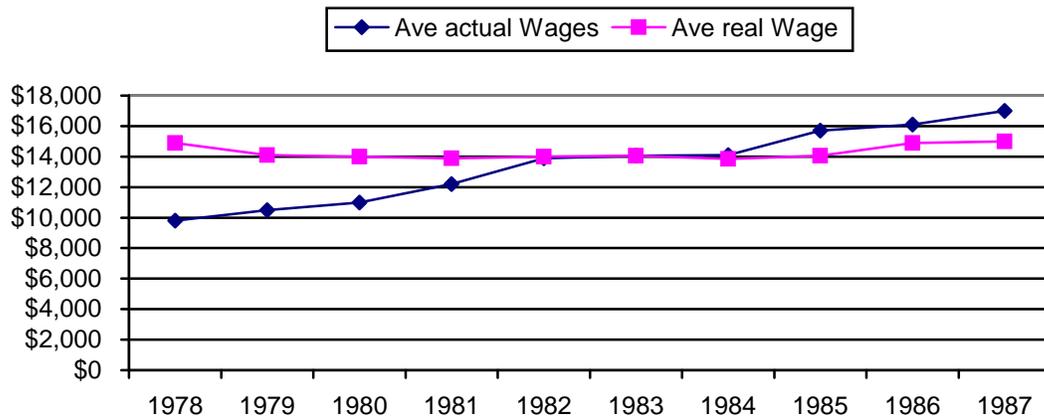
Percentage Change of Real and Actual Home Values & Wages
1982 – 1987



In fact, if average wages are examined over the longer period of 1978 to 1987, real wages (controlled for inflation) have remained virtually the same as illustrated in Exhibit 11.

EXHIBIT 11

Maine Actual vs Real Wages 1978-1987



Another indicator of changes in housing stock and their relationship with income and age groups is the condition of housing. The present condition of housing units in New Gloucester (in terms of excellent, good, fair, and poor condition) was taken from The Town Assessor’s records for the year 1990. The 735 structures examined included commercial buildings, mobile homes, single family and multiple family dwellings and seasonal camps. These findings, which represent approximately 75% of the housing stock, are reported in Exhibit 12 below.

Exhibit 12

New Gloucester Housing Conditions – 1990

<u>Condition</u>	<u>Commercial</u>	<u>Mobile</u>	<u>Single</u>	<u>Multi</u>	<u>Camps</u>	<u>Total</u>
<u>Excellent</u>	0	0	.38%	0	0	.27%
<u>Good</u>	11%	8%	14%	0	0	12%
<u>Average</u>	89%	79%	75%	82%	82%	75%
<u>Fair</u>	0	11%	9%	18%	18%	10%
<u>Poor</u>	0	2%	2%	0	0	2%

The purpose for conducting this study was to not only assess housing condition, but also to test the committee’s belief that housing conditions and incomes were more depressed than the generalized statistics were reporting. As the exhibit suggests, however, the condition of the majority of the housing in New Gloucester was average, or adequate for living purposes. In general, this was consistent throughout the results, although there should be some concern that multiple family housing had a somewhat larger percentage of housing rated as being in fair condition than other categories (discounting the importance of camps under this criteria).

6. Affordable Housing

The growth management law requires that communities effectively address the issue of providing/locating affordable housing within their jurisdictions. The law states that municipalities should seek to achieve a level of 10% of new residential development that meets the definition of affordable housing. “Affordable”, according to the growth management law, means that housing shall be provided for very low income, low income and moderate income households. A housing unit is affordable to a particular household if the monthly shelter costs associated with the unit do not exceed a reasonable percentage of the household’s monthly income (no more than 30% of monthly income for renters or more than 28% of monthly income for home owners). The Office of Comprehensive Planning has established criteria for affordable housing in New Gloucester. Exhibit 13 on the following page was developed using this criteria and statistical information for the non-MSA Greater Portland area. The established median annual family income for this area is \$32,600.

Exhibit 13

Affordable Housing Criteria New Gloucester – 1990

Category	Annual Income Range	% of Households	Affordable Monthly Rent	Affordable Selling Price
Very Low Income	up to \$16,000	28%	up to \$310	up to \$28,800
Low Income	\$16,300 to \$26,080	20%	up to \$570	up to \$52,600
Moderate Income	\$26,080 to \$48,900	33%	up to \$1,010	up to \$102,800

Source: Interpreted from data supplied by the State of Maine, Office of Comprehensive Planning, 1990.

New Gloucester has aggressively dealt with the issue of affordable housing. Present land use ordinances include specific density bonuses for elderly housing and for affordable housing that meets low and very low income criteria. Cluster housing provisions also result in lower construction costs because of shorter roads, road frontages, smaller lots, and flexible standards for setbacks and required yards. There are also provisions in the current zoning ordinance for accessory apartments. In 1989, the Town enacted a mobile home park ordinance which devotes a considerably larger amount of land for additional mobile home parks than is required by projections. According to the Town, about 34% of the housing units in New Gloucester are mobile homes. The question that must be examined in the future is whether present strategies will continue to enable the Town to meet future goals for housing affordability.

To put the state guidelines into perspective, consider that if we are to attain the suggested amount of affordable housing (10% of new development) in the planning period, New Gloucester would need to add approximately 48 affordable units to the housing stock in the ten year period. Further, if we are to assume that rental stock continued to make up 16% of the housing stock, then it may be reasonable to assume that 8 of those units should be rental. On further examination, the 1989 average selling price of a house in New Gloucester specifically was \$140,075, nearly 40% higher than the maximum selling price that would be available to those in the moderate income category in 1990.

7. The Economy

The previous discussion on income and housing will not be complete unless we analyze the sources of jobs in Cumberland County and New Gloucester. The County's economy must be examined since over 70% of the working residents of New Gloucester are employed outside the town borders. Twelve percent of the town's working residents commute to Portland and another 12% commute to Auburn. Both of these statistics are from the 1980 Census. No current updates are available. If current information were available, the Lewiston/Auburn area may begin to have a more substantial influence on the New Gloucester workforce due to recent economic promotion.

In Cumberland County, the largest source of jobs is in the services category (as classified by the Standard Industrial Classification Code of Department of Commerce). This group includes a wide range of employers from law firms to business services (typing services, etc.) to gas stations. The next largest employer is the retail trade sector. This sector is understandably large in Cumberland County since it is the home of the Maine Mall, the outlet centers in Freeport and the Windham Mall. These two industrial groups also accounted for some of the largest increases in employment between 1980 and 1987.

Unlike all other industrial groups, manufacturing employment decreased between 1980 and 1987. Again, this decrease in manufacturing employment reflects a nationwide trend. The decreasing manufacturing base is obviously a concern to economists. Historically, manufacturing jobs have provided the highest wages and the most progressive worker benefits of all industrial classifications. With the decreasing availability of such jobs and the increasing availability of service and retail jobs, workers may be taking on more than one job to earn the same wages as the old style manufacturing worker. The other trend is that there are more workers per household in the labor force. The increasing participation of women in the workforce has resulted from both personal choice and necessity. Many women are choosing work because of relatively greater choices in employment; while others are working due to the need to have two incomes to meet basic living expenses.

The increased participation by women in the workforce has temporarily offset the decreasing availability of young workers resulting from the baby bust. However, in Southern Maine, it was clear up until the recent recession that we were reaching a saturation point due to the record low unemployment rates. Unemployment rates in the Portland area were consistently under the 2% mark over the last two years. It is too soon to predict the overall effects of the recent economic downturn.

In New Gloucester, 37% of all jobs are in the construction category. The service category is the next largest industry group with 17% of the total employment. Construction employment more than doubled in New Gloucester between 1980 and 1987. Total employment in New Gloucester accounts for approximately .3% of all Cumberland County employment. Exhibits 14 and 15 compare the distribution of employment in New Gloucester and Cumberland County.

Exhibit 14

Cumberland County Distribution of Employment - 1988

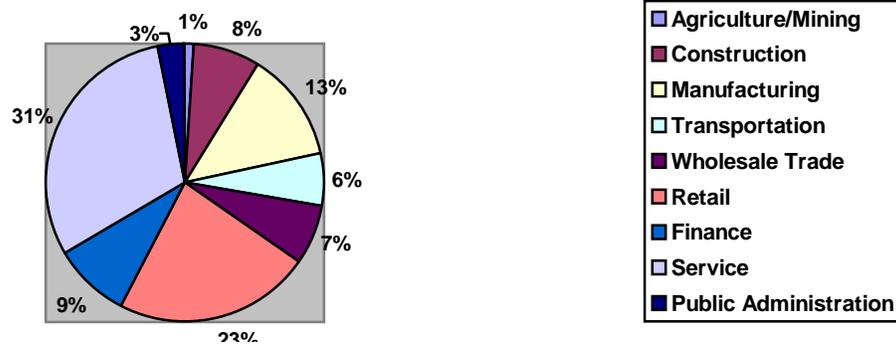
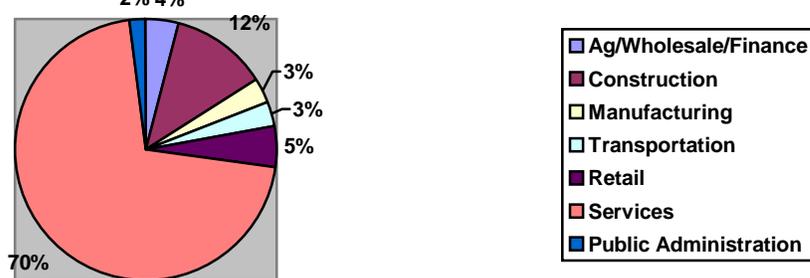


Exhibit 15

New Gloucester Distribution of Employment-1988



In just two years (between 1985 and 1987), the Town of New Gloucester increased its total employment by 27% (75 jobs). Exhibits 16 and 17 compare employment growth in Cumberland County and New Gloucester.

Exhibit 16

'80-'88 Employment Growth in Cumberland County

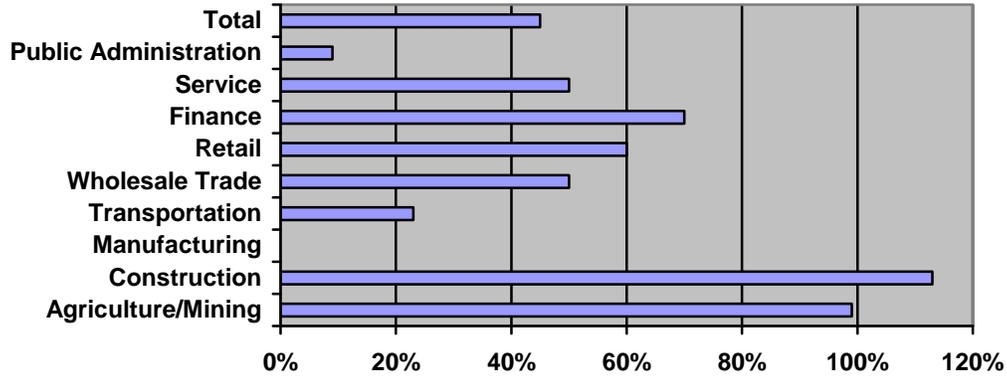
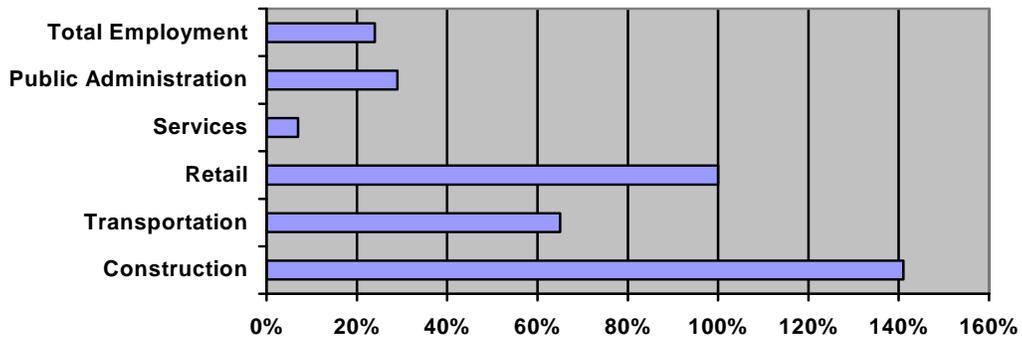


Exhibit 17

'80-'88 Employment Growth in New Gloucester



Small businesses are spread throughout the Town. Pockets of commerce around the Lower Village and Sabbathday Lake provide small business centers. The Upper Village has the majority of businesses, including restaurants, light manufacturing facilities, vehicle sales establishments, truck terminals and grocery stores. See the Land Use section in this chapter for a further discussion of commercial and industrial land use development.

8. Transportation Facilities and Services

New Gloucester is almost halfway between the center of Portland and Lewiston on Route 202, (Maine Route 100). The Town contains four of Cumberland County's major roadways. The first is Route 26 which services Portland, Falmouth, Cumberland, and Gray, before entering into New Gloucester. It spans through the western side of New Gloucester near Sabbathday Lake and continues into Poland Spring and on to Maine's western mountains. Route 26 is a favorite route of Canadian vacationers making their way to and from the Maine coast. The second major roadway is Route 4. Route 4 dissects New Gloucester and is an important link between Gray and Auburn. The third roadway is Route 231 which comes in from Yarmouth and makes its way through Foggs Corner and New Gloucester Station. The last major roadway is The Maine Turnpike which runs northerly from Gray into New Gloucester. The Turnpike runs parallel to Route 4 and provides very easy access to most of New Gloucester via Exits in Gray and Auburn.

Town Transportation Facilities and Services

Two sets of records concerning road classifications exist for New Gloucester. One record was prepared by the State of Maine and the other by the Town staff. A few discrepancies were observed in the comparison, but that was probably due to the fact that the classification for constructed roadway was inconsistent in both accounts. However, by using New Gloucester's record it is easier to see the breakdown of mileage and what is maintained by the Town.

The Town of New Gloucester owns 56 road segments, covering 61.18 miles of road. Of this mileage, 33.64 miles is dirt, while the remaining 27.54 miles is paved. New Gloucester maintains these roads year round and in the winter plows just over 52 miles of road.

The Town does not maintain any municipal parking lots as such, but does maintain the Town Garage parking lot for a park and ride program. There appears to be adequate parking facilities for local businesses most of which are located in the Upper Village.

State Transportation Facilities and Services

The State owns 19.35 miles of State Highway in New Gloucester which includes Routes 122, 231, 26, and 4. Interstate 95, both North and South bound lanes, amounts to an additional 12.95 miles of road. Total State maintained mileage in the Town is 32.31 miles.

The State of Maine owns 3 of the 20 bridges within the Town of New Gloucester. These range in length from 14 feet to 105 feet. Of the roads serviced by the bridges, only one is a town road. An inventory of bridges is included in Exhibit 18 on page 29.

Accident Data

Accident counts obtained from the Maine Department of Transportation show that there is a problematic incidence of accidents on a few roadway segments within the Town. The intersections of I-95 and Bridge 0296, and I-95 and Bridge 0298, and the area near the Universalist Church on Route 231 all recorded high critical rate factors within the past two year period. This is undoubtedly due to the large volumes of traffic being serviced by these major roadways. Accident data is shown in Exhibit 19 on page 30.

Exhibit 18**New Gloucester Bridges**

Name	Over	Roadway	Length	Owner	Maintainer	Road
Woodmans	Royal River	RTE. 231	75 Feet	State	State	State
Outlet	Royal River	Town Way	14 Feet	Town	Town	Town
Cobbs	Royal River	Trapp RD	105 Feet	State	State	Town
Morse RD	Royal River	Morse RD	37 Feet	Town	Town	Town
Penney Bridge	Royal River	Penney RD	77 Feet	Town	State	Town
Tobie	Royal River	Town Way	18 Feet	Town	Town	Town
Upper Gloucester Bridge	Royal River	Town Way	30 Feet	Town	Town	State
MCRR Bridge Underpass	Cobb Road	Maine Central Railroad	30 Feet	Other	Other	Other
Penney RD /MCRR	MCRR	Penney RD	42 Feet	Other	Other	Town
Mayall RD	Maine Tpke	Mayall RD	194 Feet	Other	Other	Town
Bennett	Maine Tpke	Bennett RD	194 Feet	Other	Other	Town
Chandler Mill RD	Maine Tpke	Chandler Mill RD	194 Feet	Other	Other	Town
Shaker RD	Maine Tpke	Shaker RD	204 Feet	Other	Other	Town
Royal River	Royal River	Maine Tpke	65 Feet	Other	Other	Town
Bald Hill RD NB	Bald Hill RD	Maine Tpke North Bound	104 Feet	Other	Other	Other
Foster Brook	Foster Brook	Maine Tpke	18 Feet	Other	Other	Other
Fish Hatchery	Eddy Brook	State-Facility	16 Feet	Other	Other	Other
Bald Hill Road SB	Bald Hill RD	Maine Tpke South Bound	104 Feet	Other	Other	Other
Royal River	Royal River	US 202-100-4	14 Feet	State	State	State
Overhead Bridge	CNRR	SA1	135 Feet	Other	Other	State

Exhibit 19

New Gloucester Accident Counts

Location	date	# of accidents	critical rate factor
RTE 231 and Dougherty Road	1986-1988	9	1.15
RTE 26 and RD. 821	1986-1988	10	1
RTE 26 and RD. 836	1985-1987	9	0.96
1-495N to BR. 0296	1986-1988	18	1.6
1-495N to BR. 0298	1986-1988	22	1.05

MDOT considers a high accident location as one with a critical rate factor of 1 or more, and 8 or more accidents within a three year period.

Roadway Capacity

No roads, either state or local, are experiencing capacity problems. Route 4 has the highest usage, followed by Route 26, Route 122 and Route 231, respectively. Traffic counts (annual averages of daily traffic) for state roads are included in Exhibit 20 on pages 31-33.

Future Planning

One of the key changes that may have a significant impact on New Gloucester is the proposed location of a new exit in the New Gloucester-Gray area off of the Maine Turnpike. Ease of access to a transportation network is a critical component of any commercial development decision; any new access to the turnpike will result in an increase in the interest of commercial developers to locate in the area. Thus, speculative interest in the northwestern sector of town may rise, increasing the potential for development in present business zones.

Private Transportation Facilities and Services

New Gloucester has two railroads that run through its boundaries, Maine Central Railroad and the Royal Canadian National Railroad. Both of these railroads are currently active and provide for 7 crossings in the community. Three of these crossings (two on Route 231 near New Gloucester Station and one on Cobbs Bridge Road) are well marked, at-grade crossings with road painted marks, signs, crossbucks, and lights. Four other crossings are separated grade crossings. Data concerning railroad crossings are included in Exhibit 21 on page 34.

Exhibit 20

New Gloucester Traffic Counts			
Route	Location	Length (miles)	Factored ADDT
231	TL to Road 2205	0.08	1147
	Road 2205 to Road 849	0.28	1681
	Road 849 to Morse Road	0.06	2018
	Morse Road to 3272	0.15	2018
	3272 to Road 2207	0.26	1819
	Road 2207 to 3269	0.08	1819
	3269 to .59 BK, Morse RD	0.1	1629
	Morse RD to RD 864	0.32	1437
	RD 864 to Penney RD	0.37	1247
	Penney RD to Dougherty RD	0.28	1315
	Dougherty RD to N. Pownal RD	1.18	1385
	N. Pownal RD to Woodman RD	1.28	1476
	Woodman RD to Lower Gloucester RD	1.07	1452
	Lower Gloucester RD to RD 829	0.1	1941
	RD 829 to Ester RD	0.98	2018
	Ester RD to Back RD	0.9	2140
	Back Rd to 7543	0.02	-----
	TOTAL	7.51	

Exhibit 20 (continued)

122	TL to 122 Empire RD	0.79	2187
	Empire RD to 7675	0.33	----
	TOTAL	1.12	
26	TL to Mayall RD	1.09	4189
	Mayall RD to RD 821	0.25	3792
	RD 821 to Raymond RD	0.77	3730
	Raymond RD to Brackett RD	0.11	3685
	Brackett RD to RD 2994 PW	0.27	3639
	RD 2994 PW to RD 2593 PW	0.34	3593
	RD 2593 PW to 7529	0.67	----
	N. Pownal RD to TL	2.14	191
	TOTAL	5.64	

Exhibit 20 (continued)

4	TL to Morse RD	0.33	6696
	Morse RD to RD 1495	0.16	6613
	RD 1495 to Witham RD	0.45	6513
	Witham RD to RD 829	0.29	4633
	RD 829 to Bennett RD	0.64	5366
	Bennett RD to Church RD	1.42	5612
	Church RD to RD 834	1.38	6880
	RD 834 to 7664	0.18	7033
	7664 to Peacock Hill	0.09	6880
	Peacock Hill to Old RTE 100	0.11	6834
	Old RTE 100 to Hatch RD	0.23	6386
	Hatch RD to 7548	1.32	----
	TOTAL	7.53	

Exhibit 21

Railroad Crossings in New Gloucester

LOCATION	OWNER	MARKINGS	CONDITION
Road 305	MCRR	None	Dirt Road
RTE 231/Penney Rd	RCNRR	None	Separated Grade; Asphalt Road
RTE 231	RCNRR	signs, crossbucks, lights, painted	Asphalt Road
Penney RD	MCRR	None	Separated Grade; Asphalt Road
Cobbs Bridge	RCNRR	signs, crossbucks Lights	Asphalt RD
RTE 231	MCRR	signs, crossbucks lights, painted	Asphalt RD

Public Transportation

Public Transportation in New Gloucester is provided by Regional Transportation Program Inc. This service is scheduled for Thursday of each week on an appointment only basis, and the bus stop is in front of the Town Hall. A volunteer ride service (R.I.N.G.) is sponsored by the Congregational Church.

9. Public Facilities and Services

The Town of New Gloucester provides and/or arranges for several municipal public services, including highways and bridges, street lighting, solid waste disposal, fire and rescue services, recreation, the library, assessing and tax collection, planning, code enforcement, and a variety of social services.

Town policies (including budgets and ordinances), deciding how and at what level services are to be provided, are determined by the Annual Town Meeting. A five member Board of Selectmen oversees the execution of policy by a full time Town Manager. The Town Manager is also the Town Clerk, Treasurer, Tax Collector, Road Commissioner, Welfare Administrator, and Deputy Registrar of Voters. The Manager also supervises the day to day business of the Town which is carried out by the various departments of Town government. Other administrative staff include a full time Code Enforcement Officer, who is also the Plumbing Inspector and Aide to the Planning Board; an Assistant Town Manager and Bookkeeper, a Registrar of Voters, Deputy Town Clerk, and Deputy Tax Collector, a part time Assessor, and an Office Clerk.

The Town is also served by several volunteer, elected and appointed boards and committees. These include the Board of Selectmen, Planning Board, the Zoning Board of Appeals, the Conservation Commission, the Recreation Commission, the Old High School Committee, the Budget Committee, the Comprehensive Planning Committee and others. Many of these groups meet on a regular basis in the Town Office. In addition, the Town

provides educational services through School Administrative District #15, which includes the Towns of Gray and New Gloucester.

Recommendations of the 1986 Comprehensive Plan

In 1986, the Comprehensive Plan noted that a changing and growing population base was, at that time, placing an increasing demand on staff and on the various volunteer boards. Since that plan, the Town has taken numerous actions to implement the policies and strategies presented in 1986. At the same time, New Gloucester, during this period, experienced its greatest amount of growth.

The plan called for increased efficiency in fiscal management of the town. Through the work of the Selectmen and the Town Manager, a series of fiscal policies were put in place to improve cash flow throughout the year:

- Year end operational surplus were divided up with 40% going to offset next year's taxes and 60% being used to build the undesignated fund balance up to one third of the total tax commitment;
- The town voted to go to a new fiscal year and to have two tax payments annually. This is expected to improve short term cash flow, avoiding interest expenses on borrowing
- Budgeting is now done on a gross budget format where all expenditures are approved at Town Meeting;
- 100% of funds are invested to insure maximum return on funds in the bank (interest revenue in 1990 was projected to be \$75,000, or 1 mil on the tax rate)

The Town, as part of implementing the 1986 recommendations, has moved cautiously forward in providing permanent staff to meet increasing demands. Included among those additions was a full-time code enforcement officer and the hiring of a part-time assessor (previously, these two jobs were shared by one full time person). Other administrative staff have been added as necessary. To assist in the management of the community, the Board of Selectmen has been expanded from three members to five.

The community has also embarked on the development of a Capital Improvement Program. A CIP committee has been established, background materials have been prepared and initial work is beginning on inventories of Town equipment. See Appendix C for more details on the CIP program. The overall goal of the CIP program is to relate the provision of capital improvements to future land use plans so as to provide predictability regarding where and at what levels community improvements should be provided.

School Administrative District #15

In 1989, the Town of New Gloucester had an enrollment of 526 elementary school and 207 high school students (see Exhibit 22 on the following page). The high school drop out rate was 4.65%, somewhat lower than the 5.18% rate for Cumberland County and somewhat higher than the 3.76% rate for the State. Per pupil expenditures by SAD#15 for 1988-1989 came to \$3,180. This figure represents a 123.8% increase in expenditure per pupil since 1980-1981. Enrollment trends and enrollment projections for SAD #15, including Gray and New Gloucester are shown in Exhibits 23 on page 36 and Exhibit 24 on page 37.

SAD #15 leases administrative office space on the first floor of the old high school building from the Town of New Gloucester, which owns the building. There are five elected

members of the School Board, serving staggered 3-year terms. The total 1989 appropriation from New Gloucester for SAD#15, was \$860,776.00. That was up some \$61,000 dollars from 1988 (an increase of 7.7%). Since 1980, the budget allocated to SAD #15 has increased 130%, or some \$483,106. See Exhibits 25-27 on pages 37-40.

Exhibit 22

Education Trends – Cumberland County

Town	% of Adults College Grads	% of Adults H.S. Grads	% of Adults w/ less than H.S.	1989 SCHOOL ENROLLMENT		Drop-out Rate 1988-89	% Students to Post Sec.Sch. 1989	Per Pupil Expenditure 1988-89
				Elementary	High School			
Bridgton	15.6%	40.5%	29.7%	566	248	3.10%	59.7%	\$3,650
Cape Elizabeth	37.6%	29.8%	7.3%	1,075	474	0.62%	74.5%	\$4,619
Casco	12.5%	41.0%	32.2%	461	154	3.10%	59.7%	\$3,650
Cumberland	30.0%	31.8%	13.6%	777	395	0.94%	65.7%	\$3,405
Falmouth	27.7%	34.6%	15.3%	776	293	2.04%	77.3%	\$4,403
Freeport	18.4%	35.6%	30.0%	828	245	3.96%	48.4%	\$3,885
Gorham	20.1%	38.3%	22.8%	1,497	540	3.81%	36.2%	\$3,465
Gray	14.0%	42.1%	24.9%	747	904	4.65%	44.8%	\$3,180
Harrison	12.8%	38.1%	32.3%	337	118	5.92%	44.5%	\$3,177
Naples	10.8%	42.1%	30.4%	368	127	3.10%	59.7%	\$3,650
No. Yarmouth	21.3%	36.8%	22.4%	314	143	0.94%	65.7%	\$3,405
New Gloucester	13.7%	36.2%	36.0%	526	207	4.65%	44.8%	\$3,180
Portland	19.4%	36.7%	27.1%	5,425	2,057	10.77%	55.9%	\$4,447
Pownal	17.5%	37.6%	28.2%	196	92	3.96%	48.4%	\$3,531
Raymond	20.3%	40.9%	20.4%	423	149	4.65%	44.8%	\$3,530
Scarborough	17.9%	43.6%	20.7%	1,412	558	2.52%	64.0%	\$3,587
Sebago	14.2%	47.6%	26.5%	137	54	3.10%	59.7%	\$3,650
So. Portland	13.4%	42.9%	25.7%	2,300	1,042	6.90%	43.8%	\$4,228
Standish	15.3%	41.2%	25.4%	1,096	436	4.63%	50.6%	\$3,080
Westbrook	10.7%	42.0%	32.6%	1,848	787	5.25%	61.3%	\$4,105
Windham	13.8%	46.4%	23.9%	1,621	687	2.86%	52.5%	\$3,786
Yarmouth	30.8%	29.4%	13.3%	955	368	2.82%	68.4%	\$4,033

*1980 Census

Public Secondary School Drop-Outs for 1988-89	State Average	Cumberland Co. Average	York Co. Average
	3.76%	5.18%	3.68%
% 1989 Graduates to Post-Secondary Schools	53.56%	56.85%	50.63%
1988-89 Statewide Average Per Pupil Operating Cost is \$3,463.			

Exhibit 23

SAD 15 ENROLLMENT TRENDS

STUDENTS BY AGE COHORT:

GRADE/AGE	80-81	81-82	82-83	83-84	84-85	85-86	86-87	87-88
K (5)	114	111	119	134	139	141	173	164
1 (6)	113	113	115	121	135	133	135	157
2 (7)	125	107	116	113	105	107	141	130
3 (8)	115	122	108	117	116	118	137	144
4 (9)	133	114	121	109	121	121	108	124
SUB TOTAL	600	567	579	594	616	620	694	719
5 (10)	145	139	122	126	116	119	123	114
6 (11)	133	150	144	132	124	126	132	122
7 (12)	136	139	150	146	139	135	133	133
8 (13)	134	138	151	153	150	149	130	129
9 (14)	169	149	171	161	149	145	140	132
SUB TOTAL	717	715	738	718	678	674	658	630
10 (15)	127	142	137	125	138	128	147	132
11 (16)	129	116	150	109	113	111	139	137
12 (17)	95	117	137	128	100	100	107	134
SUB TOTAL	351	375	424	362	351	339	393	403
TOTAL	1668	1657	1741	1674	1645	1633	1745	1752

Exhibit 24

SAD #15 Enrollment Projections

GRADE (AGE) ENROLLMENT	1980-1981	1987-1988	1992-1993	1997-1998
	ENROLLMENT	ENROLLMENT	ENROLLMENT	ENROLLMENT
K (5)	114	164	180	192
1 (6)	113	157	165	175
2 (7)	125	130	154	164
3 (8)	115	144	157	167
4 (9)	133	124	150	160
SUB TOTAL	600	719	807	858
5 (10)	145	114	138	151
6 (11)	133	122	142	155
7 (12)	136	133	154	168
8 (13)	134	129	150	164
SUB TOTAL	548	498	584	637
9 (14)	169	132	162	176
10 (15)	127	132	138	146
11 (16)	129	137	133	141
12 (17)	95	134	112	119
SUB TOTAL	520	535	545	583
TOTAL	1668	1752	1937	2077
	% CHANGE	%CHANGE	%CHANGE	
%CHANGE GRADE (AGE)	80-87	87-92	92-97	87-97
K (5)	43.9%	10.0%	6.7%	16.9%
1 (6)	38.9%	4.9%	6.1%	11.5%
2 (7)	4.0%	18.8%	6.5%	26.3%
3 (8)	25.2%	9.2%	6.4%	16.1%
4 (9)	-6.8%	21.3%	6.7%	28.9%
SUB TOTAL	19.8%	12.3%	6.3%	19.3%
5 (10)	-21.4%	21.2%	9.4%	32.2%
6 (11)	-8.3%	16.4%	9.2%	26.9%
7 (12)	-2.2%	15.7%	9.1%	26.2%
8 (13)	-3.7%	16.3%	9.3%	26.8%
SUB TOTAL	-9.1%	17.3%	9.1%	27.9%
9 (14)	-21.9%	22.4%	8.6%	33.5%
10 (15)	3.9%	4.8%	5.8%	10.9%
11 (16)	6.2%	-2.7%	6.0%	3.0%
12 (17)	41.1%	-16.2%	6.3%	-11.2%
SUB TOTAL	2.9%	2.0%	7.0%	8.9%
TOTAL	5.0%	10.5%	7.3%	18.6%

Exhibit 25

PER PUPIL OPERATING COSTS

	1980-81	1982-83	1984-85	1986-87	1987-88	1988-89	% Increase 1980-1989
Bridgton (SAD #61)	\$1,467	\$1,795	\$2,160	\$3,000	\$3,328	\$3,650	148.8%
Cape Elizabeth	\$1,993	\$2,449	\$2,956	\$3,672	\$4,008	\$4,619	131.8%
Casco (SAD #61)	\$1,467	\$1,795	\$2,160	\$3,000	\$3,328	\$3,650	148.8%
Cumberland (SAD #51)	\$1,641	\$2,017	\$2,437	\$2,858	\$3,056	\$3,405	107.5%
Falmouth	\$1,961	\$2,300	\$2,659	\$3,402	\$3,838	\$4,403	124.5%
Freeport	\$1,713	\$2,108	\$2,612	\$3,396	\$3,635	\$3,885	126.8%
Gorham	\$1,344	\$1,648	\$1,955	\$2,613	\$2,990	\$3,465	157.8%
Gray (SAD #15)	\$1,421	\$1,775	\$2,195	\$2,578	\$2,890	\$3,180	123.8%
Harrison (SAD #17)	\$1,357	\$1,712	\$1,974	\$2,382	\$2,766	\$3,177	134.1%
Naples (SAD #61)	\$1,467	\$1,795	\$2,160	\$3,000	\$3,328	\$3,650	148.8%
New Gloucester (SAD #15)	\$1,421	\$1,775	\$2,195	\$2,578	\$2,890	\$3,180	123.8%
North Yarmouth (SAD #51)	\$1,641	\$2,017	\$2,437	\$2,858	\$3,056	\$3,405	107.5%
Portland	\$2,116	\$2,372	\$2,773	\$3,524	\$4,009	\$4,447	110.2%
Pownal (SAD #62)	\$1,368	\$1,669	\$2,119	\$2,564	\$2,997	\$3,531	158.1%
Raymond	\$1,674	\$2,024	\$2,284	\$2,700	\$3,133	\$3,530	110.9%
Scarborough	\$1,579	\$1,900	\$2,202	\$2,938	\$3,308	\$3,587	127.2%
Sebago (SAD#61)	\$1,467	\$1,795	\$2,160	\$3,000	\$3,328	\$3,650	148.8%
South Portland	\$1,757	\$2,085	\$2,313	\$3,205	\$3,981	\$4,228	140.6%
Standish (SAD #6)	\$1,276	\$1,556	\$1,869	\$2,381	\$2,666	\$3,080	141.4%
Westbrook	\$1,888	\$2,478	\$2,833	\$3,327	\$3,667	\$4,105	117.4%
Windham	\$1,495	\$1,816	\$2,280	\$2,828	\$3,296	\$3,786	153.2%
Yarmouth	\$1,954	\$2,501	\$2,966	\$3,359	\$3,575	\$4,033	106.4%

1988-89 Statewide Average Per Pupil Operating Cost is \$3,463.

Source: Maine Department of Educational and Cultural Services

Exhibit 26

PER PUPIL EXPENDITURES 1988-89

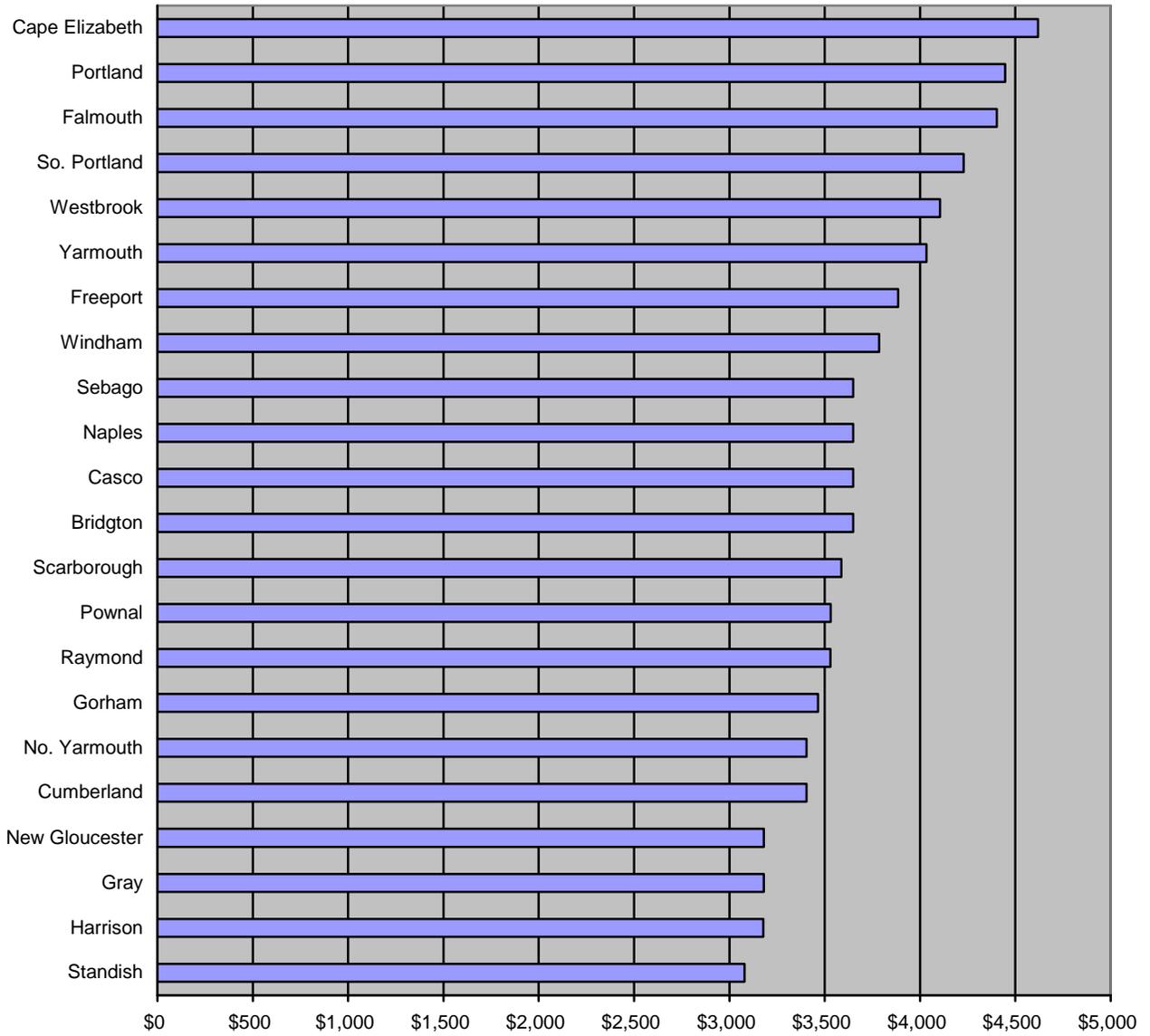
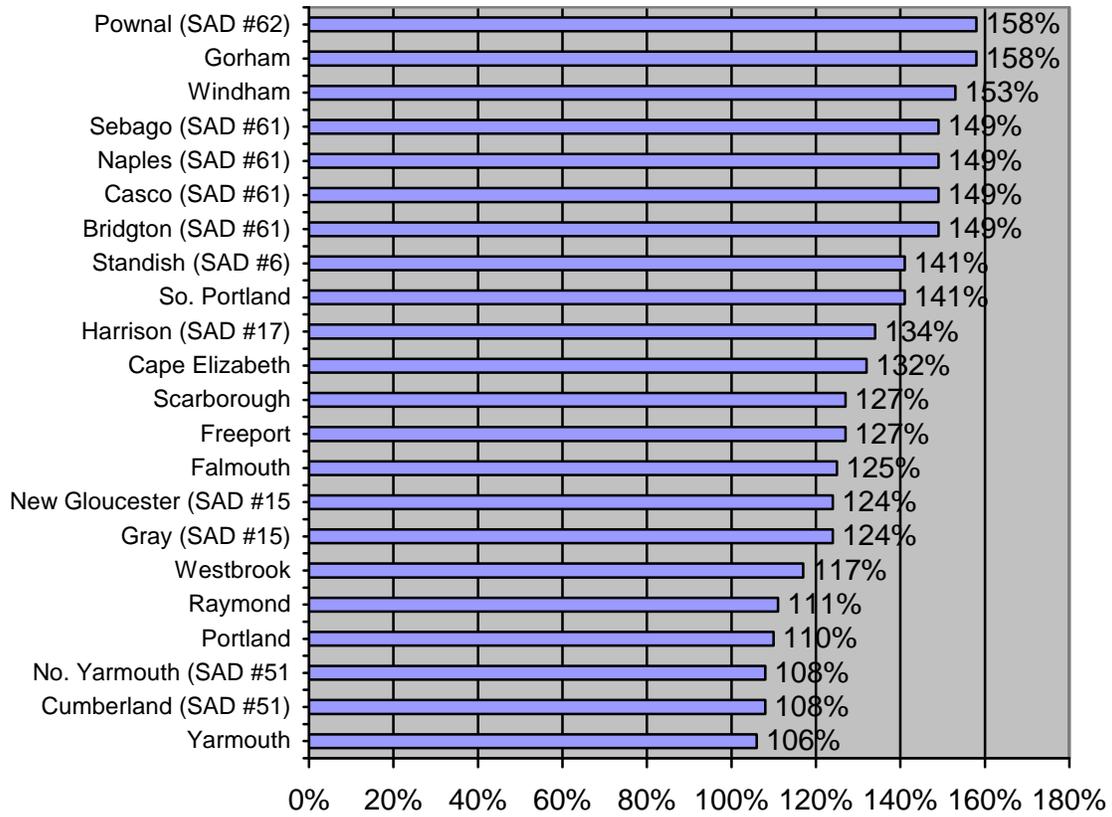


Exhibit 27

INCREASE IN PER PUPIL OPERATING COSTS – 1980-89



Solid Waste Disposal

The Town has operated a solid waste transfer station on Bald Hill Road, west of the Maine Turnpike, since 1977. The Town does not offer or contract for door to door trash pick-up. An estimated 60% of the waste stream is handled through the transfer station. The remaining 40% is removed by private contactors hired directly by individual homes and businesses. In 1990, the Town Meeting passed a new Solid Waste Ordinance which regulates the activities of private trash collectors. The Town is currently in the process of re-licensing the transfer station. The Town Manager expects re-licensing to be completed during 1991.

From the transfer station, waste is hauled to various incinerators or landfills in the region, on a space available basis, under contract with Consolidated Waste Services, Inc. This is a short term interim measure, since the Town is a member of Mid Maine Waste Action Corporation, a non-profit corporation made up of 12 member towns. MMWAC recently floated a \$38.5 million bond issue to finance rehabilitation work on the trash incinerator which it owns. Construction will begin in 1990 and the incinerator is expected to be on-line in June 1992. The Town's individual liability under the MMWAC bond issue is approximately \$2.7 million, or 7.12% of the total amount to be raised.

A recycling program staffed by volunteers (one of the first in the state to open), has been operating at the transfer station for six years. Cardboard, newspaper and glass are currently being recycled. Approximately 8-10% of the Town's waste stream is being recycled, up from 6% in 1988. Public participation in the program was estimated at 65-75% in 1988. The Town received a capital grant from the Maine Waste Management Agency in 1990 to improve the facility. Effective April 1, 1990, all Town facilities must begin mandatory recycling. The Town will continue to investigate other means of increasing the percentage of the waste stream which is recycled.

New Gloucester will participate in the regional demolition dump to be opened in Gorham in 1991-92 by Region Waste Systems, Inc. This site will receive demolition debris from the Town for the next 20 years.

The Town's old landfill, also on Bald Hill Road, was closed in the 1970's. The site is located on the bank of the Royal River. When it was closed, it was capped and clayed over in a manner not yet approved by the Maine DEP. This landfill needs to undergo closure according to current DEP rules. The Town is currently waiting for DEP to complete the revision of its Closed or Abandoned Municipal Solid Waste Landfills Priority List, which will help determine the availability of state funding assistance, before taking further steps toward closure.

The septage pumped by private haulers from New Gloucester septic tanks is received by the treatment plants of Lewiston and Portland for treatment and spreading.

Fire and Rescue Services

The New Gloucester Fire and Rescue Department is made up of approximately 40 volunteer personnel, and one paid, full time driver available to serve both fire and rescue needs. There are two fire stations, one next to the Town Office and one at the intersection of Route 100 and Peacock Hill Road. The Fire Department, in a 1990 assessment, indicated that another building in the vicinity of Sabbathday Lake would be necessary in the future.

Currently, the fire chief is also the fire chief at the Pineland Center, which has its own internal fire department. The New Gloucester Fire Department has mutual aid agreements with Pineland, Poland and Gray.

The department personnel wear electronic pagers to be notified of emergency calls. In 1989, the fire service responded to 143 calls. In the same year the rescue service responded to 131 calls. At present, personnel coverage is adequate for both fire and rescue calls, but becoming marginal during daytime working hours.

The Rescue Service is a first responder service. When patients require transport to a hospital, they are taken by United Ambulance, with Gray Rescue serving as a backup. To facilitate reporting of emergencies, as well as faster responses to them, the department operates a computerized 911 system.

Police Services

The local police department in New Gloucester was eliminated in 1989 due to programmatic cutbacks. Police services are provided by the State Police and by the Cumberland County Sheriff's Department. The Sheriff's Department services are provided under contract with the Town. The contract is for dispatch services and does not include patrol duties in New Gloucester. The same 911 system servicing the fire and rescue departments is used for police services.

This is an area that has been controversial since the cessation of local service. A special committee studied the issue for a number of months. Permanent staff has been opposed at town meetings, while the public opinion survey suggests that there is still wide support for such a service. The demand for Town police results as much from increased population growth as is does from changes in employment patterns among existing residents that result in vacant homes during the work day.

Roads

As noted in a previous section, the Town manager is also the Road Commissioner. Most of the Road Commissioner's duties, however, are delegated to the Public Works Director, who supervises a department with six staff members. The Department is responsible for all winter and summer road maintenance and reconstruction, including sanding and plowing in winter. Its facilities include the Town Garage, a salt shed, a grader, a loader and four plow trucks. The Town Garage and salt shed are located at the intersection of Route 100 and Peacock Hill Road.

The department hires private contractors for most major road reconstruction. Currently, although no townwide formal system of capital improvements planning exists, the Public Works Department alternates its largest category of expense from year to year between paving and road reconstruction.

Recreation

In general, the Town has made tremendous progress in the last ten years towards providing recreational land and associated programs, considering that recreation services in New Gloucester are overseen by a volunteer commission. The New Gloucester Recreation Commission is composed of seven (7) volunteers who report to the Board of Selectmen. The budget for 1989 was \$3500.00. An increase of \$1700.00 was requested in the 1990 budget for capital additions, bringing the total to \$5000.00.

The Recreation Department has interest in the following facilities:

- New Gloucester Little League (maintained privately by teams).
- New Gloucester Memorial School (in conjunction with school department).
- New Gloucester Open Space Properties
- New Gloucester Recreation Area
- New Gloucester Recreational Facility

These areas provide baseball and softball fields, basketball courts, tennis courts, playgrounds, picnic areas, and skating, and areas for soccer and other field games. The total number of acres available for recreation on Town owned land is 130 acres, 112 acres of which are undeveloped.

New Gloucester funds its recreational programs through the budgetary process and the collection of program fees. Recreation programs include baseball, softball, T-ball, gymnastics, intramural basketball for 2nd, 3rd, and 4th graders, soccer, swimming, volleyball, and ski instruction for children at Lost Valley in Auburn. The total number of participants in the baseball, softball, and T-ball programs was approximately 250 in 1989. The learn to ski program served about 45-50 school children during the same period.

The annual New Gloucester Field Day is held on the last Saturday in July with a traditional pie auction.

The town has been involved in two land acquisition projects in the 1980's. In 1985, recreational land was acquired to create a series of ballfields, tennis courts, basketball courts and picnic areas. Parking for the parcel was also created. Funds for the project were provided by the Town and matched with grants from the state of Maine.

In 1987, a 70 acre parcel was purchased from the Maine Turnpike Authority. This area was intended to be kept natural and could be used for passive recreation and conservation. Plans are still under consideration for future use in this area, with the Selectmen having appointed a committee to research all possible alternatives. Ideas being suggested for this parcel of land include nature trails, jogging/walking trails, and perhaps bike trails.

New Gloucester also has a Snow Mobile club which has access to 32 miles of (privately owned) trails.

In addition, there exists a privately owned facility known as the Sabbathday Lake Beach (Outlet Beach).

Recreation and Park Needs

Exhibit 28 below shows the results of an assessment of the condition of recreational facilities in New Gloucester. The condition of the various facilities has been ranked according to the standards established by the Community Parks and Recreation Program, Office of Comprehensive Planning, "Recreation and Open Space Component of the Municipal Comprehensive Plan."

Exhibit 28

Recreation Facilities Condition Assessment

<u>Facility</u>	<u>Ranking</u>
New Gloucester Little League Field	Privately owned
Little League Field Memorial School	D
Baseball Field (Recreation Area)	Grass Lot/backstop
Basketball Court Memorial School	B
Basketball Court (Recreation Area)	B
Tennis Court (Recreation Area)	B
Tennis Court (Recreation Area)	B
Playground Memorial School	B
Playground Memorial School	B
Sabbathday Beach	Privately owned, not available to Public
Pine Land Center Trail System and Tennis Courts	Under development

Key

- A Relatively new facility, lifetime expected in excess of 20 years (with proper maintenance).
- B Facility is a few years older and has been well cared for, lifetime expected to be in excess of 10 years.
- C Older facility that may not be in the best shape and may need minor improvements within 5 years.
- D Old facility that needs considerable maintenance within 2 years and/or significant renovation within 5 years.
- E Very old facility that has outlived its usefulness or is in severe dis-repair. This facility (or equipment) is unsafe or unusable and should be attended to very soon. Replacement may or may not be necessary.

The New Gloucester Recreation Commission has established a set of standards to evaluate present and future recreation needs. The guidelines are based on the Department of Conservation, Bureau of Parks and Recreation's "Municipal Needs Analysis." Some adjustments were made by the Commission according to local conditions. Recreation deficiencies in the Years 1990 and 2000, based on a 1990 population of 4,290 and a projected population of 5,138 for 2000 are shown in Exhibit 29 on the following page.

Exhibit 29

New Gloucester Recreation Deficiencies

<u>Planning Standards</u>	<u>1990</u>	<u>2000</u>
Softball/Little League Fields* .75 per 1000	2 Fields exist .75 x 4.290 = 3.22 Needs 1 more field	3.9 May need another field
Baseball Fields* .16 per 1000	1 Field .16 x 4.290 = .69 adequate	.82 adequate
Basketball Courts .50 per 1000	2 Courts (Memorial School) .50 x 4.290 = 2.14 exceeding demand	2.6 may need another court
Tennis Courts .67 per 1000	2 Courts .67 x 4.290 = 2.9 Need 1 more court	3.4 Need additional court
Playgrounds* .50 per 1000	2 Playgrounds .50 x 4.290 = 2.15 exceeding demand playground	2.6 expand or new needed
Picnic Areas 2 Tables per 1000	2 Picnic Areas 2 x 4.290 = 8.6 tables	10.3 tables

*Note: Two of these fields are located on private property and could become unavailable for public use at any time. Additionally, the playground facilities located at Memorial School are not particularly well designed (especially for kindergarten children) and are not considered to be of high quality.

Summary of Deficiencies in Recreation and Services

The most notable deficiencies are those specified in Exhibit 29 which pertains to facilities such as ballfields, basketball courts, and picnic areas. However, a deficiency that hasn't been noted is the fact that the Recreation Commission operates without paid administrative staff. It is becoming more difficult to run programs with reliance on volunteers.

Another area of concern is the fact that there has been essentially no long range planning for recreation facilities.

As the demographic section outlined, there is also an increasing concern related to the ability of the community to provide additional activities suited to the elderly population. This is a problem that will need to be addressed in the long range plans for the community.

Finally, the lack of secure, Town-owned or similarly protected (i.e. conservation easements) nature trails, walking/jogging trails, and bike paths has been noted as a critical concern, as at present there is reliance upon private lands.

Two other areas of significant concern were noted during committee discussion and after a review of the public opinion survey. First, there is a real need for a publicly controlled area for swimming. Some noted the desire for a year round facility, since there exists none unless you move into the urban centers. Secondly, it was noted that fishing has long been an important outdoor recreation activity for all age groups. Decline in water quality, along with heavier fishing activity, has depleted available resources in this area.

Finally, there is a need to maintain, repair and upkeep the existing facilities. Keep in mind that as the Town begins to exceed the capacity of the system (for example, soccer fields), then the facility will be more difficult to maintain; the use does not give the facility adequate time to recover or be repaired. This is a critical balancing act for all capital facilities. In conjunction with this effort, improved coordination with the School Department is necessary. School Department participation in maintenance and development is needed.

We would note that growth in recreational activity in New Gloucester has put a tremendous burden on what has been, in the past, an “all volunteer” effort. It would seem that recent work completed in 1990 places the community at a crossroads, where demand may be outpacing the ability of the volunteers to meet the supply of needed facilities. With local public works participation for the most part limited in these efforts, there is a need to take a fresh look at how fields are built and maintained. The addition of staff or an increase in the support of public works may be needed.

Town Property

The real estate holdings of the Town include the facilities discussed in the previous section and several parcels of tax acquired land. Some of the developed facilities are located such that they form a central complex of Town facilities in the Lower Village, consisting of the Town Office, the Public Library, the fire station, and the old high school. Nearby in the Upper Village, the Town Garage, salt shed and upper fire station are located on abutting properties.

The Town also owns several small tax-acquired properties without road frontage alongside the Royal River and the railroad, near their intersection with Stevens Brook. None of these properties contains any improvements.

Refer to Exhibits 30, 31, and 32 on pages 47-49 For physical descriptions of the buildings and equipment owned by the Town of New Gloucester.

Exhibit 30

CONTRACTORS/MOBILE EQUIPMENT LIST
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This schedule should list all unlicensed vehicles and tools, equipment, etc. (graders, rollers, compressors, snow plows, tools, etc)

Item	Make & Model #	Description	Value
1.	CLARK 301	GRADER	35,000
2.	CATERPILLAR 936	LOADER	50,000
3.	YORK	ROCK RAKE	2,500
4.		SWEEPER	1,500
5.		MOWER	2,000
6.	VARIOUS	TOOLS	5,000
7.	HOMEMADE	UTILITY TRAILER	
8.	UNKNOWN	TANK TRAILER	
9.	UNKNOWN	TANK TRAILER	
10.	UNKNOWN	GENERATOR TRAILER	
11.	PAK-MOR	BOX-SEMI	
12.	FRUHOUGH	BOX TRAILER	
13.	TRAILMOBILE	BOX TRAILER	
14.	CASE	TRACTOR	20,000
15.			
16.			
17.			
18.			
19.			
20.			
21.			
22.			

Exhibit 31

VEHICLE SCHEDULE

Item	Year	Make & Model	Serial # Last 5 Numbers	Cost New	Dept. of Use	Location Garaged	GVW (LBS)
1.	52	Studebaker	18REO	?	Fire	RTE 231	5K
2.	61	Ford	00100	25,000	Fire	“	20K
3.	71	Dodge Tractor	02297		Fire	“	38K
4.	82	Ford LTD Sedan	51240	7,500	Fire/Rescue	“	
5.	83	Mack	01129	125,000	Fire	“	20K
6.	87	Ford Van	29926	7,500	Fire/Rescue	“	11,6K
7.	69	Ford Pumper	72447	755,000	Fire	“	
8.	54	Dodge(Weapons Carrier)	61274		Fire	“	
9.	28	Ford Model A	74813		Fire-Parade	“	
10.	46	Chev	15865		Public W	RTE 100	5K
11.	78	Ford	F0455	25,000	Public W	“	22K
12.	80	Ford	J6686	25,000	Public W	“	22K
13.	83	Ford	38180	26,000	Public W	“	24K
14.	87	Ford	66815	50,000	Public W	“	10K
15.	88	Chev	00374	25,000	Public W	“	5K

Exhibit 32

Property Schedule

Name Insured:

Loc. No.	Street Address	Zip	Note 1. Use/Occupancy	Sprklr (Y/N)	Note 2. Const. (1 to 6)	Year Built	# Stories	Sq. Ft.	\$ Values at Replacement Cost	
									Building	Contents
1.	TOWN GARAGE/FIRE STA				CEMENT	20 YR OLD	1	5,200	155,000	25,000
2.	TRANSFER STATION				CEMENT	1980	2	836	70,000	10,000
3.	LIBRARY				WOOD	1896	2	1,362	65,000	100,000
4.	TOWN HALL				WOOD	1886	2 ½	3,084	175,000	75,000
5.	FIRE STATION				CEMENT	20 YRS OLD	1	2,160	80,000	15,000
6.	STORAGE SHED				WOOD	30 YRS OLD	1	1,344	10,000	2,000
7.	STORAGE SHED				WOOD	30 YRS OLD	1	500	10,000	2,000
8.	SAND/SALT SHED				METAL/WOOD	2 ½	1		150,000	
9.										
10.										
11.										
12.										
13.										
14.										

1. Put * by any building occupancy that is vacant. (very important)

2. Construction

- 1 Frame
- 2 Masonry walls with wood deck roof on wood or steel supports
- 3 Noncombustible walls with steel deck roof and supports
- 4 Masonry walls with steel deck roof and supports
- 5 Modified fire-resistive or protected noncombustible with protected steel deck supports
- 6 Fire-resistive with concrete roof and supports

10. Fiscal Capacity

By examining issues related to fiscal capacity, we are assessing the economic health of the town of New Gloucester. In Exhibits 33 and 34 on pages 51 and 52, we describe the financial history of the town of New Gloucester over the past 8 years.

Revenues

Sources of revenues for New Gloucester have changed dramatically over the past eight years. Among those changes are:

- Revenues have increased some \$1 Million Dollars since 1980, increasing by almost 200%.
- During that period, federal revenue sharing has shrunk as a portion of that revenue source from 21% in 1980 to 0% in 1988.
- Again, during the same period, state revenue has increased its share from 10% in 1980 to only 11% in 1988; the raw increase was by some \$111,589.
- During this same period, taking into consideration population growth but not inflation, the revenue raised per capita has increased from \$252 in 1980 to \$496 in 1988.

If recent patterns are to remain the same into the 1990's, each additional cost absorbed by the community will be required to create additional revenue by the Town. Future financial support by the State or Federal agencies is not expected to increase at any level equal to the need for additional revenue by the Town.

This suggests an increasing reliance on the property tax and town wide valuation. The tax rate, adjusted for full value valuation, has increased from 15.01 mil to 16.22 mil in 1988. That is an increase of 8% since 1980. At the same time, valuation has more than doubled, increasing from a base of \$32 million (adjusted full value) in 1980 to a new base of \$72 million in 1988. It is appropriate to note that the new valuation assessment of the town in 1990 comes at an appropriate time, as the real and full value tax rate move further apart such that the full value is moving under 70%.

Expenditures

With a recognition, at least in the new term, that the Town will be responsible for producing revenue to cover costs, it is important to understand the makeup of town expenditures over the past 8 years. Some basic trends are:

- Operating costs have increased from under \$1 million dollars in 1980 to just under \$2 million dollars in 1988 (not adjusted for inflation).
- Total per capita cost has increased from \$282 in 1980 to \$468 in 1988, an increase of 67%.
- Debt service has increased, although overall debt is only \$2.2 million or approximately 3% of total valuation. This is well within the 15% limit permitted by the State. (This does not include the Town's debt liability to Mid Maine Waste Action Corporation of \$2.7 million, should that group default)

Exhibit 33

New Gloucester CAPITAL INVENTORY WORKSHEET

Expenditure Trends

	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
Operating Costs	\$897,565	\$964,490	\$1,048,352	\$1,263,906	\$1,211,971	\$1,349,795	\$1,686,551	\$1,747,570	\$1,965,234	\$2,154,475
Population	3,180	3,307	3,434	3,561	3,688	3,815	3,942	4,068	4,196	4,324
Total Exp. per capita	\$282	\$292	\$305	\$355	\$329	\$354	\$428	\$430	\$468	\$498
Capital Expenditures	\$43,748			\$177,791	\$13,030	\$16,819	\$116,095	\$96,794	\$17,500	
Debt Limit										
Outstanding Debt	\$23,800									
Valuation	\$32,754,000	\$34,210,390	\$42,700,280	\$43,277,850	\$44,366,800	\$58,095,300	\$61,914,200	\$66,372,700	\$72,024,600	\$75,468,100
% of assessed val.	0.07%									
Debt Service	\$6,690	\$33,791	\$27,559	\$28,656	\$27,833	\$27,879	\$57,536	\$24,362	\$79,513	\$73,046
Administrative Costs	\$107,361	\$114,799	\$67,229	\$67,699	\$73,487	\$90,215	\$113,063	\$203,182	\$206,208	\$215,810
Public Safety	\$55,376	\$53,944	\$67,284	\$62,322	\$59,749	\$78,409	\$81,749	\$85,695	\$191,652	\$179,629
Public Works	\$207,366	\$213,185	\$253,707	\$271,217	\$307,411	\$342,099	\$420,419	\$355,896	\$537,658	\$665,182
Parks/Recreation	\$4,391	\$4,849	\$4,159	\$3,829	\$5,297	\$4,182	\$4,769	\$4,765	\$4,738	\$3,500
Utilities										
Education	\$377,670	\$431,009	\$472,891	\$488,312	\$520,695	\$565,319	\$640,009	\$737,988	\$798,852	\$860,776
County Tax	\$21,945	\$25,636						\$31,021		\$44,967
Other										

Exhibit 34

NEW GLOUCESTER

	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
REVENUES										
Property Tax Collection	\$508,570	\$563,579	\$704,555	\$744,379	\$842,969	\$906,287	\$1,046,350	\$1,068,607	\$1,512,516	\$1,584,830
Int. Eamed-Penalties	\$35,713	\$43,278								
Excise Tax Collection	\$79,028	\$85,950			\$108,500	\$145,000	\$173,087	\$211,936	\$252,147	\$278,006
Other Taxes	\$6,230	\$7,892	\$8,966	\$10,499		\$9,928	\$6,853	\$11,016		\$5,857
GOVERNMENTAL SOURCES										
Education								\$21,289		\$4,396
Fed. Revenue Sharing	\$107,549	\$102,207		\$50,000	\$61,000	\$55,736	\$62,977	\$56,390		
State Revenue Sharing	\$53,411	\$49,834	\$45,000	\$45,000	\$90,000	\$105,000	\$135,000	\$150,000	\$165,000	\$200,000
Transportation	\$8,432	\$6,022		\$29,385	\$29,343	\$29,343	\$44,000	\$42,000	\$40,000	\$58,665
Other		\$1,805				\$38,904	\$22,094	\$14,771	\$9,042	
LICENSES & PERMITS										
Town Clerk										
Other							\$366			
ADMINISTRATIVE									\$25,100	
Interest Eamed-General										
CHARGES FOR SERVICES										\$20,328
Gen.Govt & Dev. (Plann. Grant)										
Public Services										\$21,000
Public Safety (Flood Relief)										\$44,476
Public Works (salt-shed reim.)										
TRUSTS										
RESERVES (fund balance)					\$46,000	\$17,351			\$51,000	
MISCELLANEOUS	\$3,701	\$9,216		\$51,451	\$48,163	\$122,953	\$51,117	\$25,000	\$8,163	
TOTAL REVENUES	\$802,634	\$869,783	\$758,521	\$849,878	\$1,229,305	\$1,355,713	\$1,613,680	\$1,759,864	\$2,079,805	\$2,405,536
POPULATION	3,180	3,307	3,434	3,561	3,688	3,815	3,942	4,068	4,196	4,324
TOT .REV.PER CAP.	\$252	\$263	\$221	\$239	\$333	\$355	\$409	\$433	\$496	\$556
ASSESSED VAL.	\$32,754,000	\$34,210,390	\$42,700,280	\$43,277,850	\$44,366,800	\$58,095,300	\$61,914,200	\$66,372,700	\$72,024,600	\$75,468,100
TAX RATE	\$17.00	\$18.00	\$16.50	\$17.20	\$19.00	\$15.60	\$16.90	\$18.10	\$21.00	\$21.00
(TAX RATE AT FULL VALUE)	\$15.01	\$15.11	\$16.22	\$15.74	\$17.08	\$17.15	\$17.51	\$16.51	\$16.22	\$16.22
PROP. TAX COLL. RAT.										

- In 1989, educational costs made up 42% of total expenditures, however, when costs of education are assessed against the mil rate, school costs make up 61% of the revenue collected in taxes, while only 38% of the revenues go towards general government operations.
- In 1989, the largest general government expenditure was in the area of highways and bridges (public works) representing 23% of total expenditures.
- The most notable change was the increase in costs related to public safety in the latter 80's. This is associated with introduction of personnel, and other increasing costs in the area of public safety, such as provision of dispatch services.

There are several areas which should cause concern for New Gloucester residents as they review the trends in expenditures noted above. First, keep in mind the changes in demographics in Cumberland County and within New Gloucester that suggest that there will be an increasing number of new children entering the schools system in the next 5 years. This increase in school age demand will likely result in an increase in expenditures; expenditures for which, at this time, there appears no matching revenue available, except for that of the property tax.

The second major point is that there is also a changing character in the municipal citizenry. The demographic section pointed to increases in the baby boom age group, as well as in the seniors citizens age category. The survey pointed to a number of areas where citizens are desirous of increased municipal services, including police protection and road improvements. These increasing demands will likely result in further expenditure increases beyond those normally attributable to inflation and basic maintenance.

A third point that needs to be expanded upon is the notion of "residential sprawl" and its impact on the provision of services. As is noted in the inventory section on land use, the majority of land development has occurred in the rural areas. This adds to the cost of municipal expenditures by increasing the amount of roads that must be maintained, expanding the area of coverage by the fire department or, for example, increasing the demand for police coverage in all areas of the community.

A final point is that the increasing residential development associated with commuter travel to urban areas has changed the period of service demand placed on the municipality. As more and more residents commute out of town, the town is asked to provide increasing numbers of office hours in the evenings and weekends to meet this demand. This pattern also applies to volunteer meetings, which increasingly are held only in the evening (as opposed to late afternoon or early morning). Limited times for meetings caused by employment demands will likely continue to cut into volunteer availability, placing more and more responsibility on professional staff and additional pressure to encourage more volunteers to participate in Town government. In essence, New Gloucester is approaching a very critical crossroads.

11. NATURAL RESOURCES

Background

The natural resources of New Gloucester may be thought of as a storehouse of commodities for people to use, or as a complex natural system whose ecological functions serve us in their natural state. In fact, a combination of both concepts is true. Use of natural resources provides us with the essentials for human living, and resource-based industries are an integral part of the local economy. However, excessive use of land and

natural resources will adversely affect the ecological functions they perform, and the scenic and recreational values of the natural resource base as well.

For the long term health of the community, landowners and the town must collectively manage and balance their use and conservation of natural resources. For instance, selective harvesting of the trees yields wood for fuel, manufacturing and construction, but can leave the majority of the woods intact for wildlife habitat, oxygen production, watershed protection and forest regeneration.

In New Gloucester, the natural environment also has value for scenic and recreational uses. It is primarily these values (rather than jobs, location etc.) which are currently attracting more and more newcomers to the town, creating increased demand for new housing and other development, and increasing the need to manage this growth to avoid adverse impacts on the natural environment.

The following inventory and analysis of natural resources can serve as one management tool toward this end. The inventory is a description, in map and written form, of the natural resources of the Town. The maps (on display at the Town Hall) visually display the location and extent of each natural resource and are suitable for community-wide, rather than site specific, planning. The written narrative provides a description and analysis of each natural resource. The features discussed in this section include slope, soils, agricultural soils, groundwater, surface water, wetlands, floodplains, forests, plants, fisheries and wildlife.

Elevation

The physical form of a community has historically had a significant influence on the way roads were laid out, where homes were built, where crops were grown, etc. An indicator of physical form is elevation, measured in feet above sea level.

The New Gloucester Elevation Map was developed by the Androscoggin Valley Council of Governments in 1976 as part of the 701 Planning Program using a USGS topographic map with a contour interval of 20 feet. (Note: A large topographic map of the Town is now available at a ten foot contour interval, but the 1976 maps of elevation and slope were used for this analysis.)

The two most dominant landforms depicted on the map are the rolling hill formations of the northwestern part of the Town and the configuration of the Royal River and its lowlands (known as the Intervale). The River flows through New Gloucester in the form of a large inverted “U” and approximately divides the Town into three areas by its valley. Historically the majority of development has occurred on the highlands embraced by the river. Peacock Hill, Gloucester Hill, Little Hill and Snows Hill are the principal topographic features.

In 1988, when the Town was preparing amendments to its Comprehensive Plan, the committee identified important scenic areas. The Greenbelt Subcommittee of the 1990 Comprehensive Plan Committee further expanded this list. Scenic areas are shown on the development constraints map and include, among others:

- The view from Grandview Farm
- Mount Washington from the Upper Corner
- Lower Village from Cobbs Bridge Road
- Intervale from 231 South
- Intervale from Gloucester Hill

- Mount Washington from the Waterman Farm
- Sabbathday Lake from Route 26

Slope

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

The Town of New Gloucester Slope Map provides generalized information on the slope conditions within the community. The information shown on the map was developed by the Androscoggin Valley Council of Governments as part of the 701 Planning Program using a USGS topographic map with a contour interval of 20 feet. The accuracy of this slope map is suitable for community-wide land use planning, but for development review its use should be supplemented with more site specific data. For comprehensive planning purposes, the map shows four categories of steepness, 0-8%, 9-15%, 16-25%, and greater than 25% in gradations of white/grey/black (with the darker colors indicating steeper slopes).

Much of New Gloucester can be described as having gentle to moderate slopes. There are large expanses of relatively flat areas along the Royal River floodplain, the lowlands in the vicinity of the Woodman Road throughout the Gray – New Gloucester Delta and north of the delta. Flat, gently sloping and moderately sloping areas (0-15%) are usually well suited for development. It should be noted that flat lands are sometimes difficult to drain, requiring extensive stormwater management plans. In addition, flat, lowland areas such as wetlands, floodplains and/or areas of marginal or unsuitable soils impose other development constraints not totally related to slope per se. (Soils, wetlands, and floodplains are all shown on other natural resource maps and discussed elsewhere in the text.)

Moderately steep (> 15%) or very steep slopes (>25%) should be considered potentially problematic in terms of development suitability. There are areas of steep slopes (greater than 25%) in isolated areas of Snow's Hill, Little Hill, Gloucester Hill, Pisgah Hill, Grandview Hill, Bald Hill and along of the west side of Route 26 near the Gray border, along the Royal River, Foster Brook, Eddy Brook, Westcott Brook, Brandy Brook, and Mosquito Brook.

Generally speaking, development, agriculture or silviculture on slopes over 15 percent becomes increasingly problematic as the gradient, or percent slope, increases. Steeper gradients are less suitable for most uses, and more susceptible to adverse environmental impacts than similar sites with gentler slopes. Roads on steep slopes are more costly to construct and maintain. They may be more dangerous to travel on, and less passable by emergency vehicles and/or school buses, particularly in winter. Steep slopes may make buildings and subsurface waste disposal systems more expensive to construct and maintain (the State Plumbing Codes restricts the placement of subsurface systems on steep slopes). Steep areas are generally more susceptible to erosion problems because of increased volume and rate of stormwater runoff, both during and after construction. This means that the land and water bodies downslope of steep areas are more susceptible to sedimentation once erosion has begun. Because sediment contains phosphorus, which, when eroded, is released into solution, sites with steep slopes (which are more erodible) pose a greater threat of phosphorus pollution to streams and lakes than similar sites with gentler slopes.

Although problematic to develop, locations with steep slopes may offer the amenity of excellent views. Ironically, when these locations are developed and cleared to take advantage of the view, they may become an unwanted part of existing and potential views from other vantage points. Areas with steep slopes are often considered desirable from a site layout and architectural vantage point because of the ability to work with the topography in siting homes with daylight basements and other interesting features. Despite the difficulties and increased environmental risks associated with development and timber harvesting on steep slopes, such development is often technically feasible, if more costly. Whether or when to allow such development, and/or how to regulate it will be a subject for the comprehensive planning process to address.

Soils

Soil is a basic resource of major importance to land use activities. It is the underlying material upon which roads, buildings, subsurface waste disposal, recreation, and all other land uses occur. Thus, it is important to understand its properties and limitations.

A soil is described by its physical appearance and properties such as color, texture, structure, and moisture. Soil types can then be rated according to their suitability for different uses.

Soil Development Potential

The Town of New Gloucester Soil Development Potential Map categorizes soils and their level of suitability for low density residential development.

The soils base map utilized is a SCS soils map (1974). The information interpretation was done by the Greater Portland Council of Governments and is based upon the Soil Development Potential rating system developed by the Cumberland County Soil and Water Conservation District (1989). The District has rated the County's soils for septic system installation, development of structures, and road construction, and then given each soil a composite rating, known as its Soil Development Potential. The ratings take into account soil properties such as drainage, depth to bedrock, depth to seasonal high water table and others, and also considers the costs associated with measures needed to overcome soil limitations.

The Map shows five levels of soil development potential – very high, high, moderate, low, and very low development potential. These classes are based on the expected performance of a soil if feasible measures are taken to overcome its limitations, the cost of such measures, and the magnitude of the limitations that remain after measures have been applied.

The Town of New Gloucester Soil Development Potential Map does not eliminate the need for on-site sampling, testing and study of soil conditions. This map shows only a generalized version of what may actually occur at any specific site. Within these areas, pockets of different soils, possibly having substantially different qualities, (and different development potential ratings) may be present.

The Town of New Gloucester Soil Development Potential Map indicates that there are many acres of soils with very low development potential. These soils predominate along the Royal River and in general, tend to follow the path of streams. This condition exists because these soils are typically located within a floodplain where soils are frequently or always saturated. Other soils with very low soil development potential are scattered throughout the Town.

Most of the sand and gravel aquifer area is rated as having medium or very low potential for development. The central, northwest and northeast portions of town contain soils rated as having high development potential. Less than ten acres of soils in New Gloucester are rated as having very high potential for development. These small pockets of soils are located within areas of high development potential.

Other Soils Issues

New Gloucester's soils are a plentiful but often misused resource. Common land-use practices often increase erosion, sedimentation and the loss of valuable topsoil.

New Gloucester's soils show varying degrees of suitability for development. While careful engineering can compensate for site specific problems, the overall carrying capacity of soils should be a major consideration in planning for the cumulative impact and distribution of future land uses.

Another soils-related issue is the contamination of homes by radon, a potentially carcinogenic gas released from soils with a certain chemical composition (in particular, sandy and gravelly soils that allow for the transmittal of gases). New Gloucester has generally been identified as a community that has specific characteristics related to the presence of radon. Radon-susceptible areas, however, can only be identified on a site-by-site basis. Information on this health hazard should be readily available to land and homeowners.

See the section on Agriculture concerning prime farmland soils.

Water Resources

With the proper management of New Gloucester's water resources, plentiful clean water will always be available for domestic, agricultural, commercial, and industrial consumption, as well as for recreational and scenic enjoyment. Without careful short and long range planning, water resources can become polluted.

The purpose of this inventory and analysis is to locate useful supplies, to determine their relationship to land use, and to provide background information for the development of policies to ensure continued availability and high quality of water. This subsection will examine groundwater, surface water, wetlands and floodplains.

Groundwater Resources

The major source of New Gloucester's water supply is groundwater. Groundwater is the result of precipitation that infiltrates into the soil and percolates downward. Depending on underground conditions, available groundwater supplies may be plentiful or scarce in any given location. Because most of New Gloucester's drinking water is drawn from individual groundwater sources (wells), this is a particularly important resource.

Groundwater is found in the cracks and fissures of the underlying granite bedrock (ledge). From wells drilled in bedrock there are usually relatively low yields and sometimes wells must be drilled to depths of several hundred feet to obtain adequate yields for household use. Typically, yields are below 10 gallons per minute (gpm). Occasionally, there are high yield bedrock wells, but these are rare and their locations are unpredictable. Less is known about bedrock deposits due to the lack of mapping of bedrock resources. The Conservation Commission has suggested that a practice be instituted to supply data on well characteristics to the Town Office when a new well is drilled.

In a few locations, however, groundwater is available in higher yields from sand and gravel deposits which lie below the ground surface, but above the bedrock. These deposits, known as aquifers, are highly porous and allow for both storage and release of greater volumes of water through shallower wells that do not need to penetrate bedrock. Sand and gravel aquifers are important resources for large scale community, agricultural, commercial, and industrial water supplies, as well as an economical water source for individual homeowners.

Sand and gravel aquifers have been mapped by the Maine Geological Survey (Williams and Lanctot, 1985). Additional mapping was done by Robert Gerber Inc. in 1987. Data from both of these sources are shown on the Town of New Gloucester Water Resources Map. In New Gloucester, there are two categories of estimated yield: 10-50gpm, and 50+gpm. The portion of the sand and gravel aquifer located within New Gloucester covers approximately 5,600 acres, while the entire recharge area covers approximately 12,750 acres of the northwestern portion of the Town.

Existing groundwater supplies in New Gloucester, whether drawing bedrock or sand and gravel aquifers, are almost all privately owned. Twelve wells are considered public water supplies because of the number of people they serve (schools, restaurants, mobile home park, etc) and are regulated by the Department of Human Services.

Threats to Groundwater Quality

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

Until recently, the rest of the groundwater system (that found within bedrock) was thought to be lesser prone to impact, but recent studies suggest that it too can be impacted by threats to groundwater in all locations. The Town of New Gloucester Threats to Groundwater Map shows the locations of some of these potential threats, including septic system locations, the location of all known petroleum storage tanks, the municipal transfer station, the former municipal dump and the Town's sand/salt pile.

Maine's Water Quality Classification System requires that all of the State's groundwater be of such quality that it can be used for public water supplies. The numerical standards used to assess potability are those of the Federal Safe Drinking Water Act. Any groundwater in Maine which is not suitable for public water supply due to pollution from human activities is not meeting its classification.

The DEP's "State of Maine Nonpoint Source Pollution Assessment Report" for 1989 lists five areas in New Gloucester overlying groundwater that are not attaining water quality standards due to non point source pollution. According to the DEP, there have been two leaking underground storage tanks, two uncovered sand and salt piles and one solid waste landfill in New Gloucester. The filled area of the solid waste landfill (old town dump) on Bald Hill Rd/ is 10 acres. The two leaking underground storage tanks in the Upper Village are together responsible for polluting 2 private wells and threatening 5 others (as of 1989). The former sand and salt pile was first used in 1935 and threatened another 11 wells. In addition, the construction and operation of the Maine Turnpike through the central area of the aquifer risks salt contamination and potential spills. The transfer station and the new salt shed are also located in the aquifer.

Gerber's 1987 study stated that 7 out of 10 wells sampled in the sand and gravel aquifer were affected by septic system effluent and stated that the nitrate-N concentrations found were "quite high considering that...evaluation...indicated that few water quality problems should exist in the aquifer. Relatively high concentrations of sodium and chloride in two wells indicated that road salt contamination may be a problem. The study suggested that water quality degradation could reflect site specific problems and not be an indicator of overall water quality in the aquifer. Gerber recommended more wide spread sampling.

The New Gloucester Conservation Commission carried out a water quality the DEP monitoring program in the aquifer and recharge area (funded in 1988 by 205j program). Additional sampling has been carried out in areas of more dense development, particularly in the Upper and Lower Villages. The results of those investigations have been put into a computerized data base and the Town hopes to include the sample results and their geographic locations in a Geographic Information System. The Water Resources Committee utilized those results and constructed a water quality map based on the testing of wells throughout the community. The conclusions of that study noted a problem in several pockets in the community where higher nitrate levels have been documented. The most critical area has been the Upper Village area, where readings were of grater concern because of other recent findings that there is also impact from leaking gasoline tanks, as well as the salt shed (Garret, 1990). Those findings suggest that there may in fact be the need for some sort of municipal water supply in that area.

The location of the sand and gravel aquifer within both New Gloucester and neighboring towns makes this resource both available for use by, and vulnerable to, sources of pollution in any or all of the towns sharing it. No one town, therefore, can fully protect this shared resource by itself. The Town of Gray has an aquifer overlay zone that protects its portion of the sand and gravel aquifer, but more interlocal cooperation may be

required. New Gloucester and Gray should work cooperatively with the Towns of Raymond and Poland to develop uniform standards.

In addition to existing conditions which may pose a threat to groundwater resource quality, the town should also consider the land use patterns which are expected to occur in the future. There has been frequent talk in the past about siting a potential public water supply well to be developed if needed in the future, and either purchasing land or the development rights to land around it or stringently regulating land use in the zone of influence. If growth and development is anticipated to occur in a way which would create or compound threats to groundwater resources, policy decisions should be made to address these issues.

Threats to Groundwater Quantity

The productivity of an aquifer can be limited by covering the ground surface above it with impervious area. Extensive paving and building coverage can prevent water from quickly entering the ground and replenishing the groundwater supply. Removal of overlying sands and gravels eliminates filtering capacity and exposes the water table to direct pollution and may result in increased evaporation.

Because New Gloucester's aquifer is located in areas which are primarily flat or gently sloping and within areas with soils suitable for septic systems, the area may be easily excavated and easily developed and may be in demand for many uses. Extensive development of gravel pits in the aquifer area already has increased the vulnerability of this water source. The town's planning process should carefully assess the availability of the aquifer in terms of present and future demands for water. The potential lasting values of aquifers should not be jeopardized by excessive exploitation of their value as development sites. The New Gloucester Aquifer Protection Overlay District (which applies to the aquifer and its recharge area), limits the amount of impervious surface that may be covered and also has performance standards relating to extraction of sand and gravel within aquifers. The rules of the overlay district limit the density and the nature of permitted uses, prohibiting uses which are incompatible with the long term water quality of the aquifer. A hydrogeologic study is also required of new development projects within the aquifer area. Water supplies located in bedrock aquifers are not offered protection under these regulations and their importance must not be overlooked.

When the issue of providing a public water supply is studied further, the Town will have to investigate its relationship with the Yarmouth Water District. When the District was chartered in 1927, it was assigned water rights to groundwater in New Gloucester for future supply reserves. However, the District's charter does not grant the District the right to sell or distribute water in New Gloucester. The implication is that the town would have to consult with the District before establishing a public water supply or before setting up a district. The Yarmouth Water District has offered technical assistance to the Town of New Gloucester concerning the Upper Village contamination.

Surface Water Resources

Surface water resources include lakes, ponds, streams, rivers and wetlands. To year round and seasonal residents, and visitors to New Gloucester, these resources offer recreational, aesthetic, economic and ecological benefits. For some, the lake also serves as a household water supply.

The Town's surface waters and the drainage basins of the lakes and ponds are indicated on the Town of New Gloucester Water Resources Map. Note that in some cases the land and water bodies within New Gloucester are only part of each drainage basin shown, and that some basins are shared with neighboring towns.

New Gloucester has the surface area (or a portion of the surface area) of three Great Ponds (natural ponds of over ten acres in size) in its jurisdiction: Sabbathday Lake, Lily Pond and Shaker Bog. The boundaries of the watersheds of Crystal Lake, Upper Range Pond, Notched Pond and Runaround Pond also include land area in New Gloucester.

Sabbathday Lake is located in the Southwestern portion of the Town bounded by Route 26 to the west and south, Shaker Road to the north and Snows Hill road to the east. The surface area of Sabbathday Lake lies wholly within the Town and is 335 acres in size. The lake watershed on the other hand is approximately 2,571 in size and includes land area in the Towns of Poland and Raymond. Mosquito Brook, Westcott Brook, and the outlet stream from Shaker Bog all drain into Sabbathday Lake.

The lake shoreline is primarily developed with seasonal and year round homes, with the exception of several large, undeveloped parcels. The lake supports recreational uses in the warmer months, including fishing, boating and swimming and in the winter, snowmobiling, cross skiing and ice fishing. Public access to the Lake is limited and a concern of both town and state agencies. Sabbathday Lake forms the headwater for the Royal River.

Lily Pond is a smaller pond, bounded by the Maine Turnpike to the east, Shaker Road to the north and east and Chandler Mill Road to the South. Its shores are currently undeveloped and in 1989, the Town made an unsuccessful attempt to nominate the area for purchase by the Land for Maine's Future bond. Lily Pond Brook is the only stream that drains this land area. Access has thus far been across private property and may cause a problem in the future.

Although the actual waterbodies are located in neighboring towns, portions of the drainage basins of Crystal Lake, Runaround Pond, Notched Pond and Upper Range Pond are located within the Town of New Gloucester. The town should work cooperatively with the Towns of Gray, Auburn, Durham, Pownal, Poland and Raymond to protect these ponds. Notched Pond is of particular importance as it is on DEP's list of endangered ponds and its outlet drains into Sabbathday Lake.

The Royal River originates at Sabbathday Lake and flows east, eventually emptying into Casco Bay in the Town of Yarmouth. Almost all the land area within the Town of New Gloucester drains into the Royal River and all the smaller sub-basins discussed in the previous paragraphs are part of the Royal's basin (the exception being a small amount of land that drains the Range Pond system in Poland). Water quality on the mainstem of the Royal River is good throughout and achieves Class B at six monitoring stations. There is one point source discharging to the Royal at Pineland Center. According to monitoring of the discharge, Pineland has, at times, exceeded the limits of its discharge license. Protection of the Royal River resource is a management issue for the Towns of New

Gloucester, Gray, Pownal, North Yarmouth and Yarmouth and the City of Auburn which comprise the basin.

The area adjacent to the Royal supports an extensive network of floodplains and wetlands. As the water resources map suggests, the area is critical both for waterfowl and fisheries and also has a number of deer yards that abut it throughout its run through the town. The Royal River is considered a critical resource by all adjacent towns and will be the focus of a regional planning effort (Royal River 205j Planning Grant by the Greater Portland Council of Governments).

Threats to Lakes and Streams

All streams in New Gloucester are rated Class B. Class B waters are of such quality that they are suitable for drinking water after treatment, for fishing, for recreation in and out of the water, navigation, unimpaired habitat for fish and other aquatic life, industrial processes and cooling supply. Currently, Foster, Brandy, Runnaround, and Collyer Brooks are not attaining water quality standards due to bacteria levels. Water quality in these streams ultimately affects the quality of the Royal River and Casco Bay. Reduction of non-point sources of pollution is needed to reduce bacteria levels.

Development within lake watersheds and the use of the lakes themselves pose several kinds of threats to stream and lake water quality. The threats to groundwater listed above are also threats to stream and lake water quality in that lakes and streams are fed partially by groundwater flow. Beyond this however, there are several kinds of land use and development which can have an adverse impact on both streams and lakes. Erosion and sedimentation from agriculture, timber harvesting, existing and new roads, ditches, building sites and driveways can add to both the sediment loading and phosphorus loading of lake waters. Failing, poorly designed and/or maintained septic systems can add unacceptable nitrate and other nutrient loads, plus bacterial and/or viral contaminants to surface waters. Pesticides and fertilizers in stormwater runoff can pose a hazard to lake water quality. Point sources of pollution, also pose a variety of hazards to surface waters. Gas and oil, and human waste discharges from boats on lakes can also pollute lake waters. Heavy power boat use and/or poor regulation of water levels in lakes can erode shorelines and beaches.

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

To help prevent the loss of other lakes to this problem, the Maine Department of Environmental Protection's Lakes Division has developed a method for estimating the vulnerability of lakes to phosphorus pollution and for controlling phosphorus export from new developments within lake watersheds. The phosphorus control standard used is unique to each lake watershed and is expressed as the amount of phosphorus which can be exported from each new development per acre per year. This standard is called the Per Acre Phosphorus Allocation. The DEP currently requires the developments which are large enough to fall within its jurisdiction to comply with this standard.

Developments and other land use activities which do not require permits from the DEP are not currently required to conform to either a state or a local per acre phosphorus allocation standard. This means that smaller subdivisions and site plans, timber harvesting, road reconstruction and other activities which can export phosphorus, continue to contribute unknown quantities of phosphorus to all lake watersheds in New Gloucester.

The DEP has monitored water quality in most of the lakes and ponds in New Gloucester. The monitoring results and negotiations with individual developers haven been used to determine the Per Acre Phosphorus Allocations for each lake and pond where DEP has had to review proposed developments in lake watersheds.

Because the phosphorus control methods involves policy decisions concerning the level of protection for each lake and the future area to be developed over the next 50 years within each watershed, the DEP has left it to the individual towns to make these decisions. This means that until the town selects its own level of protection for a given lake, the town has little or no say in the level of protection it will receive, even from larger developments subject to DEP review.

For statistical data characterizing each lake and its vulnerability to phosphorus pollution, see Appendix D.

At the request of Comprehensive Planning Committee, phosphorus loading calculations were done for the Sabbathday Lake watershed. Building on the information supplied by DEP for the watershed (see Appendix D for a discussion of definitions) the following information was entered into the model:

- The direct drainage area in the Town is 2,594 acres.
- Water quality is rated as moderate/stable.
- The phosphorus coefficient is 30.58.
- A high level of protection was chosen for the watershed due to use of the lake as a household water supply for some shoreline homeowners, and the presence of a cold water fishery rated as a high quality habitat.
- Unbuildable land in the watershed equals about 41 acres (mapped wetlands).
- The acceptable increase in lake phosphorus concentration was 1 ppb (part per billion)
- There are approximately 1,985 acres available for development in the watershed.
- It was estimated that about 25% of the watershed (about 496 acres) would be developed over a 50 year planning period. This takes into account the location of Sabbathday Lake near the major growth areas of Portland and Auburn, but also accounts for land ownership patterns and past levels of subdivision activity in the area.

The per acre phosphorus allocation, using the above figures, was .06 pounds per acre per year. In other words, 06 lbs/ac/yr is the maximum amount of phosphorus that can be exported from each acre of land in future developments.

The committee looked at several scenarios of subdivision layouts to determine the relevance of the .06 figure. A hypothetical development of 7 lots of 19.95 acres with good soils on 5-10% slopes, that proposed 370 ft. of new road and improvement of 670 ft. of existing substandard road, will export about .167 lbs of phosphorus per acre per year; and therefore would not meet the standard. By adding phosphorus controls (a clearing limitation of 10,000 square ft. on each lot, wooded buffer strips throughout the subdivision, and by constructing a wet pond), the per acre phosphorus contribution was reduced to .031

lbs/acre/year, which is within the .06 standard calculated for the Sabbathday Lake watershed.

If this method is recommended as an implementation strategy to be applied to lake watersheds in New Gloucester, the above figures and assumptions should be reviewed again.

Wetlands

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

At least 56 wetlands exist in New Gloucester, including swamps, marshes, bogs, and the streams and numerous rivulets and springs that feed them. The most prominent are part of the wetland system is that associated with the Royal River. Other wetlands in New Gloucester are associated with streams which feed each of the lakes. These wetlands are shown on the Town of New Gloucester Water Resources Map. The wetlands information on this map was developed by the Greater Portland Council of Governments using information from the Maine Department of Inland Fisheries and Wildlife.

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

The sensitive ecological balance of a wetland can be easily disrupted by many human activities. Historically, wetlands have often been filled, drained, and/or excavated to expand the amount of developable land on a parcel in which they were located. Or their functions, listed above, have been severely impaired through clearing, paving or other development on adjacent land, causing reduced wildlife habitat, loss of groundwater recharge area, loss of scenic value, increased flood hazard, and other adverse impacts.

To protect wetland values, the State of Maine regulates the use of wetlands over 10 acres in size. The Town of New Gloucester currently regulates the use of wetlands of more than ½ acre in size by restricting the amount of disturbance and filling that may occur, by restricting allowable uses in wetland areas and by requiring undisturbed buffer areas around wetland areas.

Floodplains

Many of New Gloucester’s shoreline areas on streams, wetlands and on the Royal River are susceptible to flooding, especially during spring rains when the frozen ground and/or remaining snow can produce excessive amounts of runoff. The Town of New Gloucester Water Resources Map, shows the areas that lie within the 100-year floodplain. The 100-year floodplain is defined as the area that would be inundated by the flood from a storm of such intensity and duration that it has a 1 percent chance of occurring in any given year.

Statistically, this same storm will occur, on average, once every 100 years. The floodplain information shown on this map is based on National Flood Insurance Rate maps done by the Federal Emergency Management Agency.

The most extensive floodplain area in New Gloucester is that associated with the Royal River and its system of wetlands. Floodplains associated with rivers are often especially good cropland due to the nutrient enrichment the floodplain soils receive from periodic inundation in sediment-laden flood waters and due to the absence of rocks in the cultivated layer of soil.

Other 100 year floodplains occur on Foster Brook, Brandy Brook, Meadow Brook, Runaround Brook and its tributaries, and an unnamed tributary of the Chandler River.

Construction in these areas is restricted by local ordinances and Federal flood insurance regulations. Under the National Flood Insurance Program, the federal government provides flood insurance to property owners within a community's 100-year floodplain at reduced rates, provided that the community adopts a floodplain ordinance which meets federal standards for building construction and floodproofing. The Town of New Gloucester has historically participated in the National Flood Insurance Program and adopted a new floodplain management ordinance in 1988.

Agriculture

The Agricultural Resources Subcommittee of the Comprehensive Planning Committee conducted a survey in the spring of 1990 to determine the number of active farms in the area and to identify the types of products available. The survey showed that the 39 landowners who responded controlled 6,036 acres of land. Of this total however, 2,202 acres is actively farmed. Sixty-four surveys were originally distributed and the results may need to be revised again if there is a final follow-up on the unanswered surveys. The best estimate of the total amount of acreage that was farmed 10 years ago is 1,408 acres. It was not noted whether this land had reverted back to forest use, or was sold for development, or merely taken out of production, so no accurate percentage of farmland conversion could be calculated. Products offered for sale include: hay, honey, pumpkins, beans, asparagus, freezer lambs, freezer beef, chickens, turkeys, pigs, hens, sheep, sheepskins, spinning fleeces, wool, apples, beefalo, beef sides, livestock, and horses. The assessment confirms that the majority of active farmland is used for the production of hay. A smaller amount of land is used for pasture for livestock and pleasure horses. Additionally, various garden vegetables are grown for home use. Twelve landowners would like to participate in a brochure advertising New Gloucester farm products.

The Town of New Gloucester Farmland Soils Map shows the extent of prime agricultural soils and additional soils of statewide importance, as rated by the Cumberland County Soil Conservation Service. This map was prepared by the Androscoggin Valley Council of Governments in 1982. Prime Farmland produces the highest yields and requires minimal amounts of energy and economic resources, and farming it results in the least damage to the environment. It has the soil quality, growing season, and moisture supply needed to produce a sustained yield of crops while using acceptable methods.

In New Gloucester, the largest contiguous area of prime agricultural soils is located on the Shaker property and the surrounding area. There are also several areas of prime agricultural soils east of the Royal River on gently sloping uplands and in the floodplain of the river itself. It should be noted that much land in New Gloucester where soils are not rated as "prime" agricultural soils is still important for pasture and hay.

Agricultural lands are important for both their current and potential use as farmland. Historically, farmland was more extensively used to meet local food supply needs. There has been a gradual decline in local agriculture as more productive midwestern soils were brought under cultivation and surplus crops were imported to the New England States. Increasingly, as farmlands were abandoned, the land reverted to forest.

Until recently, the option of returning this land to agricultural use again, should it become necessary or desirable, (due, for instance, to high energy costs, or dramatic or gradual shifts in global food production and consumption patterns) has always been available. More recently, however, large scale development has begun to permanently convert some agricultural soils to non-agricultural uses, increasingly restricting this option.

Generally, because the soil characteristics of agricultural soils are the best for both agriculture and development, and because agriculture is an increasingly risky and marginal business, there is a strong incentive to both farmers and developers, through the sale and subdivision of land, to remove farmland irrevocably from agricultural use.

In addition, today's farms are an important component in what gives the local landscape rural character. Existing fields and pastures offer a different visual amenity from forests and lakes, or from development. They also sometimes improve visual access to scenic vistas which might otherwise be blocked from view by trees. As such, agricultural landscapes may have a significant indirect value to the town in addition to that of agriculture itself.

Some of New Gloucester's forested prime agricultural soils are now shielded somewhat from this trend due to their tax status under the Tree Growth Law, and, to a lesser extent, some of the remaining actively farmed agricultural soils are similarly shielded by their tax status under the Farm and Open Space Law. But the remaining land not so classified is under greater development pressure.

In 1984, there were 13 parcels, totaling 339 acres in Farm and Open Space Taxation, valued at \$33,950. In 1988, there were 304 acres in 10 parcels, with a local assessed value of \$30,450. It is obvious that the farm and open space law is grossly underutilized in New Gloucester due to lack of financial incentives for participation in the program.

There are a variety of regulatory and non-regulatory options for protecting prime agricultural and additional soils of statewide importance. The Town of New Gloucester will need to decide in its comprehensive planning process whether, and, to what degree, it wishes to exercise these options to protect these soils.

Forest Resources

About 60% of New Gloucester's land area is forested. The Forestry Resources subcommittee interpreted aerial photographs of the Town and prepared a map showing hardwoods, softwoods, mixed wooded areas and open areas. The forest provides habitats for plants and animals and serves important environmental functions such as protecting soils, filtering water and supplying oxygen. Forest land also has scenic and recreational value.

Forests also are sources of employment. The harvesting of timber for production of lumber, pulpwood, firewood and other wood products has long been a component of New Gloucester's local economy. Forestry activity makes a significant contribution to the economy of New Gloucester today, both by employing residents and by the purchase of goods and services from businesses in town. As a renewable natural resource, woodlands

that are properly managed will continue to provide jobs. At present, there are 17 forestry related employers in New Gloucester as follows:

- Maschino and Sons Lumber
- Hotham and Sons Lumber
- Bill Taylor, woods operation and firewood
- Occasional biomass chipping operations
- Two woods trucking firms
- Five carpenters (including builders, furniture makers and cabinet makers)
- North Anson Reel
- S. D. Warren – specialty paper
- International Paper- tissue paper products
- Wilner Wood Products- wood flour, saw oak, wood fiber
- Homestead Lumber Company – building materials sales

In 1984, there were 9,761 acres of forest land in New Gloucester taxed under the Maine Tree Growth Tax Law, contained in 180 parcels. To qualify for the tree growth law, land must be used primarily for the growth of trees and forest products. The timber value was assessed by the Town to be \$526,051. There were 1,751 acres of softwoods, 3,089 acres of hardwoods and 4,921 acres of mixed growth forest. In tax year 1984, one parcel of 5 acres was withdrawn from tree growth taxation. By 1988, the total acreage of commercial forest land so taxed had decreased to 9,610 acres, in 178 parcels, with the timber resource assessed at a total of \$765,245. In 1988, there were 1,816 acres of softwoods, 3,104 acres of hardwoods and 4,690 acres of mixed growth forest. In tax year 1988, there were no withdrawals from the program.

Unconfirmed data shows that there are four registered tree farms in New Gloucester totalling 2,455 acres and two “uncertified” tree farms containing 300 acres.

Timber harvesting is sometimes done improperly or in a wet season, resulting in erosion and sedimentation, phosphorus pollution of streams and lakes, and unsightly rutted logging roads. Logging in certain areas, or the cumulative impacts of many logging operations, can radically reduce the ability of land to absorb runoff. On a widespread basis this can lead to more marked changes in the water level of streams and rivers during storms and dry periods.

New Gloucester’s forests require careful management to ensure they remain environmental and economic assets. The town currently has timber harvesting standards that apply to its shoreland areas. In the earlier 1980’s and again in 1989, a comprehensive timber harvesting ordinances were presented to the voters and were rejected at Town meeting.

Access to forests and open space areas also is a growing issue, as are the complaints of forest landowners about unauthorized and improper use of their land by ATV users and others. With more private land being posted, hunters, hikers and nature enthusiasts will find access increasingly limited. The Town may wish to plan now to reserve land for recreational and other uses before particular valuable tracts are bought up or real estate prices become prohibitive.

Plants, Fisheries and Wildlife

Plants, fisheries and wildlife add significantly to the beauty of New Gloucester. Fisheries and wildlife are important economic and recreational assets. They attract seasonal visitors who like to hunt and fish and/or observe wildlife, and their presence serves those who own

property and/or live in New Gloucester year round. This amenity enhances both the enjoyment of life and local property values.

New Gloucester's forests and fields are the home of many large and small game and non-game species of mammals and birds.

Information on plants, fisheries and wildlife has been derived from a variety of sources. The Maine Department of Inland Fisheries and Wildlife has researched and documented wetland locations and has rated their value as wildlife habitat. This information is shown on the Water Resources map prepared by GPCOG. Inland Fish and Wildlife has also identified and rated deer wintering areas, which are depicted on the Natural Resource Map prepared by GPCOG. Inland Fish and Wildlife ratings for fisheries habitat are shown on the Natural Resource Map. Critical Areas information obtained from the Natural Heritage Data Base is also mapped on the Natural Resource Map.

Sabbathday Lake and the Royal River are rated by the Maine Department of Inland Fish and Wildlife as containing high value fisheries. Lily Pond, Brandy Brook, Eddy Brook, Stevens Brook, Wescott Brook, Mosquito Brook, Foster Brook and several unnamed tributaries are considered to have moderate value fisheries. Meadow Brook is of indeterminate value as a fishery.

Five wetlands in New Gloucester were rated as having high value for wildlife habitat. They are located on the Poland town line (part of the Shaker Bog system), adjacent to the Royal River near Sabbathday Lake Road, adjacent to Lily Pond, adjacent to an unnamed tributary to the Royal River near Weymouth Road, and adjacent to Sabbathday Lake near Snow Hill Road. Approximately 17 of the remaining wetland areas were rated as having moderate habitat value. The balance of about 34 wetlands were rated as having low habitat value for wildlife. Wetlands were discussed in detail in an earlier subsection.

At the time of the 1989 survey by the Maine Department of Inland Fisheries and Wildlife, there were nine deer yards located in New Gloucester. They are all of unknown habitat value. They are located on the east side of Wescott Brook, along Eddy Brook, to the east of Route 231 west of Cobb's Bridge Road, at the headwaters of Bear Brook, along Runaround Brook, on the east side of Dougherty Road, in the vicinity of Weymouth and Penny Roads, and the largest area along Foster Brook on either side of the Maine Turnpike.

Another aspect of natural features in the town is the presence of rare or endangered plant or animal species, and unique natural communities. No detailed survey has yet been done for the Town as a whole. However, The Maine Natural Heritage Database, maintained by the Office of Comprehensive Planning, lists two plant species (neither of which are mapped due to lack of recent sightings), and two Registered Critical Areas on their inventory of rare and endangered natural features.

Castanea Dentata or the American Chestnut was last sited in New Gloucester in 1908. This species is of "special concern" in Maine because there have been five to 10 documented, recent occurrences and the species could be classified as "threatened" in the foreseeable future.

Cypripedium Arietinum or Ram's Head Lady's Slipper was sited in New Gloucester in 1935. This species is "threatened" in Maine, that is, there have been only two to four documented, recent occurrences. This species was formerly listed on the Federal threatened list, but is now known to be more abundant than was previously believed.

There are two registered critical areas in New Gloucester. Approximate locations of both are shown on the New Gloucester Natural Resource Map. Locations mapped may not pinpoint exact boundaries of the feature due to the sensitive nature of the resource.

The Southern New England Basin Swamp is a registered critical area that is significant because of its stand of old growth tupelo. This plant species is considered rare to imperiled in the State of Maine. The second critical area with New Gloucester is a “glacial array”, known as the Gray-New Gloucester Delta. The delta covers approximately 1,067 acres in Gray and New Gloucester. Emergent glaciomarine deltas of coastal and central Maine are unique in the United States. They were formed 12 – 13,000 years ago at the margin of the receding ice sheet. Twenty six probable glaciomarine deltas have been identified in Maine. The Gray-New Gloucester delta is one of three where detailed information is available. The resource is significant because: (1) it is exceptionally well-formed and contains excellent examples of glacio-deltaic features such as (a) wave cut cliffs caused by sea level drop, (b) drainage channels from glacial meltwater, (c) kettleholes caused by sand/gravel deposits around melting ice, (d) proximal edge-representing the limit of the ice sheet at the time the delta was formed and (e) active springs, (2) it provides key evidence for interpreting the geological history of glacier marginal positions and sea-ice relationships during the final retreat of the continental ice-sheet, and (3) it is easily accessible and frequently visited by scientists and students from universities throughout the country.

Open Space and Greenbelt

New Gloucester’s residents have enjoyed virtually unlimited access to trails on private property for hiking, horseback riding, cross country skiing and snowmobiling. This availability is threatened as land is lost to development or closed to public access through posting. The “centerpiece” of the trail system is the abandoned Interurban railway right of way. Portions of the property that are not owned by Central Maine Power have been purchased from CMP by the abutting land owners. A subcommittee of the Comprehensive Plan Committee has mapped all existing trails and has planned ways of connecting them to important land such as stream corridors and wildlife habitats into a continuous greenbelt. The trails map is located at the Town Hall. Further recommendations of the subcommittee are contained in the goals and strategies section of this plan.

13. Historic and Cultural Resources

New Gloucester’s Lower Village, in addition to being protected by the Historic Resource Overlay mechanism in the local zoning ordinance, has been listed on the National Register of Historic Places since 1974. The significance of the District lies in the fact that it was one of the few well-settled inland towns in Maine during the last half of the 18th century. The District has an abundance of late 18th and early 19th century buildings in their original, natural setting. The National Register listing carries no regulatory authority. However, projects that receive federal funding must evaluate their impact on any Natural Register properties.

The Shaker Village on Route 26 is a National Historic Landmark District. This designation, which is somewhat more significant than a nomination to the National Register, may offer those buildings greater regulatory protection and may qualify them for certain federal funding programs.

The Universalist Church, one of the oldest in the State, was nominated to the National Register in 1988. Its significance is discussed in the section of this plan of Town History. Also of importance are several buildings in the Upper Village.

In addition to the previously recognized historic areas described above, residents were aware that there were other locations of significant buildings scattered throughout the town, as well as concentrations of well maintained period structures such as in the Foggs Corner area.

With the goal of doing a comprehensive survey, Committee members and members of the New Gloucester Historical Society conducted an inventory of historic structures throughout the Town. The locations of all structures of over fifty years of age were placed on a parcel base map. There are 199 homes in this age category, and approximately one half of those structures are over one hundred years of age. The committee also made notations on the map concerning architectural style and historic significance of certain properties (i.e. who lived there and who built or designed the structure). Additional structures that may be eligible for nomination to the National Historic Register were also noted. The committee's effort is ongoing in that they are currently in the process of photographing and compiling information about each structure.

14. Land Use Patterns and Change

“The use of land in New Gloucester is a product of changing regional influences. At the turn of the century, New Gloucester was primarily an agricultural community. Regional developments, the advent of the automobile and changing demand for agricultural products has seen the town transform into a suburb of Lewiston-Auburn and Portland”.

The above text was taken from the 1986 Comprehensive Plan. The general patterns described in that plan have not changed; however, the magnitude of development in the areas of influence has intensified, primarily in the residential development area.

In Exhibit 35 on the following page, the changes in land use between 1986 and 1990 are depicted by zoning category. The table shows the approximate amount of developed and undeveloped land in each zoning category for two years, 1986 and 1990. The numbers were derived by measuring the acreage in each district, documenting the amount of land area that was “developed” (i.e. each building was allocated its own parcel according to the requirements of the zoning district), and documenting the remaining vacant land. Figures for both developed land and vacant land are slightly overestimated due to crude methods of measurement, but are satisfactory for this level of analysis.

The exercise, which shows where the greatest amount of land use activity is occurring, highlights some interesting points related to changes in land use since the preparation of the last comprehensive plan in 1986. The analysis points out that policies and regulations have steered new land development in perhaps a different direction than what is ultimately desirable. Keep in mind that the current zoning ordinance may not be responsible for the direction new growth has taken because it was only recently adopted (March 1989). The analysis shows that:

- The entire town, over the four year period, increased in developed land by 376 acres, increasing total developed land to 10% of the total amount of land in New Gloucester.

- 207 acres, or 55% of the total change occurred in the rural residential zone (2 acre zoning); 120 acres or 32% occurred in the Farm and Forest Zone (5 acre minimum zoning); 21 acres or 6% occurred in the Resource Protection Zone. The remaining development during this period, constituting only 7% of the change in developed land, occurred in areas designed to encourage growth (Village and Business, in particular).
- While the Business Zone showed development of 22 acres during this period, it should be pointed out that only 2 of those acres were for business purposes, while the remaining 20 acres were for residential purposes, as permitted in that zone.
- No change occurred in acreage development in the Village zone.

Exhibit 35
Land Use Change in New Gloucester 1986-1990

<u>Zone</u>	<u>Total Acres</u>	<u>Developed Area</u>		<u>Undeveloped Area</u>	
		<u>By Year: Acres(%)</u>		<u>Acres (%)</u>	
		<u>1990</u>	<u>1986</u>	<u>1990</u>	<u>1986</u>
LAKE (2 ACRE MINIMUM)	414	276(67%)	270(65%)	138(33%)	144(35%)
VILLAGE (1 ACRE MINIMUM)	136	88(65%)	88(65%)	48(35%)	48(35%)
BUSINESS (1 ACRE COMM,2 ACRE RES)	1275	356(28%)	334(26%)	919(72%)	941(74%)
RESOURCE PROT. (5 ACRE MINIMUM)	3528	316(9%)	295(8%)	3212(91%)	3233(92%)
FARM & FOREST (5 ACRE MINIMUM)	11747	1010(9%)	890(8%)	10737(91%)	10857(92%)
RURAL RES. (2 ACRE MINIMUM)	15767	1351(9%)	1144(7%)	14416(92%)	14623(93%)
TOTAL FOR TOWN	32,867	3397(10%)	3021(9%)	29470(90%)	29846(91%)

Notes:

1. Both land developed and land undeveloped are probably overestimated. The Town contains 48.6 sq. miles or 31,104 acres, therefore acreage measured by grid is between 1700-1800 acres off.
2. No assessment of undevelopable land was done.
3. Numbers may not add up due to rounding adjustments.
4. Background information available from GPCOG

A major objective of the previous Town Plan and subsequent land use ordinances was to limit development in the Farm and Forest zone. This was done solely by implementing the 5 acre lot size. To a limited extent, it has been successful, because more development occurred in the Rural Residential zone, where a two acre lot size is required than in the Farm and Forest area. Looking at the Town as a whole however, the analysis shows that during the period from 1986 and 1990 the primary areas of residential development were in the Rural Residential and the Farm and Forest Districts (55% and 32% of all development, respectively). Almost 48% of the land area of the Town is zoned for 2 acre lots, a technique which does very little to direct growth, and in fact, arguably contributes to the current pattern of residential sprawl.

There remains little development in the area of industry or commercial land use since 1986. Industry continues to be limited to saw mills, planning mills, gravel crushing operations and some light manufacturing. Commercial development remains restricted to gasoline and automobile repair services, mom and pop grocery stores, restaurants, a hardware and machinery store, a garden seed store, the CMP switching station and other smaller enterprises. We should note that Shaker Village has now developed a fairly substantial business that includes both a mail order operation and the sale of goods on the premises. In this sense, they have also become a fairly popular tourist attraction. Future development patterns will depend on the town's present strategy to encourage development on Route 100 toward Auburn, (Auburn plans to expand industrial uses, including sewer extensions, in that general direction) and on the final location of the ramp from the Maine Turnpike.

Existing land use as of the fall of 1990 is shown on Figure 1 on the following page.

15. Planning Initiatives Since the 1986 Comprehensive Plan

In March of 1987 the Town's most recent Comprehensive Plan was enacted by the Town Meeting. The plan was short on inventory, but included a comprehensive "laundry list" of activities for the Town to pursue. In March of 1987, the Town Meeting failed to pass a series of ordinances put before it, including a building code and amendments to the zoning ordinance designed to strengthen aquifer protection standards. Reacting to extreme growth pressures, the voters did enact at that time an ordinance limiting the annual number of building permits that could be issued, a limitation on the number of lots that any subdivision could contain, and a limit on the number of subdivision lots the Planning Board could approve in a year. Those provisions remained on the books for two years. After that Town Meeting, a general planning committee worked with a consultant planner from the Council of Governments to rethink the Town's goals and policies related to land use and to develop a land use plan element to further drive subsequent land use ordinances. The land use plan and map were adopted in March of 1988. The Town immediately began work on a rewrite of the zoning ordinance which contained very progressive standards including strengthened aquifer protection standards, design review standards for historic districts, a new business zone, a mixed use village zone and numerous state of the art performance standards. The ordinance was adopted in March of 1989. At about the same time, the Planning Board rewrote the subdivision regulations, considerably strengthening them by creating new submission requirements, better procedures, and technical standards for stormwater management and road construction (among other items).

Following the same progression in improvements to the Town's regulatory structure, the Town Planning Board has become more professional in its undertakings and more skilled at reviewing technical plans. The Board has had part time assistance from the Council of Governments for the past two years.

CHAPTER THREE- GOALS, POLICIES AND IMPLEMENTATION STRATEGIES

When using the terms “goals, policies and implementation strategies” we mean the following:

Goals are broad statements about New Gloucester’s desired future. Goals are the basis for taking future action.

Policies focus on the measurable kind of actions that will be used to achieve the goals.

Implementation strategies indicate specific actions or improvements for achieving goals and policies.

The goals, policies and strategies contained in this Chapter represent a major component of the Town’s comprehensive plan. In this section, New Gloucester’s vision for the future is defined and is translated into tangible, real life actions.

The goals, policies and strategies resulted from the inventory and analysis, survey results, and input of the committee and the public. As part of the process, the committee reviewed the 1986 Comprehensive Plan to determine the relevancy of the goal statements, to determine what actions (if any) had been taken and to decide what goals and strategies were still appropriate to the 1990 plan. The Town had also gone through a goal setting process in 1987/1988 during the development of 1988 land use plan. That policy document was also reviewed.

The following sections are organized by general topics such as land use, public facilities, etc. Preceding each set of local goals and policies is the appropriate state goal in *italics*.

1. Citizen Involvement

Goals

To seek to supplement the number of volunteers who participate in Town Government.

To reach as many citizens as possible with news about Town events.

To seek obtain public comment on issues in ways that are useful to the Town and the citizens.

Policies

Develop an incentive program for Town volunteers that includes opportunities for training and recreation.

Acknowledge volunteer contributions.

Use the best possible methods to publicize Town events.

Promote creative types of public participation such that it satisfies both citizen needs and Town needs in an enjoyable and productive format.

Strategies

Propose a board member incentive program that involves funding for attendance at pertinent workshops, and purchase of appropriate training video tapes.

Host a volunteer appreciation day with the intent of repeating it yearly.

Host a planning fair where information about Town planning efforts can be displayed in a fun format.

For the purpose of obtaining citizen input into new or ongoing planning initiatives, organize small focus groups on selected topics, rather than large, formal public hearings. Retain the services of a neutral moderator and facilitator.

Continue to use the New Gloucester News as method of getting the word out. Consider the use of full page inserts on major topics, such as any ordinance updates.

2. Land Use

To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl

Goals

To encourage a land use pattern that:

- preserves the natural and historic areas that give the town its unique, rural character;
- eliminates the current pattern of development sprawl;
- preserves open space;
- accommodates the housing needs of the population;
- attempts to stabilize the growth in property taxes;
- is based on the ability of the Town to provide adequate levels of town services over time and assures that service requirements do not exceed the Town's capacity;
- provides for the continuation of active agriculture and forestry.

To establish a definition of "rural character" that:

- begins to identify important, special features of the Town;
- acknowledges that a rural environment carries with it certain expectations regarding the type and availability of public services.

Policies

The primary and most important land use policy shall be the preservation of 'rural character'. In New Gloucester, "rural character" is characterized by the following:

- concentrations of buildings in small Villages;
- winding roadways that, for the most part, are lacking suburban and commercial sprawl;
- a wealth of preserved or restored buildings of historic significance;
- a sense of space;

- large expanses of open areas;
- unrestricted public access;
- an informal trail network;
- sustainable agriculture and forestry;
- and a recognition that the range and geographic extent of public services and programs will be limited to reflect traditional rural lifestyles and preferences.

Features and concepts that are important elements of “rural character” shall be viewed as things to be retained as the town further develops.

Comprehensively planned residential developments and cluster housing are preferred alternatives to the grid pattern of land subdivision because of opportunities for open space preservation and reduced construction costs and the potential for large contiguous tracts of land where farming or forest management activities can be sustained profitably.

Maintain the land use pattern of traditional village centers surrounded by rural countryside by establishing a clear distinction between different zoning districts and densities of residential use.

The rural and growth area designations, in order to be effective, shall be implemented through the use of incentives for development in growth areas and disincentives against development in rural areas.

Eliminate the piecemeal lot by lot division of land that predominates the development pattern in New Gloucester due to exemptions and other allowances of the State Subdivision Law.

In varying the minimum lot size requirements, special attention shall be paid to soils and natural features, therefore: It shall be recognized that soil suitability for use of individual subsurface wastewater disposal systems will be the major factor that will determine future development densities and future locational patterns of development.

Strategies

General

Devise a method for reviewing the development of individual lots such as:

- Creating a local definition of “subdivision” to include the creation of two (rather than three) lots, thereby permitting the Planning Board to conduct site by site review for each lot developed in New Gloucester. A simplified, streamlined review process shall be designed for these smaller divisions so as to avoid hardship upon the individual applicant.
-
- Creating an environmental site review of individual lots.

Consider ways of affecting the rate of growth such that necessary public facilities are in place prior to development, such as:

- Creating a development timing ordinance for some locations
-
- Designing a system of impact fees to finance public improvements necessitated by new development.

Residential Growth

Providing that soils are adequate, the preferred location for new development will be in and around the existing Town centers in the Upper and Lower Villages, with the intent of encouraging higher densities of development in areas where municipal services are easily provided. If soil limitations do not permit a continuation of Village pattern of development in these areas, or as population levels demand, the establishment of new Village Centers should be considered.

Development in and around village areas will seek to protect water quality, and will consider the cumulative impact of development on water resources. Further study should be done to assess water quality in these areas, in order to determine appropriate densities of development, and/or appropriate technologies for safe village development.

Cluster Development

One of the primary methods for achieving the Town's desired land pattern is the use of clustered development provisions. While these are existing in the current ordinance, they should be improved. The current language concerning cluster development should be revised to grant the Planning Board the authority to require a clustered form of development when it is determined to be the best layout for achieving open space objectives and for carrying out the policies contained in this plan.

In amending cluster provisions, the following shall be considered:

- further defining acceptable management entities for open space lands and common areas including any options that allow for continuation of agriculture or forestry operations;
- a revision of the taxing system for open or common areas;
- the establishment of specific areas for public access to recreational or open lands;
- improved design standards
- further incentives for the use of cluster to achieve affordable housing
- barriers to prevent the approval of cluster plans that try to capitalize on flexible design standards and related cost savings without honoring the objectives and intent of the ordinance and this plan.

Commercial Uses

A hierarchy of commercial uses shall be provided for in various zoning districts. In the residential zones, commercial uses are limited to those deemed to be compatible with residential uses, such as home occupations, and professional offices. Small scale retail and service businesses shall be allowed in mixed use areas. Certain types of resource based industries shall be allowed in farm, forest and open space areas, such as those that are related to land uses in the area and those that are respective of rural character. Light industrial development shall be limited to a specific zone designed for that use.

Commercial uses shall be restricted in the aquifer area, depending on the type of materials to be included in the wastewater flow, the type of wastewater treatment system, and the type of materials stored on the site.

The use of buffering and setbacks to minimize the conflict between residential and nonresidential land use should be encouraged, particularly with respect to gravel pits. Review needs and opportunities for new commercial and industrial enterprises, as identified in the Economic Development report commissioned by the Town Selectmen in 1990.

Develop and present to the town for enactment, zoning ordinance amendments which will enable expansion of existing businesses and location of new businesses within the Town provided they meet with the objectives of the Town's economic development policy as contained in this plan.

As part of any business development or expansion effort, the Town should design and enact a specific set of performance criteria to address:

- groundwater impact
- landscaping and buffering
- parking layout, lighting impact
- impact of noise, odor, vibrations
- outside storage, loading areas
- waste disposal, stormwater management, and impervious cover limitations

Roadway Corridors

Performance standards for new development on major arterial roadways should strongly discourage strip development, by requiring the use of access management techniques such as limitations on curb cuts, requirements for shared driveways, and requirements for landscaped buffer areas.

A comprehensive corridor study of the Route 100 area should be undertaken to determine the most appropriate land uses and development restrictions for the areas.

Studies

If New Gloucester continues to be the preferred location for a Turnpike exchange by the Maine Turnpike Authority, a comprehensive area study should be undertaken by the Town to determine appropriate development and conservation areas, and to make recommendations for subsequent zoning ordinance changes. All such studies shall be completed with the input of the towns of Auburn and Gray.

Open Space

Using the Greenbelt/Open Space plan as a guide, the Town should aggressively pursue access and/or protective easements on open space properties, should establish priorities for purchase of passive and active recreational lands, and should aggressively seek state funding for acquisition of key properties.

Developers should be required to participate in articulated Town open space planning efforts. A method for exactions shall be reflected in the Town's subdivision regulations.

3. **Housing**

To encourage and promote affordable, decent housing opportunities for all Maine citizens

Goals

Promote well-constructed, well designed, well-sited structures that promote healthful, safe and energy-efficient living conditions in settings that are respectful of rural character.

Provide housing opportunities for all income and age groups.

Encourage alternative types of housing to accommodate the needs of the elderly.

Respect the significance of the Town's stock of historic buildings in any future housing strategies.

Policies

Make an effort to allocate more land area, as needed, to meet all housing demand, so that housing types such as attached multi-family dwellings, cluster housing, condominium developments and manufactured housing may be permitted and located in designated growth areas.

Create affordable housing (as defined by the Office of Comprehensive Planning), at a rate that, at a minimum, will result in creating 48 affordable units over the ten year period from 1990- 2000.

Encourage housing projects that accommodate the needs of New Gloucester's aging population in an affordable setting, in locations where appropriate support services exist or will be developed.

Strategies

Establish an affordable housing subcommittee to monitor the amount and cost of new housing being created, to study ordinance provisions and to carry out other tasks as mentioned in this section.

Review the town's need for alternative layouts of housing such as, for example, zero lot line development, and prepare and present to the town of enactment amendments to the zoning ordinance setting forth performance standards and other requirements for those types of housing.

Review Town owned land (especially tax acquired land) to determine its suitability for location of an affordable housing project.

Publicize current provisions for affordable housing contained in Town ordinances such as the affordable housing density bonus, cluster housing, and the standards for accessory apartments, perhaps by holding a workshop for area developers.

Support and encourage the creation of a Community Land Trust for affordable housing in the Town, or the region. A Community Land Trust is a private, non-profit corporation created to acquire and hold land for the benefit of a community and the individuals within it. A CLT differs from a regular land trust in that the latter traditionally holds easements on or owns land for open space preservation purposes. The CLT holds the deed to land and provides long term or lifetime land leases to building owners, who may be individuals, families, housing cooperatives, or even small businesses. The leases carry restrictions on the use of property as well as limitations (such as price) at which any buildings may be sold.

Evaluate the areas where traditional housing for the elderly, congregate housing, boarding care and nursing homes are currently allowed to determine the best potential location for elderly housing, taking into consideration proximity to major transportation corridors, proximity to services and other potential impacts.

Support the creation of affordable rental housing and housing for the elderly through the conversion of existing buildings, where the lot size and site conditions will support additional density. Review Town ordinances to ensure that conversions are possible in a variety of locations.

Adopt a building code to establish minimum structural standards for new construction and to promote energy efficiency. The Selectmen should appoint a special committee, consisting of the Code Enforcement Officer, the Fire Chief, a representative of the Planning Board, and two citizens with knowledge of construction and architecture. This committee should prepare a building code through study and public hearing for review by the Planning Board and Selectmen and presentation to the town for enactment.

4. Environmental Protection

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

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

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

Goals

Retain the town's natural, rural and residential character and protect the Town's natural resources while accommodating change in ways that meet the needs of the residents.

Policies

Areas that pose constraints to unregulated development due to the presence of critical environmental or man-made features include: the sand and gravel aquifer, areas containing wetlands, streams and floodplains, important views, historic districts and sites, unsuitable soils, agricultural land and soils, watersheds, important wildlife areas, forested lands, and other unique features such as important vegetative species and geologic features. These areas are important for economic, social and environmental reasons. Such areas shall be

designated as “rural” and “conservation areas” and protected from incompatible levels of residential development through critical areas zoning, environmental overlay districts, financial incentives and/or other protective mechanisms. In some cases, limited development may be permitted, subject to performance standards.

The Town should continue to plan for future development in the context of private water supply and private sewage treatment, i.e. allowable densities of development and locations of new development should not lead to or cause the need for these public services. Due to limited information and knowledge regarding groundwater characteristics, and limited financial ability to study the resource, the “safest” land use alternative is to limit development densities. However, recognizing the vulnerability of private wells, it should also be recognized that a public water supply may have to be established at some future time, particularly in the Upper Village.

There should be a financial commitment on the part of both the public and private sector to study land use/water quality relationships so that potential growth areas can be identified and a more varied pattern of land use can be proposed in the future.

All wildlife resources are recognized as having significant importance to the town and are considered a constraint to development, whether identified on Comprehensive Plan maps or through site by site analysis.

Forested land is recognized as a critical Town resource based on its value as an important economic commodity, its open space characteristics, and its historical importance to the Town as recreational land. Forest areas shall be protected by management policies that stress maintenance of economic value, regeneration capabilities, value as wildlife habitat, value as recreational and open space areas and aesthetic value.

Both large and small farms are significant and should be protected. There should be incentives to encourage continued working of current active farms, combined with opportunities for the preservation of potential farmland. Besides economic value, active farmland enhances the goals of preservation of rural lifestyles and character, and contributes to scenic and recreational enjoyment of residents.

Sabbathday Lake and Lily Pond should be afforded a high level of protection on DEP’s scale of low, medium or high protection, because of:

- the importance of water resources to the community,
- the amount of recreational use sustained by the waterbodies,
- the presence of cold water fisheries rated as high by the Maine Department of Inland Fisheries and Wildlife (Sabbathday),
- use of lake as a drinking water source for seasonal residents,
- scarcity of surface water bodies in the Town, and
- DEP’s rating of Lilly Pond as extremely vulnerable and Sabbathday Pond as highly vulnerable.

Strategies

General

Among other methods discussed in this section, sensitive environmental features will be protected by basing allowable development densities on the amount of buildable land area left after subtracting out critical areas.

All resource protection boundaries should be evaluated to ensure that all features listed as warranting resource protection status are included within that zoning category and that the minimum requirements of the new State Shoreland Zoning Ordinance are met or exceeded. The Conservation Commission shall continue to investigate the environmental impacts of proposed development projects and to comment to the Planning Board on same.

Surface Water

A watershed protection plan, incorporating modern standards for protection should be developed for Sabbathday Lake and Lily Pond and incorporated into the zoning ordinance. Such standards, at a minimum, should make use of: the “lake vulnerability index” and phosphorus loading models developed by the Department of Environmental Protection.

Phosphorus control performance standards shall include timber harvesting standards, recommendations for agricultural practices, retention of forested areas to act as phosphorus buffers, and road construction and maintenance standards.

Per acre phosphorus calculations should be employed on a single lot basis as well as for subdivisions. Methodologies for this technique and for administering it should be included in zoning and subdivision regulations.

Development projections for lake watersheds should be updated every 5 years to adjust the phosphorus allocation accordingly.

Consideration should be given to further limiting the expansion of non-conforming uses and structures around lakes and streams, except for cases of proven hardship.

Methods for acquiring public access to Sabbathday Lake should be identified and pursued.

The stream protection district provisions of the State Shoreland Zoning Ordinance should be applied to streams within the Town.

Required setbacks from intermittent streams and drainageways shall be determined during the development review process based on soil and vegetation characteristics, erosion potential and slope.

A regional watershed protection effort in conjunction with the Towns of Gray, Poland, Raymond and others who share common watersheds should be continued. The Conservation Commission shall be responsible for continued communication.

Wetlands

The wetlands protection section of the current zoning ordinance should be amended to include the latest recognized criteria for defining wetland boundaries. The burden of proof for determining the existence or no-existence of wetlands should fall on the developer.

The wetlands protection section of the current zoning ordinance should be continually modified based on new research, findings and technologies that afford more practical and workable solutions.

The Town Water Resources Map which shows wetland locations should be prominently displayed in Town Hall and used as a guide during the development review process.

Additional buffer areas around identified wetlands shall be retained for the purposes of protecting critical wildlife habitat areas. The most recent information on buffers developed by the State Department of Inland Fisheries and Wildlife shall be used for guidance for determining buffer width.

Floodplains

All 100-year floodplains shall be given resource protection status.

Water Supply/Aquifer

Although it is planned to protect water quality and quantity in new Gloucester so that a public supply is not necessary, studies should be undertaken to determine the exact location of future public well site. A request for funding for additional study should be presented to Town Meeting. Methods for site acquisition and/or protection for the potential “zone of influence” should then be explored.

A comprehensive Town-wide water supply protection effort should be developed to address bedrock aquifer resources, springs and surface water, as well as the sand and gravel aquifer resource. Recent data compiled at the State level indicates that bedrock aquifers in some areas of the state may be equally, if not more, prone to contamination than sand and gravel aquifers.

Clustered development and mixed use development in village-like patterns may be allowed in designated areas where hydrogeologic analysis shows it to be appropriate and safe.

The boundaries of the existing groundwater protection overlay zone should be reviewed on an annual basis, in light of any new credible data that may become available concerning the location of aquifers and recharge areas, as well as the restrictive provisions applicable to that zone, and recommendations for any amendments necessary to assure adequate protection for the groundwater resources of the town should be proposed.

A regional groundwater protection effort in conjunction with the Towns of Gray, Poland, Raymond and others who share the sand and gravel resource, should be continued. The Conservation Commission shall be responsible for continued communication.

The Town-wide water quality monitoring program should be continued, and funded by yearly appropriations. The continued focus of the program should be on well and lake/pond monitoring efforts, and expansion into the area of non-point source pollution assessments (using conductivity meters) along streams and the Royal River. This program shall be the responsibility of the Conservation Commission.

The Conservation Commission should continue to investigate the equipment and resources needed to accurately record and map water quality information on a computer data base. A request for funding should be submitted to the Town Meeting if needed.

A standing committee on Water Resources should be appointed by the Selectmen, to take advantage of the expertise of certain Town residents in hydrology, geology and biochemistry. This group could serve in an advisory capacity on such issues as impact of major new developments, water quality problems and plans for future monitoring and control measures.

Potential areas of non-point source pollution and areas where historical land uses may have impacted water quality have been mapped by the Conservation Commission. Further testing/investigation should be done to document the effect of the mapped sites.

The aquifer protection standards contained in the zoning ordinance and subdivision regulations should be examined for consistency.

Sewage Disposal

Deficiencies in the State Plumbing Code should be analyzed, and a supplemental (local) plumbing code developed to address these inadequacies.

The sharing of common leach beds should be discouraged unless a soils and hydrogeologic analysis shows that cluster housing, multi-family, institutional, elderly/group housing or commercial uses such as motels can be safely accommodated, or unless new technologies become available. This shall be accomplished through the addition of specific standards to appropriate regulations.

The adoption of a townwide septic waste management program should be considered, to be implemented by the Code Enforcement Officer. Elements of the program would include periodic inspections, pumping, a response program for malfunctioning systems and an educational program regarding septic system maintenance.

Wildlife

All available information on wildlife resources (such as updated deer yard maps) should be used by the Planning Board during the project review process. Critical areas, wetland areas, and deer yards, among others, shall be considered a constraint with impact mitigated or prohibited during the review process.

Forest

Incentive programs should be developed to offer owners of timberland better opportunities for retention of land in forestry use.

The Town should become active in affecting policy changes at the State level to make the Tree Growth Taxation law more effective and to allow municipalities to alter their taxation structure to offer additional incentives for the management of forest land.

Available information on tree growth taxation should be displayed in Town Hall.

An educational program about appropriate use of woodlands by snowmobiles and ATV's should be sponsored by the Conservation Commission or Recreation Commission.

Unauthorized dumping of solid waste and white goods should be policed and appropriate regulations enforced.

Unique Features

Unique features and critical areas as identified in the inventory section of this plan shall be considered development constraints with impact mitigated or prohibited during the review process.

Visual Resources

Important scenic areas shall include all those areas identified on the Comprehensive Plan development constraints map; or as identified during the development review process. These locations should be further refined and prioritized using documented methodologies. Performance standards related to clearing, building height and location should then be formulated to protect scenic areas.

Farmland

Zoning regulations and other non-regulatory incentives should be developed to provide actively managed farmland better opportunities for sustainable agricultural use. The protection of potential farmland (i.e. techniques to insure the availability of acreage), even if these areas are not actively farmed, should also be considered to reserve these areas for future agricultural activity.

Strip development of lots on rural roadways in agricultural areas of the Town should be discouraged through the adoption of performance standards and incentives such as clustering.

The Town should work with owners of agricultural land who wish to subdivide, to arrive at a layout and plan that preserves farmland to the maximum extent.

The Conservation Commission should pursue a variety of activities to encourage the viability of farming, including initiating a strategy for joint marketing of local products by publishing a listing of products available from farms in New Gloucester.

The Town should become active in affecting policy changes at the State level to make the Farm and Open Space Taxation law more effective and to allow municipalities to alter their taxation structure to offer additional incentives for the ongoing management of agricultural land.

Gravel Pits

Existing standards for development and management of gravel pits should be updated as needed to reflect credible new information on management and reclamation techniques.

Radon

The Conservation Commission should map areas of potential high radon levels within the Town and should organize a program of education and prevention. A testing program involving measurements of air and water radon (similar to the well testing program) should be organized.

5. Historic/Archaeological Preservation

To preserve the State's historic and archaeological resources

Goal

Encourage the preservation of the historic structures and areas and archaeological sites throughout the Town.

Policies

Individual historic buildings and sites, although isolated from concentrations of like areas, shall be considered significant and worthy of protection.

Strategies

The current zoning ordinance regulations which provides a method for regulating the compatibility of new construction within historic districts shall be evaluated for possible changes, including designation of new areas, amendment of current allowable uses, and standards for modification of existing structures.

The inventory of all historic structures and areas in the town, conducted by the Town Historical Society should be published and a campaign to design and place appropriate markers on all structures and areas important in the historical development of the town should be initiated.

The Historical Society should continue their efforts by completing the nomination process for any buildings or areas eligible for inclusion on the National Register of Historic Places.

The information contained in this plan concerning potential archaeological sites should be used by the Planning Board when reviewing development proposals.

The New Gloucester Historical Society should seek appropriate outside funding to conduct a program of oral history interviews with the town's older inhabitants and to systematically expand and complete its museum collection of books and objects pertaining to the history of the town.

The New Gloucester Historical Society should seek a building, to serve as a meeting place, museum and record/artifact storage.

The Selectmen should appoint a special committee consisting of the Code Enforcement Officer, a representative of the Planning Board, a representative of New Gloucester Historical Society, and two inhabitants of the town with knowledge of architecture. This committee should review present design standards, examine alternative methods of regulation through study and hold public hearings for review and comment. The committee should present an ordinance proposal for enactment by the Town.

The committee should investigate the possibility of preparing an ordinance to satisfy state requirements for participation in the Certified Local Government program, which would permit New Gloucester to share in historic preservation funding along with the other certified communities.

The committee should compile photographs and other examples of typical features of period structures into a guidebook to serve as an aid to the Planning Board when reviewing development in historic areas.

6. Transportation

Goals

Provide an adequate network of roads to safely accommodate present traffic and anticipated increases.

Minimize/eliminate public spending for roadway improvements associated with new, private development.

Create a system of regulatory standards for new road construction that results in construction of roads that are in keeping with rural character and sensitive to environmental conditions.

Provide adequate and safe winter roads.

Use every possible means to prevent the pollution and contamination of groundwater when storing and using salt and other chemicals.

Prevent construction of new roads prior to review by the Code Enforcement Officer or the Planning Board.

Policies

Disturbance of land via clearing, scrubbing, grading and/or constructing roads prior to the approval of plans by the appropriate authority shall be considered a violation of Town ordinances and will be prosecuted accordingly.

Supplement Town financial contributions to roadway improvements with financial support from those who create the need for such improvements.

Future road locations and roadway realignments should be respectful of historic structures and sites.

Strategies

Review the town street design standards and the provisions of the subdivision regulations and zoning ordinance concerning roads, road frontage and access and prepare and adopt or present to the town for enactment amendments that will establish flexible standards for road design. An objective in redesigning such standards will be to create new roads that combine features of traditional New England streets (retention of curves and trees, narrower right of ways) with modern safety standards.

Have the Planning Board review, in consultation with the Road Commissioner and Selectmen, the existing road network, the system of rangeways, the present and projected needs of town for road access with the objective of creating a town road plan. Appropriate ordinances should be created and presented for adoption to require developers to participate in road construction according to the officially adopted plan.

Road frontage requirements should be amended to discourage the current practice of development of interior lots on substandard private roads.

A comprehensive sign ordinance should be drafted based on safety and aesthetic considerations of signs as viewed from public roadways.

Prohibit the clearing for and construction of new roads without prior approval of either Town staff or the Planning Board, depending on the nature of the project. New regulations should be established to require a permit to construct a new road. For roads in proposed subdivisions, the Planning Board would issue the permit as part of the subdivision review process. In projects outside of subdivisions, the Code Enforcement Officer would review plans for compliance with Town road standards and for erosion control measures.

Conduct a small area study of the Upper Village and create a plan for improvement of access to properties such that traffic safety is enhanced.

Enlist the cooperation of Upper Corner business owners in improving access conditions via joint driveways, and defining of curb cuts via curbing and installation of landscaping.

Appropriate techniques such as shared driveways and a limitation on curb cuts should be adopted to improve traffic safety on major roadways.

Implement a system of impact fees to offset costs for roadway improvements.

The Town should carry out effective erosion control measures such as stabilization and seeding, and should be aware of Town buffering requirements in carrying out maintenance and construction projects.

Existing roadway, bridge and intersection deficiencies on local roads should be programmed into the capital improvements program.

The Town should actively participate in planning and negotiating for repairs of existing roadway, bridge and intersection deficiencies on state maintained roads.

7. Recreation

To promote the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.

Goals

To provide an opportunity for citizens of New Gloucester to participate in a wide range of recreational programs thus enhancing the quality of life within the community.

Policies

To maintain and improve the existing facilities through the use of a capital improvements plan based on citizen support and need.

To create new recreation facilities in the future that will coincide with New Gloucester's long range goals and policies.

To provide for a maintenance program that will keep all facilities, at a minimum, at their present condition level.

Strategies

The Recreation Committee should work closely with the Capital Improvements Committee to program long term capital recreational needs into the Town's overall capital improvement program.

Investigate additional funding sources such as state and federal grants and other monies to carry out long term plans.

Advocate for, and where possible, participate in the development of a green belt system.

Consider the creation of an impact fee system to allow private developments to contribute to the Town's recreational objectives, in an amount commensurate with the development's impact on recreational resources.

8. Public Facilities and Services

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

Goal

Develop and maintain a system of town facilities and services adequate in all its capabilities for present service and future anticipated needs, while keeping tax rates reasonable and maintaining a rural atmosphere.

To implement a procedure for long range planning for capital facilities.

To meet the current and projected needs of the town for effective, fair, and efficient government.

Policies

Maintain efficient and fair town fiscal management practices.

Maintain a mix and level of public services to satisfy expectations associated with a rural environment and lifestyle.

Avoid as much as is reasonably possible, reliance on the residential property tax as a method of raising revenue.

Strategies

Capital Improvement Planning and Capital Needs

Continue to implement the proposal for a 5 year Capital Improvement Plan contained in Appendix C.

Implement the findings of the Town Building Analysis Committee via the five year capital improvements plan for the following building improvements:

- Addition to the Town Library
- Addition to Public Works Garage

- Renovate second story of Town Office
- Construct additional fire/rescue facility

Implement the following capital equipment needs via the five year capital improvements plan:

- Additional highway truck
- Refurbishing of pumper tanker
- Replace two dated highway truck
- Replace grader
- Replace fire truck
- Replace loader

Fiscal Management

Continue to utilize the gross budgeting system and update a fixed assets list for the auditor.

The Town should continue to place 60% of surplus funds into the undesignated fund balance, with the remaining 40% put toward offsetting the tax commitment of the following year.

The Town should monitor recent fiscal management strategies and continue to implement new procedures/standards as needed.

Solid Waste

Move ahead with safe closure of the old landfill as soon as is reasonably possible.

Proceed with relicensing of the transfer station, implementing modifications (if any) that need to be made to comply with State law.

Continue the current arrangement with MMWAC regional incinerator for disposal of trash.

Continue to be active in MMWAC policy making via Town representative on MMWAC boards/committees.

Per the current agreement, begin the disposal of demolition material at the RWS facility in Gorham, when the facility begins operating.

Increase the participation rates in the Town recycling program to meet state mandates by conducting public information programs, by considering the adoption of a mandatory recycling ordinance, and by recycling additional materials when feasible.

Actively pursue additional grant monies for the improvement of the recycling program.

Consider the possibility of entering into a regional recycling program if the program represents a cost savings to the Town and improves marketing of recycled materials.

Work out arrangements with MMWAC to mutually satisfy tonnage requirements for the incinerator and tonnage requirements to meet State mandates for recycling.

The tasks of the existing Town Recycling Committee should be expanded to cover all solid waste issues including oversight of the transfer station and involvement in such issues as roadside dumping.

Septage

Establish a contingency plan for septage disposal in the event that disposal through the Lewiston-Auburn Water Pollution Control Authority is no longer available.

Water Supply

Initiate engineering studies to determine the appropriate location of a potential future water supply (including, but not limited to the Upper Village) in the event that exhaustion or contamination of groundwater makes such a system necessary.

Actively seek a long term solution to existing contamination of water supplies in the Upper Village.

Social Services

The Town Manager and Selectmen should review available local social services programs yearly in order to determine whether townspeople are adequately served, and seek funding by appropriation or otherwise for any necessary additional programs.

Energy Conservation

Update the heating system in the Town Office and enclose the Office's fuel tanks for energy conservation purposes.

Procedures

Provide adequate civil emergency preparedness that will enable the town to direct and coordinate activities in the event of any civil emergency.

Institute a method for clearing and deicing winter roads that uses a minimum amount of salt and deicing chemicals to ensure safe roads while honoring the Town's commitment to maintaining good water quality.

The Code Enforcement Officer should establish a computerized land records system to track land use activity, permits, violations and property characteristics.

Town staff, boards and legal staff should implement a protocol for preventing land use violations.

Data Collection

Continually update the database for town planning, including population, social, economic and other trends that might affect overall town planning and the educational program and physical facilities of School Administrative District 15.

Staffing

The Town Manager shall continue to review with each town board and commission its present and future needs for staff support and should recommend staffing increases

necessary to meet those needs. The need for in-house planning assistance should be investigated.

Incentives for retaining and attracting volunteers should be developed, such as training.

9. Greenbelt/Open Space

Goals

Provide a connection system of trails and undeveloped land from one end of town to the other, so to maintain the townspeople's traditional access to open land.

Effectively preserve open land that is significant due to the presence of scenic views, wildlife habitat, wildlife travel corridors, stream corridors, water resources, potential public access points, potential sources of water supply and other critical features.

Policies

Trail connections should include connections with surrounding communities; appropriate coordination should continue.

Utilize existing woods roads, trails, the interurban system and other spaces to connect various area of the community

Provide trail and access systems that connects to various lake, pond and river and wetland resources, as well as critical wildlife habitat.

Tie trail systems to visually significant areas.

Incentives for keeping land in open space use should be examined because (in addition to environmental reasons) open land doesn't require the provision of services and expense of tax dollars, as does residential and commercial development.

Strategies

Methods

Work with the Planning Board to establish standards and regulations that require developers to take into consideration the permanent preservation of existing trails that run through their proposed development; utilize the development constraints map as a base for identifying such trails and update on a periodic basis.

Working with the New Gloucester Land Trust, acquire trails and open space areas of significance through fee simple acquisition, donation or through tax acquired property.

Where outright ownership is impossible, secure easements or establish restrictive covenants during the review process across various parcels to protect their quality as an important piece of open space, wildlife area or connection trail.

Oversight

New Gloucester citizens should establish an independent Trails Association to develop and maintain Town-protected trails. The Association should include the snowmobile clubs,

horseback-riding groups, cross-country skiing, and other interested parties. The Association should request an annual appropriation from the Town to cover direct expenses. Matching State funds are available and should be sought.

Funding

The Town should establish a Land Acquisition Fund for acquisition of recreation and open space land and easements.

- a. Establish a town policy that requires at least 50% of the proceeds from all sales of tax-acquired property be credited to the Land Acquisition Fund.
- b. Formally include the New Gloucester Land Trust as an advisor and potential intermediary in acquiring open space lands.
- c. Seek additional funding from state and federal sources, as available, to match town funding for individual parcels. Funds may be available through Land for Maine's Future and the Department of Inland Fisheries and Wildlife.

Priority Geographic Areas

The Town should acquire recreational or conservation easements to all snowmobile/recreation trails identified on the Committee's map. The Town should coordinate protection of the trail system with surrounding towns. A primary goal is to connect Pineland Center land to the Interurban.

The Town should seek to acquire or protect, through recreation and conservation easements, the former right-of-way of the Interurban Railway. The Selectmen should appoint a committee to lead this effort, with assistance from the New Gloucester Land Trust.

The Conservation Commission should study ways to protect Lily Pond and surrounding land from resource degradation.

The Conservation Commission, or a special committee, should study the feasibility of future acquisition of town access to Sabbathday Lake, including possible development of the beach across from the Grange Hall.

The Selectmen should write a letter to the Department of Transportation, requesting that the DOT develop a canoe launching and parking area adjacent to the Morse Road bridge.

The Town should consider acquiring and developing a parking and canoe access area on Route 231 at the Royal River bridge.

The New Gloucester Land Trust should identify large parcels of land that receive high public usage, discuss future plans with the landowners, and develop a priority list of lands for possible protection with easements, or acquisition.

The Town should acquire conservation easements to protect the three areas mapped as State Critical Areas.

The Conservation Commission should meet with other towns to establish a Royal River Corridor Commission to establish guidelines and procedures for ensuring protection of the

River and lands along its banks and should work with the Greater Portland Council of Governments on the current Royal River watershed project.

The Town should prioritize the acquisition or protection of any lands needed for the protection of a future public water supply.

10. Economic Development

To promote an economic climate that increases job opportunities and overall economic well-being.

Goals

To ensure that natural resource protection goals and strategies contained in this Plan are carried out in conjunction with any business development efforts.

To balance the current reliance on the residential property tax via the encouragement of development of selected businesses and industries.

To establish a front line response in Town Government for dealing with inquiries and providing information about the Town and Town regulations to prospective developers.

Policies

Create an economic development policy that satisfies the following goals of the Town:

- shifts the tax burden away from residential, agricultural, forested and open space properties;
- preserves the rural and historic characteristics of New Gloucester;
- maintains the safety and traffic carrying capacity of New Gloucester's major arteries;
- ensures that infrastructure and service requirements do not exceed the Town's ability to provide them.

To reflect general community feelings and needs in establishing the scope and direction of town's future economic growth.

To meet the needs of the town's population in terms of retail sale of goods and services rather than regional needs.

To reserve land area for business development so as to ensure its availability when the economy is favorable.

To limit business development such that it functions as a stabilizer/enhancer to the tax base rather than an additional burden requiring the need for town financed public improvements.

Strategies

Review the needs and opportunities for new commercial and industrial enterprises as identified in the Economic Development Report commissioned by the Town Selectmen in 1990.

Evaluate the short and long term net impact economic development will have on the Town's residential tax burden.

The current business zones should be evaluated for the presence of environmental constraints and to determine whether they include the correct mix of allowable uses in each location, and rezoned as appropriate to mixed use Village districts.

The current zoning ordinance should be amended to prohibit new residential development in the designated business area so as to reserve this area for its long term intended use.

The Town should focus business/light industrial development efforts near the New Gloucester/Auburn town line. A mixed use business area should be designated here, that allows for light industrial development and which does not allow retail establishments.

New Gloucester is primarily interested in attracting economic development as a method of reducing property tax impacts on residential land owners. The Town should get active in the property tax reform movement at the local, regional and state level to work towards other, additional solutions to the property tax issue. Similarly, the Town should address costs of residential sprawl by effectively limiting new growth to targeted growth areas.

Agreements between Auburn and New Gloucester should be pursued such as sharing of utilities and/or possible joint investment in facilities and programs that may benefit both jurisdictions (e.g. Lewiston's investment in the Airport)

New Gloucester should seek representation on Auburn committees that deal with issues of regional concern such as the airport.

The zoning ordinance should be amended so that it encourages the types of businesses that the Town supports.

Existing performance standards should be reviewed and amended if necessary, to insure that new business development will not negatively affect natural resources and will be visually attractive.

CHAPTER FOUR – GOALS, POLICIES AND STRATEGIES – THEIR RELATIONSHIP TO STATE AND INTERLOCAL ISSUES

The State Growth Management Law requires that local goals and policies promote ten broad State goals, and further, that local policies be consistent with regional goals and policies adopted by the area's Regional Council. In the following section each of New Gloucester's goals, policies and strategies was organized in accordance with the ten state goals relating to the growth management law. The regional goals adopted by the General Assembly and the Executive Committee of the Greater Portland Council of Governments are incorporated in Appendix E.

In general, the town was not found to be in conflict with any of those goals and has, in fact, worked toward improving those state and regional goals through active development of the following issues and strategies:

- Establishment of a capital improvement program committee;
- The preservation critical agricultural land;
- The clear delineation of growth and rural areas;
- Development standards related to growth and rural areas;
- Creation of an affordable housing strategy;
- Outlining the objectives of an economic development effort;
- The long term protection of all water resources and other natural and critical areas;
- The development of a townwide historic preservation program; and
- The establishment of an open space/greenbelt plan.

At the same time, New Gloucester has identified a series of important issues that involve interlocal interests. We have agreed to continue to work on the issues outlined below through a series of joint meetings, working with subregional planning organizations and working with GPCOG. The most critical regional issues are:

- Consistency of adjacent development patterns in Gray and Auburn;
- Land use management in the Royal River Watershed;
- Land use management the Sabbathday Lake Watershed;
- Shared transportation corridors
- Open space/greenbelt systems that cross town lines
- The wetland and aquifer areas adjacent to the Gray boundaries; and
- The impact of the Pineland Center.

Anticipated Interlocal Impacts of the Comprehensive Plan

New Gloucester's long term planning policies and strategies will no doubt affect adjacent communities and the surrounding region. Although it is impossible to predict all possible effects, we present the following as a list of likely anticipated.

Regional Impacts

- New Gloucester's focus on preservation of agricultural and forestry lands, with the intention of sustaining profitable resource-based businesses, may help the subregional economy for such businesses by providing economies of scale and may enable a "critical mass" of agricultural and forestry operations to locate or remain in the area.

- New Gloucester’s environmental management strategies particularly in the areas of watershed and aquifer protection indicate that the Town considers these resources important to its future and is interested in working with adjacent communities to protect them.
- The Town’s focus on implementing access management measures including the regulation of signs, especially on the major routes 100 and 26 will improve traffic safety for travelers in the region, and will enhance the development of tourism in the area by improving aesthetics.
- New Gloucester’s strategies regarding historic preservation and protection of scenic areas will also have a positive effect on visual enjoyment for the road and will positively impact tourism. Also, preservation of the New England countryside is important to regional character. Shaker Village and the Lower Village are historic resources of national significance.
- The proposed trail/greenbelt system, because it involves areas that abut other Towns (e.g., Pineland Center), will offer regional recreation opportunities.
- Through its existing mobile home park ordinance, current ordinance provisions encouraging the construction of affordable housing, and future planned efforts in this area, as identified in the plan document, the Town is showing its willingness to accept a fair share of the regional housing burden.

Specific Impacts on Individual Towns

- The New Gloucester Planning Commission had the benefit of spending an evening with two of Auburn’s planners. We understand that the proposed land use map is consistent with Auburn’s long range plans. Auburn is amenable to the possible sharing of infrastructure on Route 100 and is itself interested in developing additional industrial land in the area adjacent to New Gloucester. The intent of their agricultural zoning is intact because the adjacent area in New Gloucester has been designated as a rural area.
- Pownal and North Yarmouth stand to be impacted by New Gloucester’s policy toward Pineland Center, if this is implemented. Plans call for the development of a mixed use area of supporting businesses and offices to compliment possible Pineland redevelopment.
- New Gloucester’s designation of its main growth areas between the Turnpike and Route 100 is consistent with a similar strategy on the part of the Town of Gray. New Gloucester’s plan calls for buffers of development of less intensity around growth areas, ensuring that the Route 100 corridor doesn’t become one large strip of commercial development. New Gloucester’s plans do not include the development of significant amounts of new retail space, therefore, New Gloucester residents will continue to patronize regional shopping centers for their retail needs.
- The outlying areas of New Gloucester have been designated as rural areas which is consistent with the undeveloped nature of the surrounding rural Towns of Durham and Poland.
- Natural resource protection plans call for interlocal efforts with all the towns stated above and the Town of Raymond. Resources that cross town borders will, (hopefully within the planning period) be protected by consistent regulations.

CHAPTER FIVE – THE DEVELOPMENT CONSTRAINTS MAP

Definition/Purpose of Map

As part of the inventory process, the Comprehensive Plan Committee prepared a Development Constraints Overlay Map (see Figure 2 on the following page). The map summarizes the most critical features identified in the inventory and analysis stage and presents them, where possible, in relation to the physical layout of the Town. The Constraints Map includes features which are the basis for the development of the future land use plan.

Summary of Map Features

In the following, we briefly describe in summary fashion, the role that each constraint played in determining future land use patterns.

Historic Features

While not delineated on the development constraints map, the historic resources subcommittee has inventoried and identified over 190 structures worthy of protection that, aside from a few concentrated areas such as the Upper and Lower Villages, and Shaker Village, are spread throughout the Town. Historic structures have clearly been identified as a critical component of the cultural fabric and character of the Town. The conclusion of the committee was that a town wide approach to protecting these structures should be developed. These areas represent a constraint to the type of uses allowed and design of new structures and renovations.

Forest Resources

The forestry committee, in mapping the forest resource of New Gloucester, concluded that forested areas should be protected through continued harvesting and management, using varied forestry techniques where appropriate to individual parcels. In this way, new forest growth will be encouraged, wildlife will continue to have a varied and changing natural environment and the pressure to develop forest land will be lessened.

Agriculture

The overlay map noted that the prime farmland soils are generally outside of the aquifer area; however, prime agricultural soils are usually the better soils for development purposes. Further, the Agricultural Resources Committee found that generally, active farming activity has declined over the last ten years. However, like the forest resource, the agricultural resource (using both prime and non-prime soils) is seen as an important long-term commodity critical to both the character of the community and to a future, local food supply.

Road System

It was considered desirable for the Town's road system (existing and new roads) to be developed to support and encourage a centralized growth area. Existing land uses patterns show this area emanating out from the center of town (the Town Hall area, the intersections of Route 231, Gloucester Hill Road and Cobb's Bridge Road). In 1988, the town further encouraged a centralized pattern of land development by establishing three village areas at

Insert Development Constraints Map

Route 100/231 intersections, the Town Hall area and Route 100 and Gloucester Hill Road. The area connecting these centers, however, remains rural residential and of relatively low density. In developing a future land use plan, the Town will address how any other new roads or road improvements to existing arteries will help to further this centralized growth pattern.

Recreation Facilities

Present town-owned facilities, for the most part, remain scattered, although the recreation land next to the Memorial School is within the identified town center. The concept of locating recreational facilities to serve specific neighborhoods or geographic areas has not yet been implemented in New Gloucester. With the addition of active recreation facilities in mind, there will need to be a greater emphasis on obtaining permanent ownership of traditionally used, private lands especially those that lie within projected growth areas.

Greenbelt System

Concurrent with the need to centralize future recreation facilities, there should be a concerted effort to connect recreation areas with the greenbelt system, utilizing existing trail systems (in particular, the Intervale, rail lines and CMP systems). The goal of the greenbelt system is to also connect unique natural areas, critically identified open space areas, important viewsheds and other publicly owned land (i.e., Pineland Center). These categories are mapped on the constraints map and need to be included in future land use planning policies and strategies.

Very Low Soil Potential Areas

The Development Constraints Map shows the locations of very low potential soils, as identified by the Cumberland County Soil and Water Conservation District in their manual "Soil Potential Ratings". The Town of New Gloucester is dominated by this soil group, when one overlays the medium intensity soils map across the Town. These soils begin in the southern quadrant of the town just north of the River and continue to the southern border. They also dominate the town north of Route 100, (several areas of good soil are available between Route 100 and the Maine Turnpike that are located in the aquifer areas). Unsurprisingly (given historical development patterns), the central village areas identified above are of reasonable soil quality, with large areas offering some development potential.

Aquifer and Aquifer Recharge Areas

The overlay map identifies areas of large sand and gravel deposits, as well as the recharge area. As planning for water resource protection, is a major focus of the Town, this area is vitally important. It should be noted that the area stretches its southern border to Route 100, which provides a natural barrier for planning purposes.

Visual and Scenic Parcel Resources

New Gloucester abounds in critically important visual accent points and in important open space and scenic parcels. These are mapped on the Constraints Overlay and should be included in the future land use plan as areas worthy of protection.

Transportation Facilities

Dougherty Road and Route 231 intersection has been identified as having a critical rate accident factor. In addition, two other intersections along Route 231 are considered suspect because of deficient design or site distances. These intersections need to be considered in the planning and implementation stages, particularly regarding their ability to accommodate future increases in traffic.

Natural Resource Preservation

The Constraints Overlay identifies a number of areas considered to be important from a natural resource perspective. Previous analysis calls for their protection through a combination of approaches such as intervention by the New Gloucester Land Trust, regulatory restrictions and Town assessing policies. Particular attention should continue to be paid to those areas that have been prone to development, for example wetland areas, deer yards, important fisheries and floodplain areas.

The present land use ordinance does, in fact, place significant restrictions upon use within the resource protection zone. How and where this zone might be expanded to include wetlands, deer yards, and important critical features areas will need to be considered.

Future Commercial and Light Industrial Development

The future land use plan, in identifying the potential location of such activities, must take into consideration the surrounding natural resources and their capacity to absorb development. Concurrently, the development plan must also take into consideration the availability of certain infrastructure features, such as 3-phase electrical power, sewer potential, water supply potential and modern communications.

Additionally, present zoning places a business zone in an area which has a significant number of natural resource constraints. Conversely, the area adjacent to the Auburn border has less critical restrictions and is somewhat developed already. Additionally, long term planning for infrastructure is, because of natural terrain and conditions, more appropriate for the location adjacent to Auburn.

Public Access

A significant deficiency in New Gloucester is the lack of formal access to a number of unique natural resources; for example, the trail system is primarily privately owned and public access to Sabbathday Lake is limited to a single boat launching point. Any land use plan and strategy should include requirements for public access to many of the areas mapped on the constraints map.

CHAPTER SIX – NEW GLOUCESTER LAND USE IN THE YEAR 2000

Definition And Purpose of The Land Use Map

A land use map is a graphic representation of the goals, policies and strategies contained in the comprehensive plan document. It illustrates the preferred layout of development for the ten year planning period to the Year 2000. The map illustrates categories and intensities of development that are consistent with the goals and policies of the Town. In New Gloucester this means that generally speaking, new growth is directed away from sensitive environmental features and towards areas that have the capacity to accommodate new development.

The land use map is not a zoning map. The land use map will serve as a general guide for future modifications to the zoning ordinance with respect to categories and intensities of development. The land use map intentionally lacks the specific boundaries and detailed districts associated with a zoning map. The intent is to look at opportunities for and constraints to growth in the Town in a comprehensive fashion, rather than focusing in on individual property lines.

Development of the Map

The State Growth Management Law required each community to identify two basic types of geographic areas:

Growth areas - those areas suitable for orderly residential, commercial and industrial development forecast over the next 10 years; and

Rural areas- those areas where protection should be provided for agricultural, forest, open space and scenic lands with the Town.

The Committee began their task by asking the basic question- “is this an area where new development should be directed?”. An effort was made to go through the analysis regardless of the existing land use in an area, or the present zoning of the area and to focus primarily on environmental constraints, available services, the information provided in the inventory chapter and the policy directives provided in Chapter 3.

Our approach is designed primarily to protect the rural character of the community. The combination of expanded growth areas and more defined (and protected) rural areas is intended to direct and limit future development to the designated areas. In addition, more widespread use of clustered development and regulations that include incentives for and disincentives to development in particular areas will work to minimize the amount of land disturbed for residential development purposes throughout the rural areas.

Rationale for Growth Area Designations

The location of growth areas in New Gloucester was based on the following principles:

Areas designated as those where future growth will be directed are laid out such that we can hinder the pattern of sprawl, condense the location and provision of public services, and link the village areas together in some form. The designated growth areas are of sufficient size to absorb projected growth patterns and are located to improve the efficiency of service provision in the short and/or long term.

Growth areas have been located in areas that have the potential for future development, are centrally located near town services, schools and recreation facilities, and that may, in the long term, take advantage of the provision of a water or sewer system. This approach also respects the village areas throughout New Gloucester as focal points of the community, but goes further in terms of acknowledging that development, from a service perspective, should emanate out of those centers.

Growth areas have been located in areas which have limited natural development constraints. While some of the growth areas coincide with the location of the sand and gravel aquifer and its primary recharge area, the potential impact on water resources will be limited via a series of performance standards to mitigate impact on a case by case basis. In general, however, the growth areas presented few constraints in terms of wetland areas, critical natural features, wildlife areas, soils with low or very low development potential or other similar natural constraints. It should be noted, however, that these generalizations by no means eliminate the need for site analysis on a case by case basis that may produce other environmental findings. Performance standards may result in further limitations on a particular property.

Based on an area's ability to absorb development, there will be a hierarchy of uses that will be allowable within designated growth areas. This hierarchy will vary in terms of intensity of uses.

Rational for Rural Area Designations

The identification of the "rural areas" was based on the following principles:

The rural area includes most of the prime agricultural areas and forested areas of the community. Based on the findings of the committee, the approach will be to protect the resources of these areas, but not to turn them into "tree museums". Strategies to be developed would encourage resource protection within the sphere of active production and management.

The soils of the rural area are dominated by those having low potential for development. The rural development components are designed to maintain a low level of development intensity. As was the case with intensity of uses in the growth areas, there is also a hierarchy of protection that will be afforded to natural and scenic resources in the rural development area. In simple form, the tools are as follows:

Development Prohibition: floodplains, rivers and streams, critical natural features areas, and wetland areas.

Performance Standards Overlay: aquifer and aquifer recharge area, wildlife areas, fisheries, scenic vistas, and trail systems,

Limited Development: large lot zoning with mandatory clustering, potentially combined with an annual limitation on the amount of new development.

Descriptions of the Land Use Categories

Again, growth areas are areas which are relatively free from environmental and land use constraints and can accommodate new development. Rural areas are those areas where there are environmental or land use constraints and significant new development is not expected or desired. The following categories have been established on the New Gloucester Future Land Use Map (*see Figure 3 on the following page*):

Growth Areas

Business Growth
Institutional Growth
Village Growth
Low Density Residential Growth

Rural Areas

Shoreland Resource
Rural Resource
Environmental Constraint
Historic Preservation
Scenic Preservation
Turnpike Buffer

A more in depth description of each land use category is given in the following section.

Growth Areas

Business Growth Areas

The Business Growth designation provides an area or areas within the Town of New Gloucester that are suitable for more intensive commercial development than would be appropriate in the mixed use villages. Businesses that serve a community-wide or regional need as opposed to neighborhood needs, including highway-oriented trade and light manufacturing uses are considered appropriate for location in this area.

A Business Growth area has been located along the Auburn border in close proximity to the Upper Village. This area could benefit from the extension of sewer from the City of Auburn. The area consists of approximately 620 acres, of which all the existing development is confined to the frontage along Route 100. This area represents only about two percent of the total land area in town, of which at least 70 percent is available to be developed, barring environmental constraints. Based on trends from the past four years, there is no expectation that the area would be fully developed by the Year 2000. The addition of sewer might increase the annual amount of commercial development of the past, but the area should still be adequate for the planning period.

Recent development trends do suggest, that the area needs to be preserved both in the short term and long term for commercial or light manufacturing construction to support future tax base development. Therefore, it may be prudent during the implementation stage to restrict residential development patterns in this area (almost all recent development in existing business zones has been residential) and preserve it for future development potential and property value development. Within the business area, performance standards, along with those cited above, would include measures that restrict parking in the front yard, control access points, encourage rear lot development and mitigate any environmental impacts, particularly those from manufacturing processes.

Insert Future Land Use Map

Village Growth Areas

A Village is an area where people live, work, play, go the school, do errands and limited shopping. These areas are usually oriented towards pedestrians, and cars are typically not needed to get from one place to another. Villages are generally designated due to historical land uses, clustering of homes around public or semi-public uses and the presence of an intersection, although new Villages may be created as the need for a neighborhood focus develops.

The traditional New England mixed use Village is an important part of New Gloucester's "sense of place". Preservation of existing Villages and creation of new mixed use areas is a desirable means for the Town to meet local neighborhood needs for business services, allow people to work close to where they live, reduce traffic, avoid strip development, and encourage a pattern of new development and redevelopment that is consistent with historical land use patterns. In addition, this layout will prove to be more consistent with the efficient and timely provision of municipal services. (In the Upper Village, recent environmental studies of the effect of road salt and gasoline contamination may require the development of a small, limited municipal water system).

The village centers, as one type of growth area, are designed to serve a mixture of uses, with residential uses providing the core of activity. Residential density will be of slightly higher density than the rest of the community. The combined acreage of the villages, approximately 964 acres, represents approximately 3% of the total acreage in the community, with roughly 10% of that area presently developed. Based on our projections of 1902 units through 2000, this area reflects an acreage total that would use approximately 61% of village center land if all the future residential development located within the village centers. Impacts will be mitigated in this area in the implementation phase through design and location review criteria, natural resource impact criteria and an evaluation of impacts on municipal facilities.

When evaluating the location of potential Village Growth areas, it was determined (primarily due to the presence of numerous development constraints), that the existing Business Zones on Route 100 on the Gray border and the Business Zone on Route 26 in the Sabbathday Lake area should be designated as Village Growth areas to provide for a lesser intensity of development on a neighborhood scale. Over time as the town becomes more developed and recognizable "neighborhoods" begin to appear, future Village area may be designated.

Institutional Growth Areas

The purpose of this area is to recognize the presence and redevelopment potential of Pineland Center and to permit a mixture of uses associated with the Pineland Center, both on its property and adjacent properties. The Center employs up to 700 people from New Gloucester and the region, but is presently going through a transition as it examines what its purpose may be in the future. The intended mixture of uses recognizes the Center's intention to manage in its present state 1,185 acres of "wild land" along with an additional 291 additional acres committed to the Mental Health and Retardation Center. The ideal land use mix would include passive and active recreational activities, services associated with the Center (such as administrative, medical, and associated professional services) and natural resource management. Future recommendations for this area should be made after further discussion with Pineland officials and with representatives of bordering towns.

Low Density Residential Growth Areas

The land areas designated as low density residential areas are those lands where there are few constraints for future development according to available resource maps. In most cases they also represent lands within the town that are close to available public facilities and are served by adequate transportation infrastructure. The purpose of these residential lands provide is to provide a transition between mixed use village and other areas of relatively intensive development and the rural lands. This area is large enough to accommodate the balance of residential development expected to the Year 2000.

Given New Gloucester's characteristics, a density of one dwelling unit per two acres of land should be considered for this area during the implementation stage. The boundaries of this area reflect the committee's finding that too much land area was previously devoted to low density residential growth in New Gloucester, which of course has contributed to the "sprawl effect". The boundaries for this area now more accurately reflect natural resource limitations, the need for buffers around resources such as the Royal River, and respect locations of existing farms. Natural features such as streams and other features such as the Maine Turnpike have been used to form more logical boundaries. The use of clustered development in this area will be the chief method of preserving rural character within this growth area.

Rural Areas

Shoreland Resource

The area shown on the map as "shoreland resource" encompasses all the land area that must be considered under the State shoreland zoning program. As such, it includes areas within 250 feet of Sabbathday Lake, Lily Pond and the Royal River. It also includes streams, wetlands and wetland buffer areas. Given that a comprehensive revision of New Gloucester's regulations concerning shoreland development and protection has been mandated by the Sate of Maine, these areas were included within a single category. Within the category of shoreland resource however, there will be a hierarchy of protection. For example, limited development subject to performance standards may be allowed on suitably sized vacant lots new Sabbathday Lake, while prohibition of all development would be more appropriate for the floodplains of the Royal River.

Rural Resource

The Rural Resource area will provide for land areas within the Town of New Gloucester where agriculture and forestry activities can co-exist with very limited residential development. The primary intent of such a category is to provide for the protection of renewable, economic resources (farm and forested land), with land subdivision and residential development as secondary activities. In particular, forested land is recognized as a critical resource, based on its economic value, its open space characteristics and its historical importance to the Town as recreational land. Rural Resource areas are not suited to large-scale development due to (a) their current use as agricultural land or managed forest land, and/or (b) sensitive natural resources, (c) inadequate road networks and (d) their location away from Town service centers.

The use of clustered development, performance standards on sensitive lands and possibly a control on the rate of development in this area are planned as the chief methods of conserving rural land.

Environmental Constraint Areas

“Environmental constraint areas” are those areas containing a sensitive environmental feature or features, as identified on available resource maps. In addition to simply identifying the resource area, the general purpose in establishing environmental constraint area is to target those areas that may warrant additional protective standards as applied on a site specific basis.

The following areas have been identified and mapped as area where the environmental overlay mechanism may be appropriate:

- lake watersheds
- areas adjacent to intermittent streams
- soils with low development potential
- wildlife wintering areas
- areas containing unique plant and animal habitats and State mapped Critical Areas.
- aquifer and aquifer recharge areas
- deficient intersections
- parcels containing a portion of identified trails

In most cases here, limited development could occur subject to the use of performance standards. Examples of such standards include the use techniques to mitigate impact on wildlife habitat and the use of easements to ensure public access to identified trails.

Historic Preservation Areas

This category includes several areas of historic significance in the Town. Historic areas include the Shaker Village, the Upper and Lower Villages, and Foggs Corner, and may be expanded to include outlying areas where individual structures or places may be historically significant (pending the final results of the Historical Society’s inventory. In historic areas, development would be subject to performance standards that address historic compability and appropriateness.

Scenic Preservation Areas

This category includes areas of scenic or visual importance as identified by the committee. In scenic areas, performance standards would focus on building siting, height and landscaping.

Turnpike Buffer Area

Due to the potential for contamination of groundwater from road salt contamination, it was determined that there is a need for a setback of undisturbed land adjacent to the Maine Turnpike. Such an area would serve as a filter for contaminants in groundwater. The other objectives for establishment of the buffer area are the maintenance of visual quality along the Turnpike and noise reduction.

CHAPTER SEVEN: IMPLEMENTATION ACTIVITIES

Types of Implementation Activities

This chapter of the Plan presents a comprehensive list of the activities which New Gloucester will undertake over the next ten years to ensure that there is progress toward the Town's goals. Chapter 3 contained a detailed description of many of these strategies. Another series of strategies for achieving the Town's goals was included in Chapter 6: The Future Land Use Map. The combination of the activities described in Chapters 3 and 6 represent the complete picture of how the Town of New Gloucester will accomplish its goals. In this chapter each of these strategies is summarized in a different format. The tables which follow present the specific action which needs to be accomplished, the group or groups responsible for the activity and the year in which the strategy will begin. Some activities will be ongoing and have already begun and are marked with a triple asterisk, ***. A single asterisk, * denotes a step which is dependent on another event for which no specific date can be set.

In general, the activities which are described fall into specific categories. The types of strategies identified in this comprehensive plan include:

- A. Ordinance Revision or Development
- B. Establishment of New Committees;
- C. Citizen Education;
- D. Areas of Additional Study;
- E. Development of Financial Resources/Incentives;
- F. Techniques to Improve Citizen Involvement;
- G. Regional Cooperation;
- H. Monitoring and Enforcement; and
- I. Miscellaneous Strategies.

The tasks have been organized according to these categories, and further grouped by subject area. For example, the first series of tables in Section A below, titled Ordinance Revision and Development, contains a complete listing of all of the new ordinances or amendments that the plan recommends. If, however, you want to follow all of the tasks necessary to implement the Town's housing strategy, you will have to read through several types of tasks, i.e. Ordinance Development, Appointment of New Committees, etc.

A. Ordinance Revision or Development

Who	Year	Strategy
Zoning Committee and Housing Committee	1991-2	Study and amend zoning ordinance to allow for alternative layouts of housing such as zero lot line.
Planning Board	1991-2	Evaluate locations for elderly housing.
Building Code Committee	1991-2	Prepare a Standard Building Code.
Planning Board	1991	Amend definition of subdivision to include 2 lots & develop streamlined review procedure.

A. Ordinance Revision or Development Cont'd

Who	Year	Strategy
Zoning Committee	1991-2	Review extent of Rural Residential zoning and amend to reflect “rural” and “growth” boundaries established in the Land Use Plan.
Zoning Committee	1991-2	Design mandatory clustering in new residential subdivisions.
Zoning Committee	1991-2	Design and enact a development timing mechanism to limit development in designated “rural” areas.
Zoning Committee	1991	Amend cluster housing regulations to encourage better design and management of open space.
Zoning Committee	1991-2	Review and expand commercial and industrial zoning per recommendations of Economic Development Task Force Report.
Zoning Committee	1991-2	Create performance standards for commercial and industrial development.
Zoning Committee	1991-2	Enhance buffering standards to minimize conflict between land uses.
Zoning Committee	1991-2	Design measures to discourage strip development.
Zoning Committee	1991-2	Establish standards and regulations to require new development projects to consider preservation of existing or potential trails as identified on the development constraints map.
Zoning Committee	1992	Develop a method of exactions in subdivision regs. or separate ordinance to require developer contributions for off-site impacts of new development including recreation, transportation and public facilities.
Zoning Committee	1991-2	Revise appropriate ordinances to include requirements for review and control of phosphorus loading in Sabbathday Lake and Lily Pond watersheds.
Planning Board	1991-2	Shoreland zoning section of the zoning ordinance should be overhauled and updated per new state requirements and Town studies.
Zoning Committee	1991-2	Section of zoning ordinance dealing with wetlands should be updated.
Zoning Committee	1991-2	Review boundaries of and performance standards contained in the groundwater overlay district to ensure adequate protection of water supply.

A. Ordinance Revision or Development Cont'd

Who	Year	Strategy
Zoning Committee	1991	Review requirements for hydrogeologic studies contained in zoning and subdivision regulations to ensure consistency, and adequacy.
CEO/Planning Board	1992-3	ID deficiencies in State Plumbing Code and address via a supplemental plumbing code.
CEO/Planning Board	1991	Enact standards for large or engineered, shared septic systems.
CEO/Planning Board	1991	Regulations requiring inspections and pumping of on site septic systems should be considered.
Zoning Committee	1991	Clarify via land use ordinances that impact on critical areas, wetland areas and wildlife wintering areas shall be prohibited or mitigated.
Forestry Committee	1992	Timber harvesting regulations should be reconsidered and presented to Town Meeting.
Zoning Committee	1991	Performance standards should be developed to protect all natural resources shown on the development constraints map.
Zoning Committee	1991-2	Performance standards related to clearing, building height and location should be designed and enacted to protect scenic areas.
Zoning Committee	1991	The development review process which is outlined in local ordinances shall be amended to officially recognize the role of the Conservation Commission in commenting on and providing advise to the Planning Board on pending projects.
Planning Board	1991	Expand definition and use of “net residential acreage” calculations.
Historic Committee	1991-2	The current regulations concerning review of the compatibility of new construction w/I Historic Districts should be evaluated for possible changes, including addition of new areas, amendment of allowable uses, and standards for modification of existing historic buildings.
Historic Committee	1992	Performance standards for preservation of potential archaeological sites should be designed and enacted.
Historic Committee	1992-3	A method of historic preservation which satisfies the State requirements for participation in the Certified Local Government program should be considered.

A. Ordinance Revision or Development Cont'd

Who	Year	Strategy
Planning Board	1991-2	Street design standards should be amended to allow for construction of new roads that combine features of traditional New England streets.
Zoning Committee	1994	Require participation in Official Road Plan, when developed.
Planning Board	1991	Road frontage requirements should be amended to discourage the current practice of development of interior lots on substandard roads.
Zoning Committee	1992-3	Performance standards for signs should be rewritten to provide a comprehensive approach to sign regulations based on safety and aesthetic considerations.
Planning Board	1991	Zoning and subdivision regulations should be rewritten to prohibit the clearing and construction of new roads without prior approval of either Town staff or the Planning Board. A new permitting process should be developed for construction of new roads.
Zoning Committee	1991-2	Performance standards regulating strip development per COG Route 302 study should be designed and adopted.
Recycling Committee	1992-3	Prepare and present to Town Meeting an ordinance requiring mandatory recycling.
Zoning Committee	1991	Rezone current business zones based on an evaluation of the presence of environmental constraints.
Zoning Committee	1991	Amend the zone ordinance to prohibit new residential development in the designed business zone.
Zoning Committee	1991-2	A mixed use district that allows for light industrial development should be located near the Auburn line.
Zoning Committee	1991-2	Performance standards should be designed and adopted to address site design and environmental impacts of light industrial development.

B. Establishment of New Committees

Selectmen	1991	Create an ad-hoc affordable housing subcommittee to monitor the amount of new housing being created, to study ordinance provisions, and to review possible locations for projects (including Town-owned land) and to consider whether the town might initiate one or more affordable housing projects to be able to exercise control over siting, aesthetics, etc.
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B. Establishment of New Committees Cont'd

Who	Year	Strategy
Selectmen	1993	Support and encourage the creation of Community Land Trust to acquire land for affordable housing.
Selectmen	1991	Appoint a zoning or general ordinance committee to develop to ordinance-related aspects of the implementation program.
Selectmen	1992	Establish an ad-hoc building code committee to develop and present a building code to Town Meeting.
Selectmen	1991	Appoint a standing committee on Water Resources to serve in an advisory capacity on new development, water quality problems, future monitoring and protection.
Selectmen	1991-5	Work with surrounding towns to establish interlocal committees to continue work on regional projects such as watershed protection, groundwater protection, Royal River corridor planning, etc.
Selectmen	1991	Establish an ad-hoc committee to prepare a historic preservation ordinance for presentation to Town Meeting and to prepare a guidebook for those intending to do structural improvements to historic buildings.
Selectmen	***	Establish a standing Capital Improvements Subcommittee to work cooperatively with Town Staff, the Planning Board, the Finance Committee and the Selectmen is establishing a revising a five year capital improvement plan.
Selectmen	1991-2	Expand duties and role of Recycling Committee.
Selectmen	1992-3	An independent Trails Association should be established to develop and maintain Town-protected trails.

C. Citizen Education

Housing Committee	1991-2	Publicize current ordinance provisions concerning affordable housing by holding a workshop for area developers.
Planning Board	1991	Encourage alternative subdivision layout and use of cluster methods by holding a workshop for area developers.
Planning Board	***	Display water resources map showing potential wetland locations in Town Hall conference room.
Code Enforcement Officer	1991	Initiate an educational program about proper septic system maintenance.

C. Citizen Education Cont'd

Who	Year	Strategy
Conservation Commission	1991	Conduct an educational program about appropriate use of woodlands, farms and other non-posted land.
Conservation Commission	1992	Develop awareness of New Gloucester's farm by producing a marketing pamphlet. Tax Assessor *** Make tree growth and farm/open space tax law information available at Town Hall.
Planning Board	***	Help farmland owners design lotting plans for sale of limited land that protect remaining farmland.
Conservation Commission	1992	Carry out a program about hazards and prevention of high radon levels.
Historic Committee	1993-4	Carry out a campaign to design and place markers on all structures of historical importance.
Historic Committee	1993-4	Organize oral history interviews with older inhabitants of Town.
Historic Committee	***	Expand collection of books and objects pertaining to history of Town.
Historic Committee	***	Compile photographs to serve as examples of typical features of New Gloucester's historic buildings.
Planning Board	1993	Organize Upper Village property owners to carry out a "strip improvement program".
Recycling Committee	***	Conduct public information programs on recycling

D. Areas of Additional Study

Consultant	1992	Assess water quality in existing Villages.
Zoning Committee	1993	Consider the establishment of new Villages if soil quality in existing Villages is prohibitive or if population levels demand.
Consultant	1992	Investigate new technologies for non-sewered Village development.
E.D. Task Force, Planning Bd.	1991	Review results of Economic Development Task Force study.

D. Areas of Additional Study Cont'd

Who	Year	Strategy
Planning Board	1992-3	Conduct area study of Route 100 corridor.
Planning Board	*	Conduct area study of proposed Turnpike interchange, if it is proposed by MDOT.
Housing Committee	1991	Review stock of Town-owned land for affordable housing potential.
Housing Committee	1991	Review potential for conversions of existing buildings for elderly housing under current zoning regulations.
CEO/Planning Board	1991-2	Study extent of non-conformities in the Shoreland area and design alternative policies.
Planning Board	1992-2	Investigate new definitions of wetlands and wetland buffers.
Consultant	*	Conduct engineering studies for location of future potential public water supply.
Conservation Commission	1992	Investigate methods of protection of bedrock aquifer resources.
Conservation Commission	1992	Further document effects of non-point source pollution.
Planning Board	1991	Refine and prioritize scenic areas according to accepted methodologies.
Conservation Commission	1992	Map areas of potential high radon levels.
Historic Committee	1993	Complete National Register nominations for eligible buildings.
Planning Board	1991-2	Research design standards for rural roadways.
Planning Board	1993-4	Develop Official Road Map for the Town.
Planning Board	1992	Conduct small area study of Upper Village to identify potential access management techniques.
Town Manager	***	Research innovative fiscal management practices.
Recycling Committee	***	Through further study, balance MMWAC needs for municipal solid waste with Town recycling goals.
Town Manager/ Selectmen	1993	Evaluate alternative septage disposal arrangements.
Selectmen	***	Evaluate alternative solutions for a permanent solution to Upper Village water supply problems.

D. Areas of Additional Study Cont'd

Who	Year	Strategy
Town Manager	***	Evaluate local social service programs for adequacy.
Planner/Planning Board	***	Continually update town database of economic and demographic statistics.
Town Manager/ Selectmen	***	Evaluate staffing needs, particularly for professional Town Planning services.
Conservation Commission	1993	Study protection alternatives for Lily Pond.
Conservation Commission/ Land Trust	***	Identify and prioritize land for acquisition or protection via easements.
Conservation Commission	1993	Investigate acquisition or protection of land needed for public water supply site.
Planning Board	*	Evaluate new technologies for gravel pit operation and reclamation.
Recreation Committee	***	Establish priorities for purchase of active and passive recreation land.
Planning Board	***	Evaluate new information on aquifer protection strategies and boundaries of aquifer and recharge area as available.
Conservation Commission/ Road Foreman	1991	Study methods of winter road deicing and clearing without use or with limited use of salt and other chemicals.
Conservation Commission	1991	Investigate feasibility of acquiring public access to Sabbathday Lake.

E. Development of Financial Resources/Financial Incentives

Conservation Commission	1991	Estimate equipment and program costs for continued and expanded water quality monitoring.
Manager/Planner	1992-2	Explore entering competition for funding through the Community Development Block Grant Program (CDBG) for Upper Village corridor and pedestrian improvements.
Recreation Commission	***	Investigate funding sources including state and federal grants for finance future recreational improvements and for protection of open space.
Town Manager/ Selectmen	***	Continue recent improved fiscal management practices.
Selectmen/Town Meeting	1991-2	Pursue additional recycling grants.

E. Development of Financial Resources/Financial Incentives Cont'd

Who	Year	Strategy
Town/Land Trust	***	Acquire ownership or protective easements on trails and significant open space.
Town Meeting	1991	Establish a Town Land Acquisition Fund for open space preservation.
Zoning Committee	1991	Develop incentive programs to offer owners of farm and forest land better opportunities for retention of land in current use.
Historical Society	***	Seek funding for acquiring a meeting place, with record storage and display area.
Town Manager	***	Negotiate with MDOT for improvements to state-maintained roads.
Town Manager, Selectmen, CIP Committee, Budget Committee, Town Meeting	***	Implement capital improvements program.
CIP Committee	1991-5	Program requests for capital items into CIP.
Town Manager	***	Investigate all possible state and federal grants.
Town Meeting, Selectmen, Town Manager	1991	Raise funds for landfill closure and proceed as soon as is practicable.
Town Meeting	1992	Raise funds for energy improvements to Town Hall.
Town Manager/ Selectmen	1993	Negotiate with MDOT for possible construction of a canoe launch and parking area on the Royal River.

F. Techniques to Improve Citizen Involvement

Town Manger	1992	Propose a board member incentive program that involves funding for attendance at pertinent workshops, and purchase of appropriate video tapes.
Selectmen	1992	Host a volunteer appreciation day with the intent of repeating it yearly.
Planning Board/ Zoning Committee	1991	Host a planning fair where information about Town planning efforts can be displayed in a fun format.
All Boards and Committees	***	For the purpose of obtaining citizen input into new or ongoing planning initiatives, organize small focus groups on selected topics, rather than large, formal public hearings. Retain the services of a neutral moderator and facilitator.

F. Techniques to Improve Citizen Involvement Cont'd

Who	Year	Strategy
All Boards and Committees	***	Continue to use the New Gloucester News as a method of getting the word out. Consider the use of full page inserts on major topics, such as any ordinance updates.
Selectmen/Planning Board	1991-5	Pursue the idea of involving high school students in general town government and in planning related activities. The Alternative Education teacher would be the contact person.

G. Regional Cooperation

Conservation Commission	1991-2	Develop a regional watershed protection strategy with Gray, Raymond, Poland and others through interlocal meetings.
Conservation Commission	1991-2	Establish a regional aquifer protection strategy and consistent regulations with other towns who share the resource through interlocal meetings.
Town Manager/ Selectmen	***	Continue representation on MMWAC committees.
Selectmen/Town Meeting	1992	Consider regional recycling program.
Conservation Commission	1992-3	Coordinate protection of trail system with surrounding towns.
Conservation Commission	1991-2	Collaborate with GPCOG on Royal River Corridor Study and associated protection efforts, possibly create a Royal River Corridor Commission.
Selectmen/Town Meeting	1993-5	Consider joint agreements with Auburn for sharing of utilities and joint investment in facilities and programs.
Selectmen	1991	Seek representation on Auburn committees that deal with issues of regional concern.

H. Monitoring and Enforcement

Who	Year	Strategy
Comp Plan Committee	1995	Update Comprehensive Plan every 5 years.
Comp Plan Committee	1995	Update development projections for lake watersheds every 5 years.
Conservation Commission/ Lake Association	***	Continue water quality monitoring programs.
Code Enforcement Officer	1991	Establish septic monitoring program and response system for malfunctioning systems.
Code Enforcement Officer	***	Police unauthorized dumping of white goods and enforce appropriate regulations.
Code Enforcement Officer	1991	Establish method for tracking land use activity, violations, permits, etc.
CEO, Pl. Bd., Manager, T. Attorney	***	Implement a protocol for preventing land use violations.

I. Miscellaneous Strategies

Selectmen	1993	Support and encourage the creation of a Community Land Trust (CLT) to carry out affordable housing projects.
Town Manager, Selectmen	1991	Lobby for more effective Tree Growth and Farm and Open Space taxation programs.
Town Manager, Selectmen	1991	Lobby for local option taxation.
Road Foreman	***	Carry out erosion control and buffering in Town Public Works projects.
Town Manager, Selectmen	***	Proceed with relicensing of transfer station.
Selectmen, Town Meeting	***	Continue current agreements for solid waste disposal.
Selectmen	***	Provide adequate civil emergency preparedness.
Town Manager, Selectmen	***	Become active in property tax reform movement, and join with other communities at the regional level.

APPENDIX A

HIGHLIGHTS OF THE 1989 PUBLIC OPINION SURVEY

WHO ANSWERED THE SURVEY?

- Approximately 300 households responded, out of 1200 surveyed, for a response rate of approximately 25%.
- 87% of respondents are year round residents and 13% seasonal.
- 43% regularly attend Town Meeting and 57% do not regularly attend.
- 82% of respondents are registered to vote in New Gloucester.
- 19% own their own business. Of those businesses, 11% are located in New Gloucester.
- Most respondents have from 1.8 to 2.6 persons in their household.
- 77% live in single family homes; 14% in mobile or manufactured homes on individual lots; 4% in seasonal dwellings; 2% in mobile or manufactured homes in mobile home parks; 2% in two family homes; 1% in apartments.
- 98% of respondents own their homes; 2% rent.
- The employment status of the adults in households answering the questionnaire included: 228 employed full time, 72 employed part time, 57 home makers, 53 retired, 32 students, and 4 unemployed.
- The highest level of education completed by adults in households answering the questionnaire included: 131 who graduated from high school, 109 with some college, 99 with an undergraduate college degree, 88 with a graduate degree, and 45 with some vocational or technical training.
- The majority of respondents who answered the income question come from households earning between \$20,000 and \$35,999.
- The Town was broken up into quadrants on a map included with the survey. 11% come from Region 1 (West of Route 100, North of Route 231), 23% from Region 2 (East of Route 100, North of Route 231), 44% from Region 3 (West of Route 100, South of Route 231), and 22% from Region 4 (East of Route 100, South of Route 231).

TOWN CHARACTERISTICS AND QUALITIES

Clean water, reasonable tax level, the natural environment, rural character and quality of the school system were the top five responses when residents were asked to consider what factors were important to them as residents of the Town of New Gloucester. Factors residents considered to be not important in their choice of New Gloucester as a place to live included: the availability of shopping, availability of childcare, being close to work, and the availability of elderly care.

Persons were asked to list their two most important reasons for living in New Gloucester. The top response was the town's "rural character". Other reasons included the natural environment, close proximity to family, close to workplace, attractiveness of town, tax level, and clean water.

IMPACTS OF GROWTH

When asked to consider whether several specific “indicators” had improved, declined, or stayed the same over the past five years, most respondents felt that the majority of the services had stayed the same. Some exceptions to this are the following responses:

- 66% felt that police protection had declined;
- 46% felt that recreation had improved while 47% felt it had stayed the same;
- 52% felt that the property tax burden had increased;
- 40% felt that the school facilities/services improved while 41% felt that they stayed the same;
- 67% felt that affordability of housing declined;
- 66% felt that the availability of open space had declined;
- and 50% felt that the quality of the natural environment had declined.

PRIORITY CONCERNS

Persons were asked to list the top three issues that they were most concerned about. Property taxes came up as the top number one and number two concerns, it ranked second in concern #3. The natural environment also was a top response in all three cases. Other concerns listed included the crime level, open space, and school facilities.

INVOLVING THE COMMUNITY

The best way to reach people is through the New Gloucester News and the mail.

LAND USE AND LAND USE REGULATION

Most who commented in regard to the location of future development offered the Upper Village, and Routes 100 and 26 as potential development areas. Most who commented in regard to the location of areas to be protected offered Sabbathday Lake, the aquifer area, the Lower Village, Royal River and the Shaker Village as areas where development should be limited.

75% of the respondents were in favor of the adoption of a building code that would establish uniform standards for the construction of buildings.

NATURAL AND CULTURAL RESOURCES

74% of the respondents would like to see a system of connected woodland trails and open space designated throughout the Town.

Scenic areas that people particularly enjoy included the Opportunity Farm, the Intervale, Lower Village, Shaker Village, and Sabbathday Lake.

Specific buildings that respondents were interested in preserving included all buildings in the Lower Village, Shaker Village, and churches (Congregational and Universalist).

TOWN SERVICES

80% of the respondents currently separate their recyclables at the transfer station.

When asked to rate community services as being either very good, good or needing improvement, most persons felt that the majority of community services were good. Exceptions to this include the following: 58% felt that police protection needs improvement; while 46% felt that road paving was good another 45% felt that it needs improvement.

TRANSPORTATION

72% felt that there were sections of roads which need improvement or repair. Dangerous intersections cited included:

- Route 100 and 231
- Route 122 and Bald Hill Rd.
- Bald Hill Rd and Snow Hill Rd
- Cobb's Bridge Rd and 231
- White's Corner

Areas where road improvements were considered necessary included:

- Grading of dirt roads
- Woodman Rd
- North Pownal Rd
- Pond Rd

68% felt that there was no need for some public transportation connecting New Gloucester with urban areas.

OPPORTUNITIES FOR REGIONAL PLANNING

When respondents were asked "what other communities in your immediate area do you identify with in terms of sharing common opportunities, common problems or common resources," 74% named Gray, 9% Pownal, 7% 'none', 3% North Yarmouth, 3% Auburn, 2% Poland, and 1% Durham.

When asked what existing problems in New Gloucester and in surrounding communities would be best solved by a regional effort among two or more towns, 179 people listed solid waste, 107 water quality, 83 roadway or corridor improvement plans, 73 purchase of open space, 67 transportation, 66 creation of affordable housing.

APPENDIX B
TOWN HISTORY

New Gloucester, Maine is a town rich in history with many beautiful early homes, and rural characteristics. The town was incorporated in 1774 as the 29th town in what was then a part of Massachusetts, and only thirty-nine years after sixty inhabitants of Gloucester, Massachusetts petitioned the General Court of Massachusetts for a tract of land six miles square above North Yarmouth. This was granted in 1737, and that same year John Millett was sent to cut a road from Cousins' River in North Yarmouth to the center of the town.

The name, New Gloucester, was chosen in the hopes that the town would be to the new settlers what the Town of Gloucester, Massachusetts had been to their fathers. In 1739, a few settlers came and the first clearing was made by Jonas Mason on Lot No. 10 on the easterly side of Harris Hill, now known more commonly as Gloucester Hill. During these years there were nineteen frame homes built and a sawmill erected on Stevens Brook. However, because of the threat of Indians, the town was soon abandoned and the settlers went to North Yarmouth or back to Gloucester, Massachusetts. The houses and mill were burned by the Indians and it was several years before there was another attempt to settle the town. In 1753, when settlers again came, a blockhouse was built for protection. Here, twelve families lived for several years until peace had been declared and the Indian threat had passed. Houses were again built and the town started to grow. The mill on Stevens Brook was rebuilt, more roads were constructed and other mills including a grist mill and sawmill were build on the Great Falls on Royall's River at Upper Gloucester.

On November 22, 1763, the first meeting of the Proprietors was held in the blockhouse, for all previous meetings were held in Massachusetts. That same year Rev. Samuel Foxcroft was called to be the minister in the new town, but it was not until 1838 that the first Congregational Church was built.

On September 7, 1774, the Town of New Gloucester was incorporated and the necessary officers elected. In 1792, the town became a half-shire town with Portland remaining as such until the organization of Oxford County in 1805. Courts were held in the old schoolhouse and the jury rooms were in the Bell Tavern kept by Peleg Chandler

Lumber and agriculture were the important industries of the town, and as more people arrived and the town grew, more services were needed, too. According to the records of 1825, there were five stores and five taverns. In 1860 there were six sawmills, tow tanneries, and two gristmills on the various streams and Royall's River. During these years there were one-room schoolhouses scattered throughout the town. These small schools continued until the Memorial School was built in 1950, between the Upper and Lower Villages. Since joining with Gray to form SAD 15, the Memorial School has become a Grammar School for students up through the sixth grade with the older students attending the Junior and Senior High Schools in Gray. In the late 1800's, high school classes were held in homes and there were private schools which provided education above the grammar school level. These included the Steven's School, the Yeaton School for Boys, and the Bailey Home School. In 1902, the present New Gloucester High School was built and continued until the new high school was established in Gray in 1962. At the present time this building is leased by the New Gloucester Historical Society and is used for various activities by this group and others through the summer months. It is used during the school year for public kindergarten classes.

By 1775, some of the settlers objected to paying taxes to support the Congregational minister, Rev. Samuel Foxcroft, and this was the beginning of other religions in New Gloucester. In 1790, the "Baptist Religious Society of New Gloucester and Gray" was incorporated. In 1801, this was divided and in 1803 the New Gloucester members formed the Baptist Society of New Gloucester. Through the years there were several different Baptist Societies, but eventually there was only one, which in 1971 voted to change its name to "The New Gloucester Bible Church." In the late 1920's, the first church burned but, through the efforts of the congregation, a new building was built on the same site. A larger church was built across the road a few years ago.

The Shakers first came to New Gloucester in 1782, and the first meeting was held in the home of Gowan Wilson Sr. The meeting house was built and ready for use on Christmas Day in 1794, and still stands with its original paint as bright as when it was first done. Other buildings soon followed and the community reached its peak in the 1800's. The community is still active although the number of members has declined through the years. The Shakers complex on Route 26 is a popular attraction with its museum and gift shop.

After having held meetings for several years, the "First Universalist Society of Christians in New Gloucester" was incorporated in 1805. This included members from surrounding towns but in 1838 the members from New Gloucester and Pownal withdrew and formed their own Society. In 1839 the church on Route 231 was built and is one of the oldest Universalist Society is no longer in existence in New Gloucester, but the building is owned and maintained by the New Gloucester Historical Society. Today the building is being renovated with partial funding from the Maine State Historic Preservation Commission. A series of programs (speakers and concerts) and religious services are held there each year.

The first railroad, known as the Atlantic and St. Lawrence came through New Gloucester in 1848. It was later known as the Grand Trunk Railway but is now owned by the Canadian National Co. The Maine Central Railroad, which originally ran from Cumberland to Danville, came in 1870. Passenger, as well as freight, service were offered by both railroads. However, when buses and automobiles increased and passengers used the railroads less, this service was discontinued. Another railroad was "The Portland Lewiston Interurban," an electric railroad which made several stops in New Gloucester. This railroad was in operation between 1914 and 1933 and also offered freight and passenger service between Portland and Lewiston.

Previous to 1886, the First Baptist Church was used for a town meeting house, but in that year the new Town Hall was built and dedicated. This building received extensive renovations a few years ago to make it more convenient. In 1888, two years after the Town Hall was built, a library was started on the lower floor. In 1896 the present Library Building was built, which now serves the townspeople, old and young.

In 1890, the farm of Jacob Osgood Haskell, on the bank of Royall's River at Upper Gloucester, was purchased and a race track built. An exhibition hall and horse sheds were soon added and here the New Gloucester and Danville Agricultural Association held an annual fair for many years. Now the grounds and track are used for boarding and training race horses.

The Pine Tree Tel. and Tel. Co. began operation in 1899, and has continued as a private company, now serving Gray as well as New Gloucester. At the town meeting in 1928, money was raised to pay for the first fire truck. That same year the Fire Department was formed and money raised to build a Fire Station at Lower Gloucester in which to house the

truck. From that small building, New Gloucester now has a Fire Department and Rescue Squad of which to be very proud.

During the 1800's there was a growth of organizations, both social and those who worked to better the community. One of the first to be organized was the Cumberland Lodge of Masons. On August 2, 1803, their first meeting was held in a private hall at Upper Gloucester. In 1852, the first hall was built by the Lodge. This was used for fifty years until they built and moved into the present brick hall, also at Upper Gloucester. Boaz Royal Arch Chapter No. 72 received its Charter October 29, 1926 and the Golde Sheaf Chapter No. 114 of the Eastern Star was instituted April 7, 1904. These organizations continue to be active.

The New Gloucester Grange No. 28 was organized in 1874 with 18 Charter Members. Meetings were first held in the old Town Hall. From 1885-1897 they met in the Bear Brook Grange Hall on the North Pownal Road. Their next meeting place was over the old blacksmith shop at Lower Gloucester. In 1926 the new Grange Hall was built and was used for many years. This building is now the cabinet shop of Thomas Moser. The grange also used the old Lower Corner Schoolhouse for a place to meet until, due to lack of interest, they gave up their Charter a few years ago.

Another Grange, Sabbath Day Lake Grange No. 365, was established November 15, 1990, with 26 Charter Members. They first met in the Walter Brackett Hall on Rte. 26 and were incorporated April 28, 1903 with 107 members. In the fall that same year they built their new hall located at the end of Sabbath Day Lake. The group is a very active one, have made many improvements in their hall since it was built and have an active Junior Grange, too. The latter group, Sabbath Day lake Juvenile Grange No. 121 was organized August 11, 1994. The name was changed to "Junior" Grange in 1965 by the National Grange.

Girl Scouts has been an up and down thing since 1940, but is presently active. The Brownie Scouts, for girls in the first, second and third grades, have been more fortunate and have been active since 1971 when Troop No. 203 was established. For several years, the Cub Scouts and Boy Scouts have had very active troops with good leadership.

There have been some groups which are no longer in existence such as the "Women's Club" which was active in the early 1900's and the Lend-a-Hand Society, but there are many others which have survived through the years.

The women of the Congregational Church formed the Ladies Circle in 1883 with 41 members. Suppers and sales were held to defray costs of buying items for the vestry and church, including candles for lighting the two buildings. The Evening Guild was formed in 1962, which gave younger working women or those with small children a chance to meet and be active in the projects of the church. An annual fair is held in the fall by these groups to raise money to help on the expenses of the church. The Baptist Church also has various church-related organizations, such as the Pioneer Girls Club for the girls, organized in 1957 and a Christian Service Brigade for boys which started in 1965. The Ladies Missionary Society meets once a month in homes to work on missionary projects.

Another of the early organizations was Mishawaka Tribe No. 115 of the order of Red Men instituted by forty men on March 17, 1920. The National motto is "Freedom, Friendship and Charity" and the local group had an Evening Extension group started. Both groups have remained active and each year choose a community project on which to work.

The New Gloucester High School Alumni Association was formed in 1905 and consisted of member of the Classes of 1902, 1903, and 1904, twenty graduates in all. Each year at

the annual banquet, the class graduating from High School was voted into the organization as members. In the years preceding 1949, attendance was small and, instead of a banquet, a luncheon for the Senior Class and teachers was held. In 1950, the Fiftieth Anniversary of the start of the High School was celebrated with a reception at the Congregational Church Vestry with about 150 Alumni members and guests present. A banquet was held again that year and has continued since with a yearly attendance of over 100 members and guests.

Lunn-Hunnewell Amvet Post No. 6 was chartered in 1951 with 15 Charter Members. The first meetings were held in Centennial Hall in Upper Gloucester. With much hard work by the members, the new hall on Route 100 was built and dedicated in 1962. This group has accomplished a great deal for they are active in Civilian Defense, Community Service, as blood donors, etc., as well as Halloween and Christmas parties for the children and senior citizens of New Gloucester and patients at Togus and in nursing homes. The auxiliary was formed in 1952 with ten Charter Members. They work with the Amvets to raise money for the various projects undertaken by the two groups. Their membership has now risen to over eighty.

The Health Council was started by Dorothy Chandler and several other interested women shortly after the Memorial School was built. There have been many who have been involved with the Council and now clinics, immunizations, eye and ear tests, etc., are given by Mrs. Peter Wills at the schools. Mrs. Wills is the School Nurse and also a member of the Health Clinic.

Another group, whose work is visible in the summer, is the New Gloucester Garden Club which was organized in 1960, and a short time ago joined with the Gray group. According to their Bylaws "the purpose of the New Gloucester Garden Club is to study horticulture and to encourage community beautification through conservation and replenishment of our natural resources." Among their projects have been landscaping at the Memorial School, window boxes on the public buildings and making and maintaining the small park at Upper Gloucester at the intersection of Routes 231 and 100.

The Remember When Senior Citizens Club was organized in 1969. In addition to the meeting held twice a month, trips are planned for the members. A hot meal is served at the meetings and games or a speaker are enjoyed in the afternoon.

In 1970 a group of local snowmobile enthusiasts formed the "Royal River Riders" Snowmobile Club. The group is an active one, having rallies, Christmas parties and picnics for the members. They have marked and maintained trails in New Gloucester and from a small beginning have grown to be a successful group whose objective is to encourage family participation and safety in a most enjoyable sport.

One of the well-known landmarks of New Gloucester is the Opportunity Farm, a home for homeless boys. These buildings which include the dormitories and large barn dominate the top of Gloucester Hill which commands a beautiful view of the intervale area of New Gloucester. It was June 14, 1912, that it was incorporated and two farms were purchased to house the boys. For many years schooling was provided for the boys at the farm, but now the boys attend the public schools. An average of around forty boys are provided a home-type atmosphere where each boy has daily chores to do.

The Maine School for the Feeble-Minded was established by the Legislature in 1907, as a hospital for mentally handicapped persons. The buildings and land are mainly in New Gloucester. Several years ago the name was changed to Pineland Training Center, and each client is trained as much as possible to care for themselves. In more recent years, it

was found that many clients were capable of living in the community so the number of those living at Pineland has decreased.

There have been many changes in New Gloucester since the first settlers arrived in 1739. Commuters now make their homes in New Gloucester, and the nearby cities are growing steadily toward the Town. The ultimate challenge to today's residents is to preserve and maintain the Town's rural characteristics in the face of this change.

APPENDIX C

TOWN OF NEW GLOUCESTER CAPITAL IMPROVEMENT PLAN

Items included in New Gloucester's Capital Improvement Plan shall include any capital expenditure in excess of \$7,500 and having a useful life of three years or longer. (Amended May 1, 2000 Town Meeting).

The CIP will include:

- ◆ A list of proposed projects
- ◆ A prioritization of the projects and the year in which each project will be initiated
- ◆ The amount to be expended in each year and the proposed method of financing

The scheduling basis for the CIP will be as follows:

- ◆ The identified need for the project
- ◆ The Town's ability to pay for the improvements
- ◆ The importance of the project in comparison with other town needs

The CIP Committee consists of seven members which include:

1 Selectman
4 New Gloucester Residents (appointed by Selectman)

Appointed by each respective committee
1 Budget Committee member
1 Planning Board

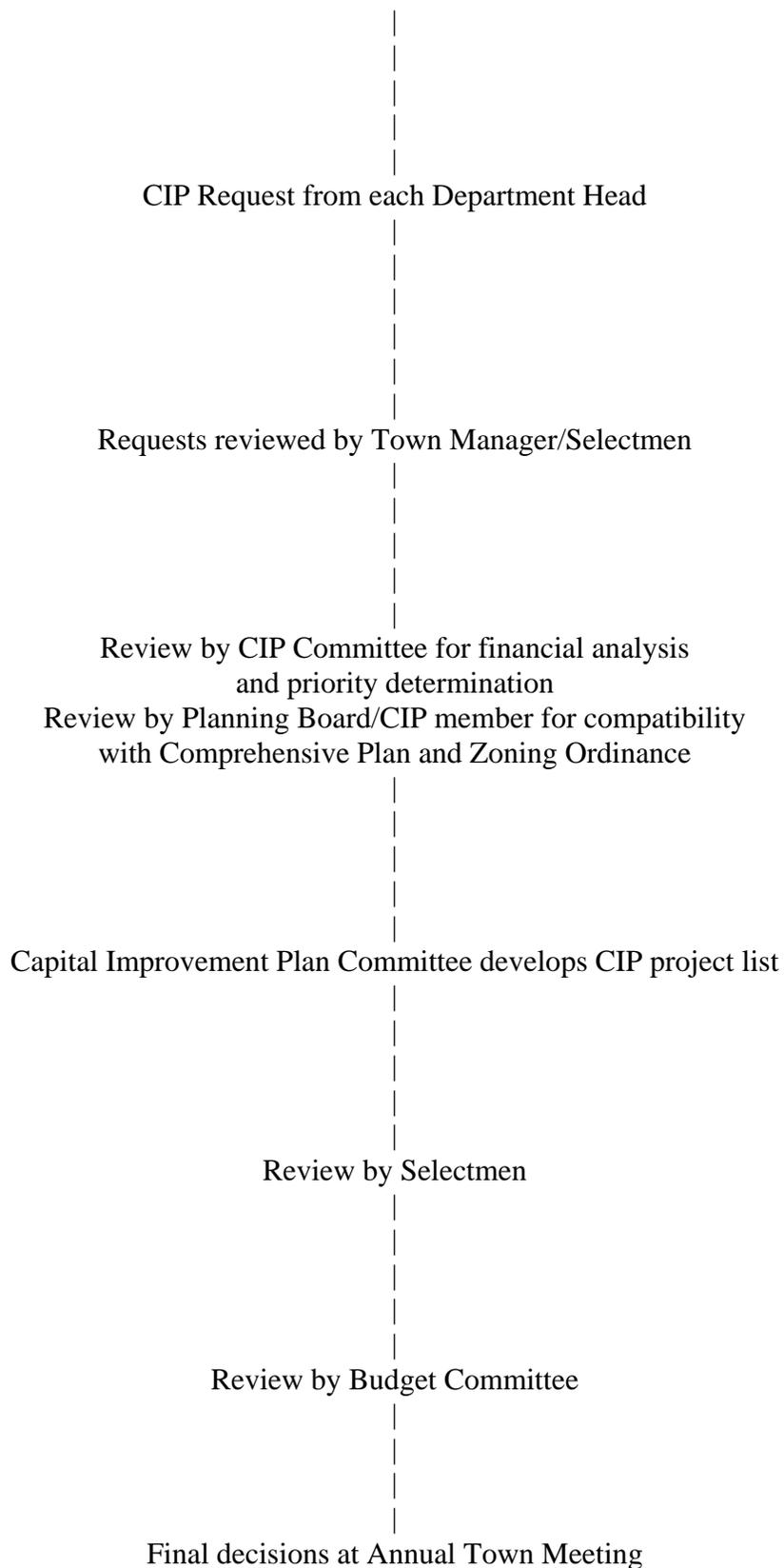
The Town Manager shall serve as a non-voting staff person to the committee. Each member shall serve for a minimum of two years. The Chairperson of the CIP Committee will be elected by the Committee on an annual basis.

The CIP will be presented to the community as follows:

- ◆ Each year the plan is updated and presented to the Selectmen for approval.
- ◆ Upon Selectmen approval, it is included in the town warrant for community approval at Town Meeting.
- ◆ Final authorization for each CIP expenditure is granted by a majority vote at Town Meeting.

The CIP is a tool which promotes sound financial planning by predicting future needs and costs, thus reducing substantial fluctuations in the yearly tax rate.

Town of New Gloucester
Capital Improvement Plan Flow



Long range planning for capital expenditures is not a new concept for New Gloucester. A more formalized plan such as a CIP will enable the town to analyze all the community needs and avoid the problem of mustering the vote at town meeting to get a “pet project” approved.

Each year during the budget process, department heads have been requested to submit current capital expenditure needs as well as those expected in the near future.

Based on current as well as anticipated capital expenditures, the Selectmen and Budget Committee make recommendations of the amount of money to be placed into the Capital Reserve Account on an annual basis. These monies are then used to purchase large capital items such as fire and municipal vehicles.

A Building Needs Analysis Committee completed in September 1990 a detailed report on the municipal needs for New Gloucester. They worked with the Town Office, Library, Historical Society, Old High School, Fire and Rescue, and Highway Departments and committees to outline the immediate and future needs. Their recommendations will be given to the CIP committee. The CIP Committee will use these recommendations as well as the requests from the department heads to develop a CIP.

Recommendations from the Building Needs Analysis Committee include:

- | | |
|-----------------|---|
| Library | <ul style="list-style-type: none">•Land for expansion•Architect for project•Building of project•Estimated cost \$500,000 |
| Highway | <ul style="list-style-type: none">•Addition to existing garage•Estimated cost \$70,000 to \$100,000 |
| Town Office | <ul style="list-style-type: none">•Renovate second floor•Estimated cost \$110,000 to \$160,000 |
| Fire and Rescue | <ul style="list-style-type: none">•Land purchase•Construct project•Estimated cost \$110,000 to \$150,000 |

Other Capital Needs as requested:

- | | |
|---------------------------|-----------------------------------|
| Remapping | •Estimated cost \$10,000 annually |
| Closure of Dump | •Estimated cost \$100,000 to ? |
| Vehicles | |
| Additional Highway truck | Estimated cost \$ 81,000 |
| Pumper tanker refurbished | Estimated cost \$100,000 |
| Highway truck replacement | Estimated cost \$89,000 |
| Grader replacement | Estimated cost \$150,000 |

Fire truck replacement	Estimated cost \$215,000
Highway truck replacement	Estimated cost \$102,000
Loader replacement	Estimated cost \$115,000

NEW GLOUCESTER MULTI-YEAR CAPITAL IMPROVEMENTS PLAN

What is a capital expenditure?

Capital expenditures include the purchase of buildings, building improvements, major equipment and other items that have a significant value and a useful life of several years. Capital projects are usually financed and approved separately from the annual

operating budget. Examples of capital items include the Town Hall, fire engines, transfer station, streets, recreation facilities, culvert steamer, radio system, etc.

What is a capital improvement plan?

Capital improvement planning involves the scheduling of long-term capital expenditures by the town over a number of years (typically five to ten). For New Gloucester purposes, a capital improvement shall be defined as a capital expenditure that is more than \$3,500 and that will have a useful life of three years or longer.

(Amount amended to \$7,500 5/1/2000 Annual Town Meeting)

What does a CIP usually contain?

- ◆ A list of proposed projects
- ◆ A prioritization of the projects and the year in which each project will be initiated
- ◆ The amount to be expended in each year and the proposed method of financing

What is the scheduling of capital items within a multi-year based on?

- ◆ The identified need for the project in the community
- ◆ The Town's ability to pay for the improvements
- ◆ The importance of the project in comparison with other Town needs

Can a CIP be changed?

It should be understood that the priorities may have to shift due to unexpected emergencies and/or changes in priorities.

Is Capital Improvements planning a new concept?

Capital planning involves the use of foresight, goal setting and strategic planning to allocate financial resources among competing projects. Typically, current budgets are prepared one year at a time by increasing or decreasing the previous year's funding levels on a line item basis, directly opposite to the practice of strategic planning.

Capital improvements planning is currently being put into practice in many communities in Southern Maine that are experiencing the fiscal pressures associated with rapid population growth.

What are the benefits of doing a capital improvement plan?

- The Capital Improvements Plan focuses attention on the needs, goals and financial capabilities of the community.
- The CIP promotes sound financial planning by helping to predict future needs and costs and by reducing substantial fluctuations in the yearly tax rate.

- The bond rating of the community may be established or improved if a CIP is in operation
- Project priorities can be established rationally so that wider community interest, rather than specialized interests are addressed.
- The CIP process can result in better cooperation and understanding between various “layers” of government (Town Manger, Board of Selectmen, Budget Committee. Department Heads, CIP Committee).
- A successfully capital improvements plan can also result in a more efficient governmental administration.
- A capital plan can be a tool to implement the Town’s Comprehensive Plan and to anticipate the needs of growth and development.
- The existence of a capital improvements plan may enhance a community’s eligibility for federal and state grant programs.
- A CIP is a necessary first step in developing impact fees.

How is a capital improvements plan prepared?

The first stage is the preparation of a CIP is the completion of an inventory of existing Town-owned capital items, including age and condition of equipment.

The next state involves the identification of future needs by Town staff and/or committees including a detailed description of the project and the alternatives considered, a justification for the request, an estimate of cost (initial and recurring), an identification of funding sources, and a recommendation for the year in which the items should be purchased.

Requests are then prioritized according to community need by the CIP Committee and then listed in the multi-plan.

Who is on the CIP Committee?

The CIP Committee is a seven-member committee which includes:

- The Town Manager (shall serve as non-voting staff member)
- A Selectman
- 4 New Gloucester residents (appointed by the Selectmen)

Appointed by each respective committee

- 1 Representative for the Budget Committee
- 1 Representative from the Planning Board
-

Each representative will serve a minimum two-year term. The Chairperson of the CIP Committee will be elected by the committee on annual bases.

How is the capital improvements plan presented to the community?

The multi-plan represents the long-term strategy of scheduling for local physical improvements. Each year the plan is updated and presented to the Board of Selectmen for approval and, upon their approval, included in the town warrant for community approval at the Town Meeting. It is important to remember that approval of the multi-year plan does not commit funds to these individual projects for a specific period, but instead indicates a ranking of priorities as determined by the committee. The actual appropriation of funds for capital expenditure through the current year's warrant article is a commitment to fund only that year of the multi-year plan. Each year a new CIP Committee approved list will be submitted, with the final decisions made at the New Gloucester Annual Town Meeting.

TOWN OF NEW GLOUCESTER
CAPITAL ITEMS INVENTORY
PAGE REPLACED

TOWN OF NEW GLOUCESTER
CAPITAL PROJECT REQUEST

Department Name: _____ Date Prepared: _____

Submitted by: _____ Title _____

Project Title: _____

Project Description: _____

Justification for Request & Description of alternatives considered: _____

Estimated Cost _____ Estimated cost must include engineering surveying, Architectural design and other professional services. Please list separately. _____

Potential Funding Sources (s): _____

—

Estimated Recurring Costs if Project is Funded: _____

Year Needed: _____ Department Priority _____

CIP Committee Comments (reserved): _____

	Initials of Reviewer	Approved	Disapproved	Date
Town Manager/Selectmen	_____	_____	_____	_____
Planning Board	_____	_____	_____	_____
CIP Committee	_____	_____	_____	_____

Comments on Back

CAPITAL IMPROVEMENT PROGRAM

ROAD CRITERIA

Step 1. Complete Inventory based on technical evaluation system.

Step 2. Determine use by category

- a. Volume of traffic
- b. Type of traffic
- c. Frequency and pattern of traffic

d. Present and anticipated traffic

Step 3. Safety and/or environment

Step 4. Are there any alternatives to the project i.e. complete vs. phase?

Step 5. Does/will the road meet standards?

Step 6. What are the costs of deferment?

Step 7. Is there any benefit attained from other pending projects

Step 8. Is it a respond to urgent need or opportunity?

Step 9. Does the project fit into current municipal, regional, or state strategies?

Step 10. What are the long-term benefits and costs associated with the project?

Step 11. Is the implementation of the project feasible (what is the timetable)

Step 12. What is the definition of the cost, i.e. planning, etc. (what are the associated costs to the project i.e. extra equipment, extra manpower, etc?)

CAPITAL IMPROVEMENT PROGRAM

EQUIPMENT CRITERIA

1. Urgency of this purchase
 - a) Emergency
 - b) Scheduled
 - c) Anticipated need (does it tie in with other projects)

2. Age and use of equipment
 - a) Present
 - b) Anticipated
 - c) Population served and/or cost effectiveness

3. Parts availability

4. Safety issues
5. Cost of deferment
6. Alternative use
7. Associated Costs
8. Does this equipment respond to a State of Federal mandate

CAPITAL IMPROVEMENT PROGRAM

VEHICLE CRITERIA

1. Need for the vehicle
 - a) Urgent to meet an immediate need in response to safety
 - b) Urgent to meet an immediate anticipated need for safety
 - c) Routine replacement scheduled use, replacement item
2. Age of vehicle, mileage, approximate number of hours per week used
3. Use of vehicle
 - a) Present
 - b) Anticipated
 - c) Population that will be served and/or cost effectiveness(i.e. purchasing a vehicle for town used instead of paying mileage for town employees)
 - d) Is there an alternative use for the vehicle

4. Parts affordable
5. Does this vehicle meet or will the vehicle meet DOT standards
6. Cost of deferment on this vehicle
7. Associated cost of vehicle
8. Source of funding

CAPITAL IMPROVEMENT PROGRAM

PROPERTY PURCHASE CRITERIA

1. What is the use/purpose of this property?
2. Is it a suitable site/location?
3. Is it adequate land for the purpose and future uses?
4. Is the land properly zoned for the intended use?
5. Are the deeds to this land clear? Is the land properly surveyed?
6. What is the urgency of this purchase? Is there lost opportunity if not purchased now?
7. What are the fiscal impacts to the town of purchasing this property? What is the affect on the mil rate?

8. What are the costs vs. the benefits for this purchase?
9. How there any health and safety impacts? i.e. radon/aquifer/prior pollution?
10. What is the community economic value associated with this purchase?
11. What is the possible disruption to the surrounding property with this purchase?
12. What is the feasibility of completing this purchase? Is the price realistic-is the owner agreeable to all conditions of the sale?
13. What is the relation of the purchase of this property in relation to other projects? could other projects coordinate their needs with this project?
14. What is the impact of not purchasing this property?
15. What is the population served?
16. What is the cost of future development (waiting)?

CAPITAL IMPROVEMENT PROGRAM

BUILDING INVENTORY

1. What is the purpose/function of the building? Complete plans/drawings/zone approvals/planning board approvals etc. must accompany request.
2. Is there suitable/adequate land for this building?
3. Explain the urgency of the need or the opportunity available for completing the building now. What is the population served?
4. What are the fiscal impacts of this building purpose? What amount will have to be borrowed and what affect will this have on the mil rate?
5. What are the cots/benefits associated with this? What is the impact of NOT building now? What are the hidden costs and 5 year maintenance plans?
6. What are the health and safety impacts? Any pollution effects?

7. What will be the community economic affect? I.E. added town value?
8. What disruption/inconvenience will be caused by the construction of the building?
9. Does the building plan meet Federal and State and local standards and zoning requirements?
10. Is the construction of this building required for Federal/State/local mandate?
11. What is the feasibility of the project? Does it have public support and can it be ready to go with the budge year?
12. What is the relation of this project to other projects planned? Could this project coordinate with other projects?
13. For a building additional, how much will this add to the useful life of the existing building?

EVALUATION CRITERIA MATRIX

PAGE REPLACED

TOWN OF NEW GLOUCESTER

CAPITAL IMPROVEMENT PLAN

GENERAL PRIORITIES

PRIORITY WILL BE GIVEN IF THE ITEM MEETS THE FOLLOWING:

Capital improvements that will meet emergency health and safety needs

Capital improvements that assist in maintaining the rural character of New Gloucester

Capital improvements that will maintain and improve natural resources/environment such as air and water quality.

Capital improvements that will produce measurable reductions in the town's operating cost.

Capital improvements that will follow the priorities as detailed in the Comprehensive Plan and as recommended in the Town questionnaire results.

Capital improvements that will assist in maintaining the infrastructure of buildings, roads, and bridges.

Appendix D

Water Quality Data

Some of the data needed to assess the vulnerability of New Gloucester's lakes to phosphorus pollution are shown in the following table:

Lake Name	Surface Area (acres)	Water Quality Category	Direct Drainage Area in Town (acres)	Percent of Watershed In Town	Phosphorus Coefficient (pounds/part per billion/year)
Crystal		Mod/Sen	140	13	2.07
Lily		Mod/Sen	615	100	4.43
Notched		Mod/Stable	0	.2	0.00
Runaround		Mod/Sen	2085	26	11.79
Sabbathday		Mod/Stable	2594	76	30.58
Shaker Bog		Mod/Sen	148	28	1.78
Upper Range		Mod/Sen	548	21	6.19

Notes:

1. Surface area is the number of acres in the surface of each lake.
2. Water Quality Category refers to one of six possible categories to which DEP assigns the existing water quality of any given lake. Moderate/Sensitive (Mod/Sen) means average water quality, but high potential for degradation due to phosphorus recycling from lake bottom sediments. Moderate/Stable means average water quality, not declining under present phosphorus loading. Outstanding means exceptional water quality.
3. Direct Drainage Area refers to the acreage of land which drains directly into the lake from within the Town.
4. Percent of Watershed within the Town (when less than 100%) indicates that some portion of the watershed lies in another town or towns.
5. The Phosphorus Coefficient is DEP's estimate of how many pounds of additional phosphorus, exported from watershed to the lake, would raise the phosphorus concentration in the lake by 1 part per billion. For all lakes except Lily Pond, whose watershed is contained entirely within New Gloucester, this number has been adjusted to reflect only the proportional amount of phosphorus from the direct watershed located within the Town.

APPENDIX E

REGIONAL GOALS AND POLICIES – GPCOG 1990

The following reflects the goals, policies and implementation strategies developed by GPCOG during its 1990 regional planning process:

ISSUE: ORDERLY GROWTH AND DEVELOPMENT

GOALS:

- Support regional growth and development in an orderly and planned fashion which will avoid placing unnecessary burdens on resources and infrastructure.
- Preserve the remaining rural character in the region by influencing the location and intensity of future development.

POLICIES:

- Develop a program that integrates the development of a GPCOG regional plan with local land use strategies and other areawide growth management initiatives, recognizing the concern for cumulative impacts.
- In coordinating interlocal discussions, point to the need to have a balance between the rates and patterns of development that is cost effective and recognizes urban, village and rural land use schemes across municipal boundaries.
- Establish a land suitability planning system that helps communities relate development patterns to the region's capacity to absorb growth.
- Encourage and assist in the coordination of a system of leadership training that provides personal growth and development and expands upon the cultural development into the future.

ISSUE: FINANCE

GOALS:

- Address new infrastructure financing methods for the region which will reduce the burden on the local property tax and consider, where appropriate, regional cooperation.

POLICIES:

- Promote cooperative relations and coalition activities between the private and public sector in the GPCOG region.
- Educate those in the private and public sector in the critical financial issues related to growth and development in this region.
- Identify and support initiatives which reduce the reliance on property tax to finance municipal services and community development.

ISSUE: PUBLIC SERVICES

GOALS:

- Promote the effective and efficient delivery of quality services for the region in a cost-effective manner consistent with regional needs.

POLICIES:

- Focus GPCOG efforts on State support for all forms of public education, working to maintain equity among all communities in providing for education quality.
- Focus regional attention on the need to maintain a balance between property tax reform issues and infrastructure and municipal service needs.
- Inventory and analyze factors that impact upon the delivery of public services across the region.

ISSUE: ECONOMY AND JOBS

GOAL:

- Encourage organized and balanced economic development throughout the Greater Portland region in a way that is stable and consistent with the carrying capacity of the area.

POLICIES:

- Continue to assist and support in the development of a sound regional economic base; mitigating potential problems of competition for resources, jobs and infrastructure support through consistent communication networks.
- Working with communities and multiple agencies, develop a program that will assist in the provision of a wide range of employment opportunities.
- Address and provide solutions related to tourism impacts and the conflicts of a “four season” industry.

ISSUE: HOUSING

GOAL:

- Work with regional organizations to solve housing problems and provide decent homes in a suitable living environment for every family in the region.

POLICIES:

- Support the continued elimination of substandard housing and its replacement with upgraded housing stock for all income groups.
- Develop a regional housing strategy that addresses local and regional conflicts and provide direction for housing strategy issues.
- Develop a program that links housing agencies and other local boards in order to provide a mechanism for regional housing coordination.

ISSUE: WATER QUALITY

GOAL:

- To enhance and upgrade the ability of policy-making bodies to deal with water quality management issues on a short and long-term basis.

POLICIES:

- Foster public education and awareness of water quality issues.
- Develop a regional strategy for addressing the region’s water quality problems.
- Delineate and assess the quality and interrelationship of the region’s potable, commercial and recreational water supplies for decision makers in the GPCOG regions.
- Continue to work with the Portland Water District to coordinate local and region initiatives.

ISSUE: ENVIRONMENT

GOAL:

- Promote a safe, healthy, and protected environment in which to work, live and recreate in.

POLICIES:

- Assist municipalities in addressing environmental issues of local or regional significance as identified by local, State, or Federal decision makers.
- Evaluate environmental issues, anticipate their impact, and develop and recommend regional strategies which will mitigate anticipated problems.

ISSUE: NATURAL RESOURCES

GOAL:

- Assist in the preservation and efficient use of the region's natural resources so as to ensure their availability for future generations.

POLICIES:

- Assist local and regional entities in regulating nonrenewable resources to ensure maximum benefit with minimum disturbance to the environment.
- Encourage and promote cooperation and coordination among communities to protect critical natural resources and their industries.
- Quantify and assess the critical relationships among the region's natural resources.
- Identify and set priorities related to the preservation of critical open space areas.
- Develop and implement public and private initiatives in the area of open space/natural resource acquisition.

ISSUE: MARINE RESOURCES

GOAL:

- Facilitate and promote the protection of the region's marine resources and the development of related industries.

POLICIES:

- Provide technical assistance to municipalities to assist them in protecting important resources that have been identified throughout the growth management process.
- Assess the availability of port facilities in the GPCOG coastal area and provide for orderly and successful development and use of coastal industries and resources.
- Assist the region in meeting the requirements of the State Goals and Objectives as they relate to marine resource protection and development.

ISSUE: TRANSPORTATION

GOALS:

- Work to improve the condition of the region's highways and transportation facilities, in terms of safety and capacity.
- Continue to improve the adequacy and efficiency of public transportation and other alternative forms of transportation.

POLICIES:

- Implement an infrastructure and financial plan for the region's highways, focusing on critical corridors.
- Coordinate the development of alternative financial resources to help municipalities deal with highway and public transportation services without further burdening the property tax.

- Study the entire transportation system and how it relates to the economic and community needs of this region.
- Continue to work with PACTS on the planning and implementation of critical regional transportation projects in rural and urban areas.
- Improve transportation planning practices by placing a greater emphasis on the long range planning relationship between land use and transportation planning.

ISSUE: OUTDOOR RECREATION

GOAL:

- Work towards the provision of a combination of passive and active recreational facilities, scenic vistas, and open space in order to serve a wide variety of needs simultaneously and be easily accessible to a large part of the metropolitan area.

POLICIES:

- Preserve valuable natural areas critical to both wildlife and open space recreation needs.
- Expand the use of existing recreational facilities through redevelopment and rehabilitation, advertising and promotion, and expanding the availability of recreational programs.
- Encourage and support the idea of interlocal cooperative agreements or the notion of a coordinating authority for recreation potential on a regional basis.

Appendix F

The Citizen Planners

This plan could not have been developed without the dedication of many New Gloucester residents who served on the Comprehensive Plan Committee. Chaired by Mr. Bob Chaplin, this group of volunteers met over the course of nearly two years to develop this Plan. Others gratefully contributed their expertise for portions of the plan.

Committee members were:

Bob Leighton, Sr.	Ms. Ellie Fellers
Norton "Buzz" Lamb	Bill Greeley
Larry Zuckerman	Eleanor LaCombe
Kinvin Wroth	Bob Chaplin
Anne Thaxter	Philip Guiles
Meredith Murray	Gil Mahon
Edgar Wilcox	Lowell Brookings

Those who contributed to portions of the plan included:

Nick Hazlette	Richard Brasowski
Tom Driscoll	Herb Blake
Don Keneagy	Cliff Andrews
David Clark	Field Rider
Pat Vampetella	Bob Gerber
Cliff Foster	Jim Fitch
Pheobe Hardesty	Mal Greeley
Phyllis Mahan	Don Bragdon

In addition to members of the Committee, the New Gloucester News has been instrumental in keeping the community informed about the progress of the Comprehensive Plan.

Town staff and committees also contributed to the development of the Plan. Special thanks go to Jim Bennett (former Town Manager), Roland Brooks (Assessor), Cliff Andrews and the Recreation Commission, the Economic Development Task Force, the Historical Society, Bill Waterman (Public Works Director), Scott Hodgeman (Fire Chief), Bill Parquette (Code Enforcement Officer), and last but certainly not least, Barbara Bragdon, Barbara Pollard and Sandy Lebel, who tabulated the results of the Town survey.

The Comprehensive Plan Committee would also like to thank all the citizens who responded to the community survey, and those who have participated in public meetings.