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WATERFORD COMPREHENSIVE PLAN INVENTORY AND ANALYSIS SIGNIFICANT FINDINGS AND CONCLUSIONS

Introduction

The inventory and analysis element of the comprehensive plan assesses information and characteristics of the community. Population trends, local and regional economy, housing characteristics, transportation systems, public facilities, recreation, natural resources, agricultural and forestry resources, historic and archaeological resources, land uses and the Town's fiscal capacity were reviewed. The following summary presents the major findings and conclusion of the inventory portion of the plan. The complete inventory is presented in Section III.

Population

The estimated 1999 year-round population in Waterford was 1,586. This represents a 22% increase above the 1990 population.

Population growth has been the result of people moving to Waterford rather than as the result of natural increase.

Waterford's population is older than that of Oxford and the State.

Seasonal population could reach 3,200 during peak summer periods.

It has been projected that in the year 2010 there will be some 2,000 year-round residents in Waterford

Housing

In 1999, there were 934 homes in Waterford. Fifty-eight percent or 541 were year-round homes and 42% or 393 were seasonal homes.

It has been estimated that seasonal homes have increased faster in Waterford than year-round homes since 1990.

The average sale price of homes in Waterford has increased by 97% since 1987.

The sale price of homes and rental rates in Waterford have increased to a level where households with an annual income of \$24,000 and less probably cannot find housing in Waterford.

The mobile home may have become the only affordable type of housing in Waterford.

Over the next ten years, it is estimated that 150-new year-round housing units will be needed to meet the housing needs of population growth.

Historic, Cultural and Archaeological Resources

Waterford contains a number of structures that exhibit important historic architecture. Their loss would remove examples of some of the county's finest late eighteen to mid-nineteenth century architecture.

The village of Waterford Flat is a historic district registered in the National Register of Historic Places. Placement on the National Register is primarily ceremonial in that it offers no protection from activities that would reduce historic values.

There may exist both prehistoric and historic archaeological resources in Waterford. These may or may not be documented.

Economy

There has been a shift in employment from the more traditional jobs (farming, forestry and production workers) to services and sales.

It is felt that home based jobs are becoming more important and numerous.

Improved communication systems are needed to allow residents to fully participate in the computer/internet systems.

Non residents pay almost half the assessed taxes.

The rate of change in the valuation of residential property from 1988 to 1998 has been slightly less than the rate of inflation of the same period.

Public Facilities and Services

Existing public facilities and services are adequate to meet current demands. Future growth and development should not be at a rate that over burdens these facilities and services.

In 1998, 49% of all property taxes were paid by non residents.

Total valuation has increased at a rate of approximately 1% per year since 1989. A continuation of this rate of increase could result in increased mil rates to meet public service needs.

Transportation

Some 12 miles of roads are closed to winter maintenance. Opening these roads to winter maintenance as the result of new homes served by these roads could result in additional expenditures to prepare the roads for plowing and for the plowing itself.

New single-lot residential development is occurring on town roads in poor condition and which need upgrading to be suitable for year-round use.

Outdoor Recreation

Outdoor recreation opportunities are important to the year-round and seasonal residents of Waterford. A reduction or loss of these opportunities would affect the town's character.

Natural Resources

The lakes and ponds of Waterford are important to its economy and character. Maintaining the quality of their water will preserve their economic and character values.

A major threat to lake water quality is phosphorus, which can reach a lake from any point within its watershed.

The Crooked River from its outlet into Sebago Lake to the Waterford and Albany line is considered as one of Maine's outstanding river segments.

Scenic locations and views are an important part of Waterford's character. Permanent loss of physical and/or visual access to these locations could alter the character of the community.

Land Use/Development Patterns

The current pattern of development characterized by several villages, scattered residential development in rural locations and large areas of undeveloped land is an important element of Waterford's character.

While there have been several subdivisions approved over the past ten years, most new residential development has occurred in individual lots adjacent to public roads in rural locations.

Mobile home parks could be developed in any location in town except for Shoreland areas.

Currently, approved but unbuilt lots in subdivisions could accommodate up to 50% of the new year-round demand for the ten-year planning period.

Should the current or future owners of the large tracts of currently undeveloped land decide to market house lots, significant new growth would occur.

Regional Concerns

Phosphorus which is exported to lakes and ponds from their entire watershed has a major impact on the quality of water in lakes and ponds. Waterford contains portions of watersheds shared with other communities.

The Crooked River is one of Maine's outstanding rivers, is a prime nursery for landlocked salmon and is a headwater of the greater Portland water supply.

The Harrison Water District obtains its public water supply from the Bear River Aquifer. The headwaters of the Bear River Aquifer are in Waterford. Degradation of the aquifer would have major impacts on the customers of the Harrison Water District.

Increased traffic through Waterford to destinations outside of Waterford may alter community character and create traffic problems.

Regional approaches to economic development can improve local economic conditions.

INSERT SECTION II COVER PAGE

Waterford Comprehensive Plan Planning Issues, Goals, Policies and Strategies

Introduction

The Comprehensive Plan, presented in three sections--the major findings of the Inventory & Analysis, Goals, Policies, & Strategies and Supportive Information--serves as a guide for the community and town officials as they make decisions about the future of Waterford. The Plan suggests general directions, recognizing that specific details will require further efforts. The Plan should be considered a living document, meaning that it will require review and revisions as Waterford changes over time.

In the broadest sense, the Comprehensive Plan envisions a Waterford that:

- * **Is a quiet, rural community that has maintained traditional qualities which make Waterford a special place that includes villages, lakes and rivers, quietness, clean air, friendly people and some of the most beautiful views in the State.**
- * **Is a community where young and old want to reside and can afford to.**
- * **Is a community that in an unintrusive manner has managed residential and commercial growth so as to maintain valued characteristics and a stable tax rate.**

The Plan is not a zoning ordinance and the future land use map is not a zoning map, however, the vast majority of both residents and non-residents want use to use every effort to keep the town as it is: rural, peaceful, quiet and beautiful. The Plan is, however, intended to guide future changes in the Town's land use regulations so that they will reflect the goals and policies of this Plan. Similarly, the discussions of capital needs and spending priorities are intended as general guides, not specific proposals.

This Plan is the result of the efforts of the Comprehensive Plan Committee and the citizens of Waterford that provided ideas during the planning process. The Waterford Comprehensive Planning Committee through its meetings and input at public forums have identified a number of planning issues that it believes deserve consideration in Waterford's comprehensive plan. These planning issues and their related goals, policies and strategies have been categorized as priority or secondary. The priority planning issues and their related policies and strategies are of immediate concern. Secondary planning issues and their related policies and strategies while of planning concern will be dealt with on a longer term time schedule.

Strategies or actions to carry out the plan have been identified as short-, mid- or long-term. This refers to the time frame that the plan recommends actions to occur. Short-term actions should occur within one to two years of plan adoption, mid-term three to five years from plan adoption and long-term six to ten years from plan adoption. Those that should be responsible for undertaking the strategies are also identified.

Implementation of Plan

The value and success of the comprehensive plan depend on its implementation. Therefore, the plan sets forth an implementation program that identifies what actions should be taken, who is responsible and a time period that in which specific action should be undertaken. To begin the process, the selectmen should appoint a standing Plan Implementation Committee with representation from both the Board of Selectmen and Planning Board whose responsibility would be to oversee plan implementation. The Plan Implementation Committee would also work with the Planning Board in developing ordinance provisions recommended in the Comprehensive Plan. A second role of the Plan Implementation Committee would be to annually assess the Comprehensive Plan with town officials and boards and recommend needed revisions.

PLANNING AREA

Population and Housing

State Goal: To encourage and promote affordable housing, decent housing opportunities for all Maine citizens.

Town Goal: Promote housing opportunities that meet the needs of various age groups, household types and income levels that are consistent with the residential and rural character of Waterford.

Priority Planning Issues

Population growth in Waterford has been the result of in-migration and the median age of the residents is greater than Oxford County and the State.

Current land use standards favor the traditional single-family dwelling. Changing population characteristics and housing needs including retirement and life care needs will require alternatives to the traditional single-family dwelling.

Secondary Planning Issues

Seasonal population increases by some 3,200 in peak summer periods.

Population is expected to increase by 22% over the next ten years.

Housing prices have increased to a level where they may not be affordable for lower income households.

There are no local standards that assure safe construction of residential structures.

Town Policy

To provide for alternative housing types and options to meet the demands of a changing housing market.

To Manage population growth so as to maintain a stable tax rate and valued community character.

To allow the development of affordable housing.

To assure new construction and major renovations comply with minimum construction and safety standards.

Priority Strategies

Develop ordinance provisions that allow under specified conditions the creation of an accessory apartment in existing single-family structures.

Responsibility/Time Frame: Planning Board/Short

Develop ordinance provisions that include increased densities and reduced road frontage for housing types that serve the elderly.

Responsibility/Time Frame: Planning Board/Short

Develop and maintain a fiscal growth impact monitoring program that tracks residential growth and the cost of service delivery associated with such growth.

Responsibility/Time Frame: Selectmen & PIC/Mid

Develop Ordinance provisions that allow for a diversity of housing types including mobile homes.

Responsibility/Time Frame: Planning Board/Short

Secondary Strategies

Should a fiscal growth impact monitoring program indicate a need, an impact fee type ordinance should be developed.

Responsibility/Time Frame: Selectmen/Long

Develop building standards for new construction and major renovations.

Responsibility/Time Frame: Selectmen, Code Enforcement Officer & Fire Department/Long

PLANNING AREA

Historic and Archaeological Resources

State Goal: To preserve the State’s historic and archaeological resources.

Town Goal: To maintain the values of important historic, cultural and archaeological resources.

Priority Planning Issue

Waterford contains some of the best historic architecture in Oxford County including the Waterford Flat Historic District and other structures that represent late eighteenth to mid-nineteenth century architecture. These structures are important to the character of Waterford, and their degradation or loss would greatly change town character.

Secondary Planning Issue

The town currently lacks safeguards to assure that significant archaeological resources are not lost.

Town Policy

To maintain the values of historic features, sites and structures.

To assess the impacts of development that could threaten known archaeological sites.

Priority Strategies

Develop an educational program for owners of historic properties in techniques to maintain historic values.

Responsibility/Time Frame: Historic Society/Short

Amend site plan review ordinance to contain standards that maintain historic architectural values, sites and locations for non residential development reviews.

Responsibility/Time Frame: Planning Board/Short

Develop a Waterford Historic Preservation Ordinance.

Responsibility/Time Frame: Planning Board & Historic Society/Mid

Secondary Strategies

Amend site plan review and subdivision ordinances to include standards to be used by the planning board to consider the impacts of proposed development on archaeological sites listed or eligible to be listed on the National Register of Historic Places.

Responsibility/Time Frame:

Planning Board & Historic Society/Mid

PLANNING AREA

Economic Development

State Goal: To promote an economic climate which increases job opportunities and overall economic well-being.

Town Goal: Promote environmentally sound economic growth that is complementary to Waterford's rural character and provides employment opportunities.

Priority Planning Issues

Waterford's limited infrastructure including transportation routes and valued rural character requires special consideration of the types and siting of industries and manufacturing.

In-home occupations and cottage industries can be important to the local economy.

Secondary Planning Issues

Seasonal home owners, summer visitors, snowmobilers, skiers, hunters, fishermen and other recreationists contribute significantly to the local economy and property taxes. To maintain a strong local economy, this needs to continue.

Town Policy

To encourage the creation of home occupations and cottage industries while maintaining the values of adjacent residential properties.

To ensure that the type and location of new and expansions to existing industrial or manufacturing operations are compatible with Waterford's rural nature, residential areas, transportation systems and the natural and cultural environment.

To maintain the values that attract seasonal home owners and summer visitors.

To encourage agriculture and forestry.

To encourage seasonal activities and enterprises in appropriate areas that are compatible with the surroundings and natural environment.

To support the continued development and maintenance of the Portland Pipeline, Portland Natural Gas Transmission Pipeline and the Central Maine Power electrical transmission lines within their existing rights of ways.

Priority Strategies

Maintain Waterford as a desirable place to locate low impact businesses that are not location sensitive or are technology based and have minimal impacts on traffic, noise, odors and glare from lights.

Responsibility/Time Frame:

Selectmen & Growth Council/Short

Amend the site plan review ordinance to include provisions that allow home occupations and that manage potential impacts associated with home occupations including traffic, noise, parking, odors and signage.

Responsibility/Time Frame: Planning Board/Short

Develop Ordinance provisions that prescribe type, location requirements that include access to power and natural gas, for those manufacturing and industrial type uses that carry impacts related to traffic, noise, odor, light, smoke, potential impacts on existing and future residential areas and environmental; quality.

Responsibility/Time Frame: Planning Board/Short

Secondary Strategies

Seek input from seasonal property owners and summer visitors as to needs and identification of those values that bring them to Waterford.

Responsibility/Time Frame: Business Owners/Lake Associations/Selectmen/Ongoing

Encourage coordination among companies sharing transmission corridors and landowners in use of corridors including appropriate locations for commercial/manufacturing uses.

Responsibility/Time Frame: Selectmen/Ongoing

PLANNING AREA

Public Facilities and Services

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

To encourage 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.

Town Goal: Provide and maintain efficient and essential services and facilities to meet the needs of the citizens of Waterford including public health, safety, education and welfare and discourage development sprawl.

Priority Planning Issues

Waterford’s primary source of revenues comes from residential property taxes. If not carefully planned for, future growth in Waterford can create significant demands on essential town supported services and place the burden for their delivery on individual tax payers.

Town Policy

Encourage and promote continued high quality educational services, programs and opportunities and promote community support of education.

Promote and encourage efforts to reduce, recycle and reuse solid waste.

Ensure that future development activities do not over burden the town’s ability to provide high quality municipal services.

Anticipate major capital investments through capital improvement programming.

Priority Strategy

Amend the site plan review and subdivision ordinances to include provisions that require a municipal service impact analysis to be completed by an applicant. Should that analysis indicate that a proposed development would require additional public expenditures above that it supports, off-site improvements, in-kind contribution and/or an impact-type fee should be required.

Responsibility/Time Frame: Planning Board/Short

Secondary Strategy

Establish a capital improvement program.

Responsibility/Time Frame: Selectmen & Budget Committee/Short

PLANNING AREA

Transportation

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

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

Town Goal To provide and maintain an efficient, safe and pleasant transportation system.

Priority Planning Issue

There are roads and segments of roads that are town roads but are in such condition that they are closed to winter maintenance and/or would require a significant public outlay of funds to improve should greater use or new development occur.

Secondary Planning Issues

New single lot development that is accessed by roads in poor condition and require upgrading to be suitable for year-round use will increase expenditures for road improvement.

Increased traffic through Waterford to destinations outside of Waterford may alter community character and create traffic problems.

The private automobile is the primary means of transportation in Waterford.

Town Policies

To manage development to be served by below standard town roads to maintain public safety and minimize increases in road improvement and maintenance costs.

To assure newly constructed public and private roads conform to standards that will assure durability, safe access, safe movement of motor vehicles and retain the rural qualities.

To encourage pedestrian, bicycle and public transportation options.

To minimize the impacts of commuter traffic through Waterford.

Priority Strategies

Initiate road discontinuance procedures for those town roads that no longer serve as needed town ways and/or would require significant public expense to upgrade to serve new residential development.

Responsibility/Time Frame: Selectmen/Short

Review and revise, if necessary, street construction standards for newly constructed public and private roads excluding driveways serving less than three lots.

Responsibility/Time Frame: Planning Board & Road Commissioner/Short

Amend the subdivision ordinance to include provisions that subdivisions for residential purposes proposed to be accessed by roads closed to winter maintenance and/or roads deemed to be inadequate to carry the traffic associated with subdivisions should be prohibited unless road improvements are undertaken by the subdivider.

Responsibility/Time Frame: Planning Board/Short

Secondary Strategies

Maintain the public road improvement plan for the maintenance and reconstruction of public roads. The plan should assign a low priority for improvements to those roads and road segments that are closed to winter maintenance and/or located in the rural areas as identified in the Future Land Use Plan.

Responsibility/Time Frame: Selectmen & Road Commissioner/Ongoing

Participate in the Regional Transportation Advisory Committee to address regional transportation issues including highway improvements and the impacts of through traffic.

Responsibility/Time Frame: Selectmen/Ongoing

Support transportation services for all ages that provide an alternative to the private automobile.

Responsibility/Time Frame: Selectmen/Ongoing

PLANNING AREA

Outdoor Recreation

State Goal: To promote and protect the availability of outdoor recreation opportunities for all Maine citizens including access to surface waters.

Town Goal: To promote the availability of a wide range of outdoor recreation activities.

Secondary Planning Issues

Outdoor recreation opportunities are important to year-round and seasonal residents of Waterford. A reduction or loss of these opportunities would affect the character of Waterford.

Changing land ownership patterns could affect the traditional outdoor recreation activities such as snowmobiling hiking, hunting and fishing.

Town Policy

To plan for the upgrading and development of outdoor recreation facilities and programs to serve the needs of all ages.

To support the programs of the snowmobile club.

To recognize traditional outdoor recreation activities such as fishing, hunting and hiking and encourage education, safety and respect for private property.

Secondary Strategies

An outdoor recreation plan should be maintained that sets short- and long-term priorities for facility maintenance, facility improvement and development, and nature trails.

Responsibility/Time Frame: Recreation Committee/Ongoing

Support programs such as Project Land Share and land owner programs that support and encourage continued public access to private property for outdoor recreation activities.

Responsibility/Time Frame: Selectmen & Snowmobile Club/Ongoing

PLANNING AREA:

Natural Resources

State Goals: To protect the quality and manage the quantity of the State's water resources including lakes, aquifers, great ponds and rivers.

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

Town Goal: To conserve and protect natural resources in Waterford and those it shares.

Priority Planning Issues:

Waterford contains a number of scenic view locations and sites that are a valued character of the town. Loss of access to these locations or degradation of scenic values will alter the character of the town.

Waterford contains all or portions of nine lakes and ponds and their watersheds. These lakes and ponds are important to the character of Waterford and its economy. Watershed protection for the watershed in Waterford and those shared are critical to the health of these lakes and ponds.

The natural resource base of Waterford is important to community character.

Conservation lands, or land on which development will not occur, does not exist in Waterford.

Secondary Planning Issues

Forest and agricultural lands help define Waterford's character, aid in maintaining a stable tax rate, contribute to the economy and provide open space. Conversion of these lands to other uses may have lasting impacts.

The Crooked River is one of Maine’s outstanding rivers, is a prime nursery for landlocked salmon and is a headwater of the greater Portland water supply.

Town Policies

To conserve important scenic view locations and sites that make Waterford unique.

To maintain the quality of surface and ground waters.

To maintain the resource values of nature resources.

To encourage the set aside of land parcels to be used for open space type uses or conservation lands.

To manage development in flood prone areas to minimize flood damage and protect human life.

To conserve fisheries and wildlife habitats.

To encourage the productivity and multi use of agricultural and forest resources.

To maintain the resource values of the Crooked River.

Priority Strategies

Seek conservation easements and/or measures to conserve important scenic view locations and sites.

Responsibility/Time Frame: Conservation Commission/Land Trusts/Short & Ongoing

Amend site plan review and subdivision ordinance provisions to allow the planning board to consider the impacts of proposed development on important scenic view locations and sites.

Responsibility/Time Frame: Planning Board/Short

Develop a per acre phosphorous allocation for lake watersheds in Waterford and those shared with other communities.

Responsibility/Time Frame: Planning Board, Conservation Commission & Lakes Environmental Association/Short

Amend the subdivision and site plan review ordinances to require a phosphorous management plan based on the per acre phosphorous allocation.

Responsibility/Time Frame: Planning Board/Short

Develop ordinance provisions that assure that phosphorus is managed on single lot development in areas of steep slopes and adjacent to streams.

Responsibility/Time Frame: Planning Board/Short

Develop management plans for town owned properties and designate suitable town owned properties as conservation lands.

Responsibility/Time Frame: Selectmen & Conservation Commission/Mid

Seek conservation easements, funding to purchase easements or title to property to conserve forest, agricultural and conservation lands.

Responsibility/Time Frame: Conservation Commission, Land Trusts, Property Owners/Mid & Ongoing

Encourage forest and agricultural land owners to participate in current use tax incentives to conserve forest, agricultural and conservation lands.

Responsibility/Time Frame: Conservation Commission, Land Trusts, Property Owners/Mid & Ongoing

Upon receipt by the selectmen of notification by the Maine Department of Environmental Protection of an application for sludge application or storage facility, the selectmen should consult with the Natural Resource Conservation Service to seek guidance if further activity is required.

Responsibility/Time Frame: Selectmen Board/Ongoing

Amend site plan review and subdivision ordinances to include standards that protect surface and ground water resources from stormwater runoff, pollutants and toxic materials.

Responsibility/Time Frame: Planning Board/Short

Secondary Strategies

Administer and enforce the Floodplain Management Ordinance.

Responsibility/Time Frame: Planning Board & Code Enforcement Officer/Short & Ongoing

Amend the site plan review and subdivision ordinances to include standards that conserve significant wildlife and fishery habitats, and locations of documented rare and endangered plants.

Responsibility/Time Frame: Planning Board/Mid

Amend the subdivision ordinances to include standards that guide development to conserve forest and agricultural land and prevent fragmentation of workable tracts.

Responsibility/Time Frame: Planning Board/Short

PLANNING AREA

Land Use and Development Patterns

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

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

Town Goal: To manage land use and development patterns in a manner that conserves valued community characteristics, demands on municipal services are minimized and the rights of property owners are respected.

Priority Planning Issues

Current land use and development standards treat Waterford's village centers the same as the more rural and undeveloped portions of town. Because the characteristics of these villages differ from the more rural and undeveloped areas, land use and development standards should reflect those differences.

Current land use and development standards limit the options for more compact development in appropriate locations and encourage development to sprawl to rural undeveloped locations.

State law establishes a maximum lot size of 20,000 square feet or each mobile home to be located in a mobile home park. Under current land use and development standards, a mobile home park could be developed with that density in any location in Waterford except in shoreland areas.

Commercial campgrounds/sites in Waterford are an economic factor. They can also be an intensive use of land adjacent to lakes and ponds and add more recreationists to surface waters.

Secondary Planning Issues

Residential development strung along existing public roads can alter the traditional rural road landscapes.

The location of larger commercial and manufacturing type development could impact residential areas.

The shores of Waterford's lakes and ponds contain many seasonal residences. Future conversion of such seasonal residences to year-round residences can have impacts on water quality and place additional demands on municipal services.

Town Policy

To maintain the land use and development characteristics of Waterford's villages and allow for their expansion.

To allow a range of lot sizes or densities based on current development patterns and the desire to maintain rural qualities.

To direct mobile home park development to those locations suitable for densities associated with that development type.

To manage commercial campground development and conversions so that resource values are conserved.

To provide locations for larger commercial and manufacturing type development that will not conflict with less intensive land uses.

To ensure that shoreline development maintains the quality of wildlife habitats, wetlands, scenic vistas and water.

To manage development adjacent to public roads to maintain Waterford's character.

To encourage innovative residential development that conserves forestry and agricultural resources.

To assure that when conversion of seasonal residences to year-round residences occurs, resource values are protected and impacts on municipal services are minimized.

Priority Strategies

Develop ordinance provisions that allow the creation of lots of a minimum of 40,000 square feet in and adjacent to traditional villages.

Responsibility/Time Frame: Planning Board/Short

Develop ordinance provisions that direct mobile home park development to locations that are served by public roads with the capacity for the traffic to be generated and where soils are suited for the density.

Responsibility/Time Frame: Planning Board/Short

Develop Ordinance provisions that prescribe location requirements, setbacks and buffers for those manufacturing and industrial type uses that carry potential adverse impacts related to traffic, noise odor, smoke, light and others on residential areas.

Responsibility/Time Frame: Planning Board/Short

Amend the subdivision ordinance to include provisions that provide a density bonus for subdivisions that are of an open space/creative design.

Responsibility/Time Frame: Planning Board/Short

Secondary Strategies

Develop ordinance provisions that require town review prior to the conversion of a seasonal residence to a year-round residence. Standards to include suitability of sewage disposal of increased use, availability of off-street parking and maintenance of private roads serving the residence if the road serves more than two residences.

Responsibility/Time Frame: Planning Board/Mid

Amend the subdivision ordinance to include provisions that require an applicant to provide at the sketch plan phase of subdivision review a sketch plan of both a traditional subdivision and an open space/creative design subdivision with supportive information of the advantages and disadvantages of both designs. Based on the land characteristics and the polices contained in the comprehensive plan, the planning board should recommend the most appropriate type for the site.

Responsibility/Time Frame: Planning Board/Mid

Amend the subdivision ordinance to include provisions to require subdivisions that propose lot access from off-site public roads to minimize driveways or access points and/or use common driveways.

Responsibility/Time Frame: Planning Board/Mid

Future Land Use Plan

Purpose

The purpose of the Future Land Use Plan and Map is to plot the future development characteristics of Waterford. The narrative of the Future Land Use Plan identifies development areas where various land uses should occur. The development areas have been based upon a desire to direct future development to environmentally appropriate areas, to areas where adequate municipal services are available, and to maintain the Town's valued characteristics.

The Future Land Use Map visually depicts the development areas. It is the purpose of the Future Land Use Map to indicate the general locations of desired future development characteristics. The map was developed utilizing various information obtained during the development of the comprehensive plan including environmentally sensitive areas, soil characteristics, current development patterns and accessibility by adequate public roads. It was developed without consideration of individual property lines or ownership and, thus, should be viewed as a visualization of how the comprehensive plan recommends the Town develop in the years ahead.

Implementation

The Future Land Use Plan and Future Land Use Map would be implemented through the development and adoption of a Land Development Ordinance. The drafters of the Land Development Ordinance will base the ordinance and accompanying development map on the Future Land Use Plan and Future Land Use Map. The Future Land Use Plan will provide basic direction to the drafters of the ordinance in relation to the purposes and dimensional requirements of the various development areas. The Future Land Use Map will also serve as a basis for the drafting of any development district map which will define the various development districts. Unlike the Future Land Use Map, a development map will utilize property lines, setbacks from roads or other definable landmarks or features to allow the districts to be defined on the earth's surface. Any final map will likely be somewhat different from the Future Land Use Map to account for specific district boundaries. It should, however, not deviate substantially from the comprehensive plan because it could be found to be inconsistent with the comprehensive plan. During the development of the ordinance and map, the public would be given ample opportunity, through public meetings and hearings, for input.

Waterford's Future Land Use Plan

A major purpose of the comprehensive plan is to establish a guide for ongoing development of the community. The plan establishes the foundation for land use decisions, defines areas within the community most suitable for development growth and aides in defining future capital improvements. It is, therefore, important that the plan sets forth a realistic development guide so that the community can prosper and at the same time maintain valued characteristics.

The Future Land Use Plan identifies desired future development patterns and characteristics. The Future Land Use Map synthesizes the statement of policies presented in the comprehensive plan. It must be realized that as demands dictate, the Future Land Use Plan and Map will require revisions. Principles which guided the development of the Future Land Use Plan included the following:

1. That the type and density of development be compatible with the natural/environmental constraints of the land to absorb future development. Maintenance and protection of surface and ground water, the soil's capacity for subsurface sewage disposal, the slope of land scenic locations and views were key factors in plan development.
2. The desire to manage development so that Waterford's valued characteristics including forest land, surface waters, scenic views, natural resources and open space are maintained and the tax rate remains stable.
3. That the cultural values of historic features, sites and structures are conserved.
4. That the type and location of new and expanded manufacturing type operations are compatible with Waterford's rural nature, residential areas, transportation systems, and the natural and cultural environments.

5. The desire to maintain the values that attract seasonal home owners and summer visitors.
6. That the location of new development does not place unreasonable demands upon the town to improve below standard public roads.
7. The desire to maintain the high quality of Waterford's own natural resources and those it shares.
8. The desire that the type and location of development be compatible with municipal services including the transportation system.
9. The desire to encourage the maintenance of agricultural and forest lands.
10. That scenic locations and views that help define Waterford's character are conserved.

The comprehensive plan has made various projections and predictions relating to growth and development to the year 2010. Year-round population has been targeted to reach approximately 2,000 by 2010. In addition, it has been expected that some 150 new year-round dwellings will be needed to house the 2010 year-round population. New seasonal residential development is not expected to increase significantly.

Special Protection Areas

Certain areas within Waterford warrant special consideration due to their likelihood of degradation as the result of various land use activities. Land use activities within these areas require stricter regulation than in other areas or in some circumstances prohibition. Development regulation in most instances can be through standards in current ordinances or amendments to them. These areas include:

Floodplains

The land area within 250 feet of the normal high water mark of the Crooked River and Bear River that are also in the 100-year floodplain should be placed in a resource protection district which prohibits structural development. The exception to a resource protection district is those areas where concentrations of development exist. In these areas, the existing Floodplain Management Ordinance should be strictly enforced.

The land area in all other 100-year floodplains should be regulated as required by the Town of Waterford Floodplain Management Ordinance.

Wetlands

Open freshwater wetlands of 10 acres and more as mapped by the United States Department of the Interior and the areas within 250 feet of their upland edge that are identified as having high and moderate wildlife values should be designated as resource protection areas that prohibit structure development. Areas within 250 feet of the upland edge of other freshwater wetlands of 10 acres and more not rated or rated as low wildlife value should be designated rural shoreland.

Other wetlands, through standards contained in the site plan review and subdivision ordinances, should be conserved to maintain their resource values and functions.

Significant ground water supply areas/sand and gravel aquifers

These areas, because of the potential for degradation and/or contamination, require new nonresidential development or redevelopment to take safeguards to minimize the potential of degradation. The site plan review and subdivision ordinances would be amended to contain performance standards that protect these water resources through the use of Best Management Practices.

Watersheds

Waterford's great ponds are a major factor in community character and its economy. Water quality degradation would greatly impact town character and the economy. Activities within the watersheds of all great ponds require management to minimize water quality degradation. Development and redevelopment should be required to meet phosphorous export standards and all streams to flow to great ponds should have buffers.

Scenic View Locations

A number of scenic views and view locations help define Waterford's character. Their permanent loss would alter community character. Development standards should seek to minimize development activities that would result in their permanent loss.

Village Area

The purpose of the two types of Village Areas is to maintain the historic values of traditional village locations, to provide for a mixture of land uses suited to the traditional villages and expanded village locations that will maintain and enhance village and town character.

The three historic village areas of Waterford Flat, South Waterford and North Waterford are significant components of Waterford's character. They have served as the cultural and civic centers of the community. It is the intent of the Historic Architectural Village Area to continue existing development characteristics. Land use standards should require that new development or redevelopment in the footprint of the Historic Architectural Village Areas are compatible with existing village characteristics including uses and architecture.

To provide for future areas for expanded village type development, areas adjacent to Waterford Flat, South Waterford, North Waterford and East Waterford have been identified. Appropriate development types in Village Area locations include commercial and services compatible with village character, public uses, single-family residential, multi-family, elderly housing and recreation. Development standards included in the site plan review and subdivision ordinances should be flexible to provide for a continuation and expansion of traditional village type activities while maintaining the economic and social values of residential uses. Site Plan Review standards for non residential development should be used to determine compatibility of new development with existing uses. Such standards should include traffic, noise, odor, lighting, parking, landscaping, signage and structure design. A pedestrian environment and scale should be promoted by land use standards.

Minimum lot size should be one acre with greater densities permitted for elderly type housing. Setbacks should reflect traditional village character with up to 60 percent of the lot covered by structures and other non vegetated surfaces.

Village Shoreland Area

The purpose of the Village Shoreland Area is to allow for the continuation of traditional village type development adjacent to Keoka Lake at Waterford Flat and the inlet of City Brook.

Portions of the Waterford Flat Village Area border on Keoka Lake and, therefore, must comply with the standards for shoreland zoning as required by the mandatory Shoreland Zoning Act. Those areas within 250 feet for the Lake must comply with shoreland zoning standards regarding setbacks and other requirements. Residential uses including multi-family, commercial and governmental are permitted in the Area.

Lot area should be a minimum of one acre for residential uses and 60,000 square feet other uses. A minimum shore frontage of 200 feet per lot is also required.

Rural Shoreland Area

The purpose of the Rural Shoreland Area is to protect the resource values and water quality of the lakes, ponds, streams and freshwater wetlands while permitting shoreland residential and recreational uses that are compatible with these resources.

This area includes the land area within 250 feet of great ponds, rivers and freshwater wetlands greater than 10 acres in size. Land use activities in these areas require strict oversight to protect water quality and the other values of these resources. Year-round and seasonal residential development that comply with the standards of the Mandatory Shoreland Zoning Act would be permitted as well as recreational type uses.

The minimum lot size would be two acres with 200 feet of shore frontage.

General Development Area

The purpose of the General Development Area is to provide locations for residential development including single-family residential, multi-family and mobile home parks, non residential land use such as commercial and manufacturing under specified conditions and other land uses suited to rural locations. Development standards should encourage open space type development that allows for reduced lot sizes and frontages for the set aside of open space and/or lands that can remain in commercial forestry.

The General Development Area includes those portions of Waterford that are served by state and local public roads that are generally in a condition to accept new growth and areas where new growth can be served by existing municipal services. A wide range of development types should be allowed in this area including single-family residential, multi-family and mobile home parks. Public and governmental uses are also appropriate in this area. Commercial and manufacturing uses may also occur in this area under defined conditions.

To manage development in this area so that desired community character and values are maintained, the site plan review and subdivision ordinances will require modification. A straightforward land management ordinance would also be developed to address those few development types not addressed under the current site plan review and subdivision ordinances.

New residential subdivisions that will have lots accessed by the major highways, Routes 35, 37 and 118, should be designed to limit the number of individual drives entering the highways. This can be accomplished by common driveways and/or access roads. Individual lot residential development, or that development that does not require subdivision approval, should design their driveway entrances to maximize site distances. Setbacks from roads should be sufficient to maintain the rural nature of roadsides.

Nonresidential development and expansion will be managed under site plan review provisions. Because the Future Land Use Plan does not identify specific areas limited to commercial and manufacturing, compatibility criteria will be used to determine the appropriateness of the location of such development. These criteria should include highway suitability, entrance locations to minimize potential traffic hazards, noise, lighting, odor, smoke, signage, surface and ground water impacts, other environmental impacts, buffering and adverse impacts on residential locations.

The minimum lot requirement should be two acres. Lot coverage or the area covered with structures and other non vegetated surfaces for nonresidential uses should not exceed 50 percent of the lot.

Rural Area

The purpose of the Rural Area is to maintain large blocks of forest and agricultural lands and minimize public expenditures to provide municipal services to those areas served by below standard roads.

This Area includes locations not accessible by public roads and/or by below standard public roads. Development in these locations could result in significant expenditures of public funds to provide services. Appropriate uses for these areas are low density residential, forestry, agriculture and other land uses requiring rural locations. Land uses compatible with rural locations including natural resource-based processing and recreation are appropriate uses for this Area.

Subdivisions for residential purposes proposed to be accessed by roads closed to winter maintenance and/ or roads deemed to be inadequate to carry the traffic associated with subdivisions should be prohibited unless road improvements are undertaken by the subdivider.

Development standards should encourage open space type development that allows for reduced lot sizes and frontages for the set aside of open space and/or lands that can remain in commercial forestry. Minimum lot size should be 2 acres for single lot development and 5 acres for lots in subdivisions with individual lots in open space type development as small as 40,000 square feet.

INSERT LAND USE MAP

Regional Coordination

The Town of Waterford realizes that coordination and/or joint action is necessary to address a number of interlocal planning issues. Based upon the results of the inventory and analysis element of the Comprehensive Plan and the various policies contained in the plan, the following interlocal issues have been included in the Regional Coordination Program.

Regional Coordination Goal

To seek solutions to regional concerns and issues.

Interlocal Planning Issues

Phosphorus which is exported to lakes and ponds from their entire watershed has a major impact on the quality of water in lakes and ponds. Waterford contains portions of watersheds shared with other communities.

The Crooked River is one of Maine's outstanding rivers, is a prime nursery for landlocked salmon and is a headwater of the Greater Portland water supply.

The Harrison Water District obtains its public water supply from the Bear River Aquifer. The headwaters of the Bear River Aquifer are in Waterford. Degradation of the aquifer would have major impacts on the customers of the Harrison Water District.

Increased traffic through Waterford to destinations outside of Waterford may alter community character and create traffic problems.

Regional approaches to economic development.

Regional Coordination Policy

To consider phosphorous export from development proposals in watersheds of lakes and ponds shared with other communities.

To recognize the Crooked River as important regional natural and recreational resources.

To protect the Bear River Aquifer.

To support regional programs to improve and expand the local and regional economy.

To encourage improvements to the regional transportation system that are a benefit to the economy and for the safe movement of people and goods.

Priority Strategies

Develop common phosphorous export standards for development proposals for the overall watersheds of lakes and ponds that Waterford shares.

Responsibility/Time Frame:	Conservation Commission, Lakes Environmental Association & Planning Board/Short
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Amend the subdivision and site plan review ordinances to require the use of best management practices to protect the Bear River Aquifer.

Responsibility/Time Frame:	Planning Board/Short
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Work with local, regional and state economic development organizations to retain and attract business.

Responsibility/Time Frame: Selectmen/Ongoing

Secondary Strategies

Participate with regional groups such as the Regional Transportation Advisory Committee, neighboring communities and the Maine Department of Transportation to address increased commuter traffic.

Responsibility/Time Frame: Selectmen & PIC/Ongoing

Capital Investment Plan

Introduction

Over the 10-year planning period roads, fire equipment, and other public facilities and equipment will require upgrading. Town development depends on renewing, expanding, and improving systems that support development. To promote appropriate development and accommodate Waterford's projected growth, to correct existing and emerging problems, to improve the quality of life for residents, to promote citizens' health, safety and welfare, and fulfill the policies and strategies of the comprehensive plan, public improvements will be required.

Capital investments as contained in the Capital Investment Plan are expenditures greater than \$20,000 that do not recur annually, have a useful life of greater than three years, and result in fixed assets. They include new or expanded physical facilities, rehabilitation or replacement of existing facilities, major pieces of equipment which are expensive and have a relatively long period of usefulness, the cost of engineering or architectural studies and services, and the acquisition of land for community facilities. Capital investments or improvements usually require the expenditure of public funds; town, state, federal or some combination thereof. Funding limitations will make it impossible to pay for or implement all needed major public improvements at any one time or even over a multi-year period. The recommended Capital Improvement Program will be the process whereby the needs identified here will be formalized and specific priorities and implementation periods targeted.

Listed below are the significant capital investments which are expected over the next ten years identified during the comprehensive planning process. Individual items represent necessary equipment replacement/upgrading, facility improvements and investments necessitated by projected growth.

IDENTIFIED CAPITAL INVESTMENT NEEDS 2001-2010

ITEM	YEAR	PRIORITY	ESTIMATED COST	PROBABLE FUNDING SOURCE
Cover for Transfer Station Dumpster	2002	med	\$10,000.00	CR
Repair/Replace Town Garage Annex	2006	med	\$20,000.00	CR
Transfer Station Lot Paving	2003	med	\$15,000.00	CR
Backhoe	2002	med	\$50,000.00	RF
Grader	2005	med	\$80,000.00	RF
Equipment Rotation	2001- annual	high	\$25,000.00 per year	CR/RF
Road Improvements	2001- annual	high	\$18,000.00 per year	CR

NOTES:

CR:	Current Revenues	UF:	User Fees
B:	Bonding	G:	Grants
RF:	Reserve Funds	DF:	Developer Financing
TP:	Time Phased	LL:	Low Interest Loans
D:	Donations		

Capital Improvements Financing

Capital improvements, as they are prioritized and scheduled for implementation through Waterford's multi-year Capital Improvement Program, require a funding source or means of financing. A variety of techniques for financing capital improvements exist and are outlined below. State laws usually govern which techniques are authorized and how they are to be carried out.

CURRENT REVENUES (Pay-As-You-Go)

The most fundamental and simplest means of paying for capital improvements is on a pay-as-you-go basis: funding capital improvements from current revenues. This has the advantage of avoiding bonding and its interest costs. Its disadvantage is that large scale capital improvements may require a similarly large amount of money to finance them. That would create an inordinate tax burden for the implementation period and extreme fluctuations in the tax rate. Spreading these costs over a longer period reduces such sudden impacts and rate swings.

BONDING

Borrowing against future taxes (general obligation bonds) or future service charges or fees (revenue bonds) to finance long-term public improvements is widely practiced and makes good sense from the standpoint of "paying-as-you-use." Bonding evens out the tax impact over time and allows the municipality to obtain vital improvements earlier in time than current revenue or reserve fund arrangements would permit. As a general rule, no improvement or equipment should be bonded beyond its service life and, thus, violate the pay-as-you-use rule. The chief disadvantage of bonding is the payment of interest on the borrowed money. The fact that purchasers of municipal bonds are usually exempt from payment of taxes on interest received causes the interest rate on such bonds to fall below market rates.

RESERVE FUND

A reserve fund is analogous to a family savings account for a future big ticket purchase (car, appliance, etc.). Reserve funds are often used to replace equipment with a known service life whose cost and date of replacement are fairly accurately known and can be planned for. The full replacement cost thus becomes available at the time when replacement is necessary without the necessity of bonding or suffering a sudden impact on the tax rate. Other advantages are that reserve funds may be invested to collect interest on their principal, thus reducing the tax revenue contribution required. Reserve funds, like bonding, even out the flow of revenues required for capital improvements.

TIME-PHASED PROJECTS

Some very large scale projects can be broken up into time-phased increments, and thus, paid for over a period of several years through annual bonding or pay-as-you-go arrangements. This, again, avoids sudden tax increases.

MUNICIPAL ASSESSMENT AND USER FEES

Development fees, assessment and user charges, if appropriate and feasible, may also be applied by the municipality to recapture costs from direct beneficiaries or users of specific capital improvements. Assessments, for example, are commonly used to recapture street improvements for which fees, assessments and service charges are appropriate and may lend themselves to the use of revolving funds. Under this arrangement, the income so generated, after paying off the original improvements, is placed in a fund dedicated to financing future improvements of the same sort.

DEVELOPER FINANCING OF INFRASTRUCTURE

Shifting public sector costs to the private sector is becoming a more frequently used option. The infrastructure required for large scale developments becomes part of the developer's investment costs. If built to municipal specifications, the improvements may later be accepted by the municipality for maintenance.

GRANTS AND COST SHARING

A number of state and federal grant-in-aid programs exist to share the cost of certain categorical public improvements. Full advantage should be taken of these cost-sharing programs to maximize the benefits to the community, recapture an equitable share of locally generated taxes and secure vitally needed public improvements. Cost sharing grant programs exist in a wide variety of areas such as highways and streets, water quality, sewers, energy co-generation, parks, community development, conservation, school construction and bike paths.

LOW-INTEREST LOANS

In some cases, the federal and state governments have developed special low-interest loan programs to support certain categories of public improvements. These should be investigated as possible funding mechanisms for capital improvements falling within those categories.

Capital Investment Plan Implementation

To implement the Capital Investment Plan, the Town of Waterford should develop a formal Capital Improvement Program.

The Capital Improvement Program provides a mechanism for estimating capital requirements; scheduling all projects over a fixed period with appropriate planning and implementation; budgeting high-priority projects and developing a project revenue policy for proposed improvements; coordinating the activities of various departments in meeting project schedules; monitoring and evaluating the progress of capital projects; and informing the public of projected capital improvements.

In its most basic form, the Capital Improvement Program is no more than a schedule listing capital improvements, in order of priority, together with cost estimates and the proposed method of financing. Each year, the Capital Improvement Program should be reviewed and updated to reflect changing community priorities, unexpected emergencies or events, unique opportunities, cost changes or alternate financing strategies. The Capital Improvement Program is comprised of three elements:

- a) inventory and facility maintenance plan;
- b) capital improvements budget (first year); and
- c) long-term CIP (5 years).

CPECCII 1/5/01

