

POLICY DEVELOPMENT

INTRODUCTION:

The Policy Development Chapter of the Waterboro Comprehensive Plan establishes a framework for future planning in the Town of Waterboro and the chapter will help guide the development of the implementation strategies needed to accomplish the Goals. This chapter represents a coordinated approach to address all problems and needs raised and defined by the inventory and analysis section of the Comprehensive Plan.

The policies outlined in this chapter reflect the needs, desires, and values of the Town of Waterboro as derived through the use of data collected under the inventory and analysis section and attitudes expressed by Waterboro citizens in the Community Attitude Survey and Focus Group Discussions (Chapter XI). Because these policies establish the future direction of the Town of Waterboro, it was essential that the policies were developed using a broad range of public participation. This public participation included the Community Attitude Survey, Focus Group Discussions, Comprehensive Planning Committee Workshops, and Public Hearings.

Through this public participation, policies were suggested, written, discussed, and then rewritten again to achieve the best possible framework for the future of the Town of Waterboro. The policies section represents the actions best designed to achieve the solutions to present and future problems in the Town of Waterboro. This chapter is also anticipated to be a dynamic chapter in that as time continues, different policies will be made and/or written policies will be changed to reflect the problems that were unforeseen during this process.

It is also important to note that these policies address both the State of Maine's ten (10) goals outlined in the Growth Management Legislation and the goals established by Southern Maine Regional Planning Commission in their regional plan entitled "1990 A Plan For Southern Maine".

FORMAT:

The format of the Policy Development Chapter is one that should be easy for the average Waterboro citizen to follow. Keeping this in mind, the chapter follows the following format:

First: Under each category that the Comprehensive Plan focused on (Housing, Transportation, etc.), a General Goal is stated. This general goal is defined as a purpose toward which the Town of Waterboro is directed and something that can also be achieved.

Ex. GOAL 4.0 TRANSPORTATION

To facilitate a cost-effective transportation network that provides safe, efficient, and convenient movement of people, goods, and services in Waterboro.

Second: Objectives follow the general goal. An objective is an aspect of a general goal that is worked toward or striven for in order to accomplish the general goal.

Ex. An aspect of that goal is upgrading and maintaining the roads. Therefore an OBJECTIVE would be:

Establish a long-range program for phased upgrading and maintenance of existing Town roads.

Third: Policies are then listed under each objective. A policy is a course of action that is designed to achieve the objective stated.

Ex. How do we establish what roads are done this year and what roads are done next. Therefore the POLICY would be:

Prioritize upgrading and maintenance based on traffic counts, accident rates, road classifications, and housing growth over the past ten years.

GOAL 1.0 HOUSING

To provide a balanced housing stock that meets the current and future needs of all economic groups in Waterboro.

OBJECTIVE 1.1 Provide more rental housing opportunities in Town for low-income, elderly, and young households.

- 1.1.1 Encourage one and two bedroom apartment and rental unit construction near the existing village centers up to a threshold of 5% of the Town housing stock.
- 1.1.2 Allow apartment conversions in older and larger homes in Town and waive density requirements in order to convert the homes on smaller lots.

OBJECTIVE 1.2 Rehabilitate substandard and disinvested housing stock.

- 1.2.1 Apply for Community Development Block Grants and Maine State Housing Authority Program funds for rehabilitation of substandard housing units.
- 1.2.2 Encourage landlords and property owners to rehabilitate substandard units.

OBJECTIVE 1.3 Continue to provide for mobile home park development.

- 1.3.1 Designate specific zones in Waterboro for mobile home park development.
- 1.3.2 Limit the cumulative number of units in all mobile home parks to an aggregate of 5% of the total housing stock.
- 1.3.3 Institute land development criteria for siting, interior layout, landscaping, and public facilities of mobile home parks that are in conformance with State requirements.

OBJECTIVE 1.4 Institute a policy to promote the use of greenbelts along roadways.

- 1.4.1 Develop and adopt landscape standards which promote the use of greenbelts along roadways for residential development.

OBJECTIVE 1.5 Promote construction of cluster housing and cluster subdivisions to help preserve open space and to promote affordable housing.

- 1.5.1 Waive density requirements for clustered housing subdivisions including those for the elderly.
- 1.5.2 Encourage the development of FmHA Elderly Housing to respond to the increased need and demand in the 1990's.

GOAL 2.0 ECONOMY

To strengthen and expand Waterboro's economic base in a manner that will generate a greater share of nonresidential tax dollars and provide employment opportunities for local citizens.

OBJECTIVE 2.1 Promote the development of light industry and product assembly operations in Waterboro.

- 2.1.1 Establish a light industrial zone in an environmentally suitable location with direct access to a state aid road.
- 2.1.2 Develop and implement standards under Site Plan Review Ordinance and/or Zoning Ordinance that will apply to all proposed projects that protects the towns visual character, environment, and encourages economic expansion and job opportunities.

OBJECTIVE 2.2 Expand professional and business offices in Waterboro in order to service local residents' needs.

- 2.2.1 Establish standards under the zoning ordinance that encourage the development of professional and business office.
- 2.2.2 Waive density requirements for office complexes in areas which are close to population centers and adequate road networks.
- 2.2.3 Adopt a uniform definition for professional and business offices.

OBJECTIVE 2.3 Concentrate future business development in proximity to Waterboro's five village centers (Waterboro Center, East Waterboro, South Waterboro, North Waterboro, and Ossipee Mills).

- 2.3.1 Business development should be sensitive to the historic settlement pattern and architectural character of the village centers.
- 2.3.2 Establish land use standards which discourage strip development.
- 2.3.3 Encourage a business development center between Old Alfred Road and Route #5 to further define a Town center. Encourage the merging of Waterboro Center and East Waterboro through this business development center.
- 2.3.4 Develop and implement a landscaping and buffering plan which includes mandatory greenbelts along roadways and a percentage of greenspace within any proposed development.

OBJECTIVE 2.4 Continue to allow appropriate home businesses that are compatible with their surrounding neighborhoods.

- 2.4.1 Continue the policy of permitting home occupations, as defined in Zoning Ordinance, in all zoning districts.
- 2.4.2 Establish a uniform definition of what is considered a home occupation based on common practices throughout the State.
- 2.4.3 Establish standards that home occupations must follow to blend in with surrounding neighborhoods to include but not limited to signs, and design.

OBJECTIVE 2.5 Institute policies that help Waterboro's natural resource industries (timber harvesting and farming) to compete and preserve these resources for future demand.

GOAL 3.0 NATURAL RESOURCES

To encourage responsible use of Waterboro's Natural resources with specific emphasis on conservation of critical wildlife habitats, surface and subsurface water resources, agricultural lands, forestry lands, and environmentally sensitive areas.

OBJECTIVE 3.1 Establish land use policies that preserve the quality and quantity of Waterboro's surface water supplies.

- 3.1.1 Adopt shoreland zoning packages that are consistent or more stringent than State mandates.
- 3.1.2 Adopt wetlands ordinance similar to the one prepared by IEP Study.
- 3.1.3 Institute a phosphate carrying model for important surface water bodies.
- 3.1.4 Adopt shoreland zoning standards that take into consideration the recommendations of the Critical Areas Program.
- 3.1.5 Explore enforcement options for regulating boating moorings and traffic on Waterboro's Great Ponds to help in improving the quality of Waterboro's surface water bodies.
- 3.1.6 Encourage open space areas to be along contiguous water courses as defined by the confluence of two or more brooks, including all wetlands associated with the brook.

OBJECTIVE 3.2 Promulgate measures to protect the quality and quantity of the Town's aquifer systems.

- 3.2.1 Continue policy of requiring hydrogeological impact studies on proposed development.
- 3.2.2 Work in concert with DEP findings concerning clean-up procedures deemed necessary at Uncontrolled Hazardous Waste Sites.
- 3.2.3 Adopt ordinances that will control point source pollution especially in the area of underground storage tanks.
- 3.2.4 Tighten Hazardous Waste ordinance to bring businesses with potentially hazardous materials into permitting process.

- 3.2.5 Establish uniform definition of Hazardous materials based on common State and Federal standards.
- 3.2.6 Establish special standards for development activity and development densities on the Town's aquifer system.

OBJECTIVE 3.3 Adopt land use policies that preserve the Town's agricultural resources.

- 3.3.1 Promote the use of agricultural lands through State tax incentive programs.
- 3.3.2 Encourage clustered housing around prime agricultural soils.

OBJECTIVE 3.4 Wisely manage Waterboro's forest resources.

- 3.4.1 Promote the use of the Tree Growth legislation and encourage re-application on expired lots.
- 3.4.2 Discourage the clear cutting of forest resources unless called for in an approved Forest Management plan prepared by a Professional forester.
- 3.4.3 Educate Waterboro's citizens that a professional or county forester must help prepare a plan for cutting of forest resources for land classified under the State of Maine Tree Growth Tax Law.
- 3.4.4 Develop a tree planting regulation for proposed developments.
- 3.4.5 Develop and implement a street-tree planting program within the village centers.

OBJECTIVE 3.5 Identify and institute policies to preserve critical wildlife habitats and corridors in Waterboro.

- 3.5.1 Establish a series of setback criteria from critical habitat edge conditions as designated by the State and the Natural Resource Chapter.
- 3.5.2 Encourage the establishment of protected zones for areas determined as critical habitats.

- 3.5.3 Promote the use of conservation easements in critical wildlife habitat areas through tax incentives.

OBJECTIVE 3.6 Institute a policy to solicit comment from municipalities with shared natural resources.

- 3.6.1 Prior to enacting regulatory measures upon shared natural resources, the Planning Board shall solicit comment from the appropriate abutting municipality Planning Board.

GOAL 4.0 TRANSPORTATION

To facilitate a cost-effective transportation network that provides safe, efficient, and convenient movement of people, goods, and services in Waterboro.

OBJECTIVE 4.1 Establish a long-range program for phased upgrading and periodic maintenance of existing Town roads.

- 4.1.1 Prioritize upgrading and maintenance based on traffic counts, accident rates, road classifications and housing growth over the past ten years.

OBJECTIVE 4.2 Formulate a strategy for upgrading unsafe road conditions at road intersections and along road segments with a demonstrated history of traffic accidents.

- 4.2.1 Petition the State to place a traffic signal at the corner of West Road and Route 202(4).

OBJECTIVE 4.3 Institute a policy of minimizing Town costs on existing and future Town roads.

- 4.3.1 Develop and adopt an impact fee schedule for the different existing road networks.
- 4.3.2 Developers who propose subdivisions located on existing substandard Town roads must upgrade that road to Town standards as part of the proposed subdivision in order to obtain Final approval of the Subdivision.

- 4.3.3 Encourage driveway placements on to be a minimum of 800 feet. apart whenever physically possible.

OBJECTIVE 4.4 Encourage and support alternative transportation programs organized on an inter-town and regional basis.

- 4.4.1 Continue the policy of supporting York County Community Action Program in its efforts to provide transportation services for the elderly.

OBJECTIVE 4.5 Institute policies that encourage the development of connector roads off Waterboro's arterial road network.

- 4.5.1 Promote connecting roads between Route #5 and Old Alfred Road in an effort to create a town center.
- 4.5.2 Encourage developers to create internal road networks within proposed subdivisions.

GOAL 5.0 PUBLIC FACILITIES & SERVICES

To provide cost-effective and responsive community services and facilities that meet the current and future needs of the townspeople.

OBJECTIVE 5.1 Continue to provide capital support for upgrading of the town's emergency services.

- 5.1.1 Institute a 10 yr. capital improvement plan based on population, service needs, obsolete equipment, and fiscal constraints.
- 5.1.2 Locate future emergency facilities in centralized locations with respect to density of development, population, and response time.

OBJECTIVE 5.2 Keep local government facilities consolidated in one location.

- 5.2.1 Establish Waterboro Center as the governmental center of Waterboro.

OBJECTIVE 5.3 Develop a long range solution to
Waterboro's solid waste problems.

- 5.3.1 Continue as a corporate member of Regional Waste Systems Inc.
- 5.3.2 Establish a Recycling Committee to develop and help in the adoption of a recycling plan either locally or regionally based on markets and fiscal capacity. the recycling plan should include an educational package to inform citizens on recycling do's and dont's.
- 5.3.3 Create a composting facility at the Transfer Station/Stump Dump to help in recycling practices.

OBJECTIVE 5.4 Develop a strategy for protecting public areas in potential jeopardy from contamination of subsurface water supplies.

- 5.4.1 Establish and implement a comprehensive water system for areas with contamination based on fiscal constraints.
- 5.4.2 Institute an aquifer protection overlay zone over high yield aquifers.
- 5.4.3 Study the possibility of implementing a Town of Waterboro Sewage System.

OBJECTIVE 5.5 Improve Town library facilities.

- 5.5.1 Continue the East Waterboro Elementary School conversion to the Waterboro Public Library.
- 5.5.2 Apply for State Library Block Grants for improvements to the library.
- 5.5.3 Develop a long-range strategy to determine future needs of the Waterboro Town Library.

OBJECTIVE 5.6 Develop a long-range strategy for disposition of tax-lien and town-owned properties.

- 5.6.1 Strategy should be consistent with open space policies.

- 5.6.2 Continue policy of asking for recommendations from the Planning Board and Conservation Commission on any properties before auctioning properties acquired on the second Saturday of August.

OBJECTIVE 5.7 Secure lands to provide for the Town's future gravel needs.

- 5.7.1 Explore purchasing land with sand and gravel deposits for the Town's gravel needs.

GOAL 6.0 FISCAL CAPACITY

To monitor future growth in a responsible manner in which the tax base is capable of financing required public services.

OBJECTIVE 6.1 Expand the commercial and industrial tax base in a manner consistent with the objectives of Goals 11.0, 4.0, and 7.0.

- 6.1.1 Allow for commercial and industrial development in environmentally suitable locations.
- 6.1.2 Situate such development in areas with higher densities and/or designated areas.
- 6.1.3 Concentrate commercial development around village centers and industrial development away from residential areas.
- 6.1.4 Encourage and promote commercial Planned Unit Developments in the form of an office park and/or retail center. Planned Unit Development is defined as development controlled by a single developer who plans how a specific tract of land is to be developed with a combination of different uses (i.e. bank, grocery store, bookstore, etc.).
- 6.1.5 Assess land with gravel extraction operations as developed land to enhance the town's commercial tax base.

OBJECTIVE 6.2 Adopt a phased growth strategy that limits excessive development to the ability of local government to finance services.

- 6.2.1 Develop and implement an impact fee system to defray the cost of Capital Improvements.

OBJECTIVE 6.3 Use alternative financing vehicles for major capital expenditures.

- 6.3.1 Explore long-term, low-interest loans for major expenditures.
- 6.3.2 Use municipal bonds for major capital expenditures to ease tax burden.
- 6.3.3 Apply for Federal and State Grant funds to off-set loans and bonds in an effort to further ease tax burden.
- 6.3.4 Explore the possibility of sharing costs on major capital items with surrounding Town's.

GOAL 7.0 VISUAL & HISTORIC RESOURCES

To institute land use policies and practices that conserve Waterboro's historic architecture, historic settlement patterns, and natural/cultural resources that have meaning and significance to local citizens.

OBJECTIVE 7.1 Establish a detailed program for preservation of the Town's historic and significant architecture.

- 7.1.1 Establish an on-going Historic Buildings Survey in accordance with National Trust for Historic Preservation guidelines in an effort to consider designating future local historical districts.
- 7.1.2 Continue to support the Waterboro Historical Society and promote efforts to inform townspeople about Waterboro's historic resources.

OBJECTIVE 7.2 Develop land use standards that require site layout and architectural styles compatible with historic areas.

- 7.2.1 Conduct a detailed study of potential designated historic districts in Waterboro identifying design characteristics.
- 7.2.2 Develop a design guide to assist property owners to sensitively develop, renovate, or remodel historic structures.

- 7.2.3 Pursue any and all funding for historic preservation available through State, Federal, and Private sources.

OBJECTIVE 7.3 Conserve landscape types and natural features that have been determined to have cultural significance and scenic meaning to local residents.

- 7.3.1 Establish a policy that minimizes the visual impact of future development and to investigate to possibility of purchasing land above elevation 700 feet Mean Sea Level.
- 7.3.2 Pursue preservation of the summit of Ossipee Mountain for public use by conservation easements, purchase of development rights, or by fee simple.
- 7.3.3 Designate West Road, Chadbourne Ridge Road, and Deering Ridge Road as Scenic Roads. Institute a program that preserves the unique landscape character of these routes.
- 7.3.4 Encourage clustered housing on agricultural lands to preserve views of agricultural areas.

GOAL 8.0 RECREATION

To provide and maintain passive and active recreational programs, facilities, and opportunities to meet both the current and future needs of Waterboro residents.

OBJECTIVE 8.0 Establish a phased strategy for upgrading and expanding Waterboro's sports recreational facilities.

- 8.1.1 Institute a 10 yr. capital improvement plan for upgrading and expanding recreational facilities based population and fiscal constraints.
- 8.1.2 Continue policy of Applying for Conservation Corps workers to help defray cost of labor in upgrading and maintaining facilities.
- 8.1.3 Explore the possible purchase of additional recreational lands in sections of Town with high densities.
- 8.1.4 Expand current inventory of town recreational facilities to meet the needs of a growing population base.

- 8.1.5 Build and additional softball/soccer field in Friendship Park when Town population reaches 7,000 persons.
- 8.1.6 Secure a second public beach area on Little Ossipee Pond/Lake Arrowhead.
- 8.1.7 Establish a recreational facilities user fee system for improvements to existing facilities and creation of new facilities to meet growing public needs.
- 8.1.8 Develop a plan for establishing a permanent recreation hall catering to the needs of Waterboro's citizens to be financed by user fees.
- 8.1.9 Maintain and improve snowmobiling and ATC opportunities within the Town of Waterboro.

OBJECTIVE 8.2 Institute a strategy for upgrading and expanding public access to waterfront areas.

- 8.2.1 Explore the possibility of purchasing additional waterfront areas.
- 8.2.2 Explore the possibility of purchasing additional land around existing public waterfront areas in an effort to expand these areas.
- 8.2.3 Promote Ossipee Pines Park so that the Park is utilized by more Waterboro citizens.

OBJECTIVE 8.3 Develop public indoor recreational facilities available for recreational programs and community meetings.

- 8.3.1 Apply for UDAG and State recreational funds to help defray the cost of establishing an indoor recreational facility.
- 8.3.2 Locate future indoor recreational facilities in areas with a centralized location for equal enjoyment for all residents.
- 8.3.3 Implement a user fee system to defray capital and operational costs of and indoor facility.

OBJECTIVE 8.4 Develop a master plan for development of a passive open space network throughout Town.

- 8.4.1 Open space plan should allow for the development of hiking, cross-country ski trails, etc. within the confines of the open space network.
- 8.4.2 Use of Conservation easements should be explored where purchasing or gifting of land can not be achieved.
- 8.4.3 Open space plan should encompass areas of Town that are pristine (Ossipee Hill, Bartlett Pond, Moody Pond, etc.).
- 8.4.4 Open space plan should include the natural water courses which are mandated under the State wetland law as being important freshwater wetlands. These include all areas 75 feet on both sides of the confluence of two or more brooks and extending the length of the water course.
- 8.4.5 Develop and institute an ordinance which takes advantage of the State of Maine Open Space Tax Law. Said ordinance shall encourage citizens with land size in excess of fifty acres an opportunity to register their land under open space and receive a lower assessed value on that land.

GOAL 9.0 PUBLIC PARTICIPATION

To encourage greater public participation in local government, volunteer services and community service organizations.

- 9.1 Continue policy of issuing quarterly newsletters to the citizens of Waterboro for the purposes of keeping them aware of the happenings of their local government.
- 9.2 Institute annual meetings between the Lake Arrowhead Association Board of Directors and the Waterboro Board of Selectmen.

GOAL 10.0 REGIONAL COORDINATION & COOPERATION

To institute programs and support cooperation and coordination with neighboring communities and the region.

- 10.1 Continue active participation in the Southern Maine Regional Planning Commission.

- 10.2 Continue active representation on the Saco River Corridor Commission and require periodic reports on Commission activities.
- 10.3 Institute annual meetings with Board of Selectmen and Planning Boards from Hollis, Newfield, Lyman, Shapleigh, Alfred, Limerick, and Limington.
- 10.4 Institute annual meetings between the Board of Directors of S.A.D. #57 and the Board of Selectmen of the Towns in the District.
- 10.5 Prior to the enactment of any regulatory measure, Land Use Regulations, Natural Resource Protection Regulations, etc., the appropriate abutting municipality shall be contact for their comments.

GOAL 11.0 LAND USE

To establish a well-balanced land use pattern that meets current and future needs of Waterboro in a manner that is economical, efficient, equitable, environmentally sound, and sensitive to the Town's visual and cultural character.

OBJECTIVE 11.1 Locate future growth in areas in Town where existing services are available.

- 11.1.1 Designate specific zones in Waterboro for mobile home park development.
- 11.1.2 Establish a light industrial zone in an environmentally suitable location with direct access to a state aid road.
- 11.1.3 Encourage one and two bedroom apartment and rental unit construction near existing village centers up to a threshold of 5% of the Town housing stock.

OBJECTIVE 11.2 To monitor future growth and development in a manner that preserves the fiscal capacity of the Town to provide essential services and facilities.

- 11.2.1 Concentrate commercial development around village centers and industrial development away from residential areas.

- 11.2.2 Encourage a business development center between Old Alfred Road and Routes #5 to further defined a Town center.
- 11.2.3 Waive density requirements for office complexes in areas which are close to population centers and adequate road networks.

OBJECTIVE 11.3 To promote economic expansion, job opportunities, and non-residential tax dollars in Waterboro.

- 11.3.1 Establish a light industrial zone in an environmentally suitable location with direct access to a state aid road.
- 11.3.2 Designate areas for commercial development in areas with higher densities and/or environmentally suitable locations.
- 11.3.3 Encourage and promote commercial Planned Unit Developments in the form of an office park and/or retail center.

OBJECTIVE 11.4 To establish land use strategies whereby Waterboro's gravel extraction, forestry, and agricultural resources are accommodated.

- 11.4.1 Encourage clustered housing around prime agricultural lands.
- 11.4.2 Educate Waterboro Citizens that a professional or county forester must help prepare a plan for cutting and replanting of forest resources for land classified under the State of Maine Tree Growth Tax Law.

OBJECTIVE 11.5 Expand a program for the responsible conservation of Waterboro's water resources and potable water quality.

- 11.5.1 Adopt Shoreland zoning packages that are consistent or more stringent than the State mandates.
- 11.5.2 Adopt a wetlands ordinance similar to the one prepared by IEP Study.
- 11.5.3 Institute a phosphate carrying model for important water bodies.

- 11.5.4 Continue policy of requiring hydrogeological impact studies on proposed development.
- 11.5.5 Institute an aquifer protection overlay zone over high yield aquifers.

OBJECTIVE 11.6 Identify and implement a master open space plan for the entire Town.

- 11.6.1 Open space plan should encompass areas of the town that are pristine.
- 11.6.2 Open Space plan should include the natural water courses which are mandated under the State wetland law as being important wetlands.
- 11.6.3 Open Space plan should allow for the development of hiking, cross-country ski trails, etc. within the confines of the open space network.
- 11.6.4 Encourage clustered housing in an effort to preserve open space.
- 11.6.5 Develop and institute an ordinance which takes advantage of the State of Maine Open Space Tax Law. Said ordinance shall encourage citizens with land size in excess of fifty acres an opportunity to register their land under open space and receive a lower assessed value on that land.

OBJECTIVE 11.7 Establish and or encourage passive and active recreational programs and facilities for all ages of the Waterboro populace.

OBJECTIVE 11.8 Institute land use policies that preserve Waterboro's important historic and scenic assets and conserve the rural character of the community.

- 11.8.1 Develop and implement a landscape and buffering plan which includes mandatory greenbelts along roadways and a percentage of greenspace within any proposed development.
- 11.8.2 Discourage the development of spaghetti type lots in all zoning districts. Spaghetti type lots are defined as lots whose length is five (5) times that of its width.