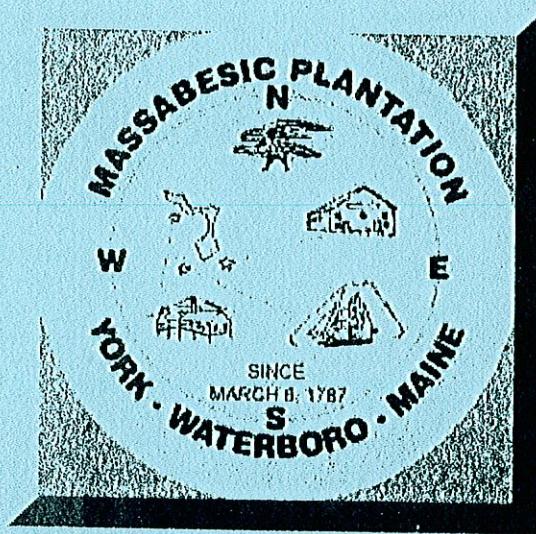


*2003 Update  
to the  
1990 Town of Waterboro Comprehensive Plan*



*Annual Town Meeting April 25 and 26, 2003  
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## Overview

### THE 1990 COMPREHENSIVE PLAN (AS A STARTING POINT)

The Waterboro Comprehensive Plan accepted in 1990 was a complex hundred-plus page document of "Policy Development and Implementation Strategy" supported by a two hundred-plus page book of "Inventory and Analysis." The Comprehensive Planning Committee had the services of a full-time planner and hired Sebago Technics for technical support and the writing of the document. The Waterboro Comprehensive Plan was "comprehensive" to a fault. The Maine State Planning Office evaluated the plan in February 1991, and stated that "the result is, in virtually every aspect, consistent with the Act...The Plan is, however, quite complex."

Two general conclusions surface about the past ten years, and the impact of the 1990 Comprehensive Plan:

- Much of the plan has been implemented, providing townspeople with a sense of accomplishment for which they are deservedly proud, and
- Some of the most important reasons for the Plan, in particular the community's rapid growth, have been mired in its complexity, and consequently have not resulted in systematic implementation.

Rather than writing an entirely new plan, the town opted to revise and update sections of the 1990 Plan. The update will focus on land use, transportation infrastructure and its relationship to sprawl, economic growth, village character, and land conservation/natural resources. The aim of the update is to

1. take into account the town's growth over the past ten years,
2. simplify directives that will guide future growth, and
3. set implementation strategies that are consistent and
4. provide ongoing reference to the Plan's directives.

*The format of this plan does not follow the format of the 1990 Plan.* Since the 1990 Plan was so complex, the arrangement and format of this document follows more precisely the requirements of the Growth Management Act; and more **importantly**, it outlines more precisely the intentions of the residents of the Town of Waterboro. The task was to develop goals that were in line with the results of the visioning sessions, the Guiding Principles, that gave direction to the town for future planning but without the specificity that might cause dissension and stifle flexible solutions to problems.

Throughout the update process, the committee has been intent on keeping the updated plan simple, easy to read, easy to follow, relatively easy to implement. As such, the first section of this plan is Policy Development and Implementation Strategy. This section outlines the procedures that the committee went through to gather the input and concerns from the residents.

The second section is merely the documentation as required by the Growth Management Act to substantiate the findings of the first section; i.e., an Inventory.

## Evaluation of 1990 Plan

### 1. Population

Three scenarios projecting a ten-year population growth for the Town of Waterboro were incorporated in the 1990 Comprehensive Plan. Each of the three scenarios over-estimated growth for the ten-year period from 1990 to 2000. Scenario 1 projected a population of 8,329 in the year 2000, mirroring growth in the 1980's. Scenario 2 projected a population of 7,407 with an increased rate of growth primarily in Lake Arrowhead. Scenario 3 projected a year 2000 population of 7,104 or about 900 people beyond the actual 2000 census figure of 6,214. The projected slow down in building in Scenario 3 still over-estimated growth; however, Waterboro's actual growth during the 1990's was the second fastest for a town in the State of Maine.

It appears that no one took any of the three scenarios in the Comprehensive Plan seriously. Even though the least ambitious projection did not materialize, there is now, however, a level of awareness of "sprawl" by Waterboro citizens in 2001 that was not expressed during the 1990's. In the past two years, a large Shop and Save store was built and four banks have moved into town. Newspaper articles have been written about "sprawl" projected for southern Maine and census figures cite Waterboro as one of the State's fastest growing communities. Many citizens are becoming worried about the lack of land use planning in the past decade and are ready for new approaches. Citizens have expressed the fear that the villages of East Waterboro, South Waterboro, Waterboro Center, and North Waterboro will merge into one, losing the open spaces between, and thus altering forever the rural character of the town.

### 2. Local Economy

The goal of the 1990 Plan was to strengthen and expand Waterboro's economic base. In the past ten years, Waterboro's residential growth has been matched by an expanding growth in business. The town passed an ordinance liberalizing opportunities for home occupations in all zoning areas. The Waterboro Medical Center was expanded to include physician offices and a physical therapist. Four banks have moved into the town along with a large Shop n Save store. Four small restaurants in South Waterboro are successful, along with an expanded Milkroom, including gas pumps and an ice cream shop. Lee's Restaurant on Route 5 has expanded, as has Architectural Skylights Inc. Numerous small businesses have been created in the past ten years, including: insurance and real estate offices, golf driving range, bottle redemption center, Mustang Country Store, and others. The concern at present is not economic growth, but rather the control of the placement of new businesses and their effect on traffic flow and sprawl.

### 3. Water Resources, 4. Natural Resources, 5. Agriculture, (6. Marine – Not applicable)

The goal of the 1990 Plan was to encourage responsible use of Waterboro's natural resources. During the past decade, the Town of Waterboro worked with the Nature Conservancy in the establishment of the Waterboro Pine Barrens. The town also purchased 150 acres of conservation land on Little Ossipee Mountain for its scenic value. An additional 29 acres of conservation land has been given to the town adjacent to the expanded town hall. Waterboro also implemented very strict requirements for hydrological groundwater study; established

reclamation rules for gravel pits; increased the setbacks for wetlands; and approved a hazardous waste ordinance.

#### 7. Historic

The goal of the 1990 Plan was to institute land use policies and practices that conserve Waterboro's historic architecture, historic settlement patterns, and natural/cultural resources. The town has cared for and improved several historic sites. The Taylor House located in the village area of Waterboro Center, has been developed into a museum, open in the summer, with a lovely old-fashioned perennial garden, tended by volunteers. Across the street is the Waterboro Historical Society, another museum site. The town contributed funds to assist in the restoration of the historic Elder Grey Meeting House in North Waterboro, and has organized citizens to restore and tend old cemeteries through an "Adopt-a-Cemetery" program. Although the ordinance encourages the use of greenbelts in subdivisions, techniques such as cluster housing and other land use alternatives have not been adopted to the level stated in the original Comprehensive Plan. Future planning will be concentrated on this area. The Town of Waterboro has also purchased a piece of land near the summit of Little Ossipee Mountain for its visual value.

#### 8. Land Use

The goal of the 1990 Plan was to establish a well-balanced land use pattern that meets current and future needs. Although some of the land use objectives have been partially met with the creation of a small mobile home park, a gravel pit ordinance which provides increased setback from wetlands as well as reclamation standards, and the development of businesses in village areas, a number of others are unmet. Existing zoning regulations are too accommodating for many uses which are no longer compatible with residential neighbors. The gravel extraction industry has mushroomed; the response has been reactive rather than proactive. Most of the development in town has not been guided by a clear land use plan; so much of it is scattered lot home building and strip zones. The updated comprehensive plan has to identify, and assist in the implementation of zoning regulations and performance standards which will minimize sprawl of commercial and retail businesses outside the village zones.

#### 9. Housing

The goal of the 1990 Plan was to provide a balanced housing stock that meets the current and future needs of all economic groups in Waterboro by providing more rental housing opportunities for low-income, elderly and young households; rehabilitating substandard and disinvested housing stock; continuing to provide for mobile home park development; and promoting construction of clustered housing and cluster subdivisions. Waterboro has approved another mobile home park during the past decade and several Habitat for Humanity houses have been constructed. The balance of housing permits over the past decade has been a mix, with at least half first time homebuyers. However, this is an area in need of renewed attention, as the town has relied largely upon Lake Arrowhead as the source of affordable housing opportunities.

#### 10. Transportation

The goal of the 1990 Plan was to facilitate a cost-effective transportation network. Assessment of this goal indicates good progress. A five-year road improvement plan was developed and implemented, and a second five-year plan is currently being written. The town has spent over

\$3,000,000 during the past ten years reconstructing roads, including a considerable amount of ditching and draining. Many roads have been striped for safety. The challenge at the present time is to develop a process to evaluate the impact of road construction and road improvement on future growth, and to implement an impact fee to improve the road network, including bike lanes and sidewalks.

#### 11. Recreation

The goal of the 1990 Plan was to provide and maintain passive and active recreational programs, facilities, and opportunities to meet both the current and future needs of Waterboro residents. Since the original Comprehensive Plan was adopted, the Town of Waterboro has hired a full-time Recreation Director, doubled the size of Friendship Park, and increased services for senior citizens, summer programs for youth, and athletic programs for youth and adults. The town has installed lights at the Lions Medical Center ball field and skating rink. Recreational facilities available for citizen use have expanded at Massabesic High School (track, tennis courts).

#### 12. Public Facilities

The goal of the 1990 Plan was to provide cost-effective and responsive community services and facilities. The increased State property valuation has provided revenues for an expanding school system, road improvements, new centralized fire station, expanded town hall, full-time recreation department, and a contract with the York County Sheriff Department for part-time police services. The significant growth of services has been financed with a moderate tax increase; services and facilities have remained centralized in Waterboro Center. A recycling committee has been established to develop a recycling plan and to assist with public education. A pay-per-bag system is under consideration. The transfer station has been improved and water system expanded.

#### 13. Fiscal Capacity

The goal of the 1990 Plan was to monitor future growth in a responsible manner in which the tax base is capable of financing required public services. Although Waterboro has been able thus far to finance growth in public services with a moderate tax increase, the town still needs to establish a long-term capital improvement plan tied to a phased growth strategy, and to develop and implement an impact fee system to defray the cost of future infrastructure improvement, such as roads.

### **State of Maine Smart Growth Principles and Growth Management Act**

Updating a comprehensive plan provides the town with the opportunity to improve the plan's relevance and effectiveness. Updating the comprehensive plan affords the occasion to incorporate some of the principles and strategies aimed at promoting a more sustainable, fiscally sound growth pattern and addressing development sprawl. **Smart Growth** refers generally to efforts to invest and grow in a wiser, more sustainable manner as an alternative to sprawl and its attendant negative impacts on our fiscal health, environment and community character. Although the term is subject to varying definitions, it encompasses the following principles:

1. Maintaining Maine's historic settlement pattern of compact villages and urban centers separated by rural countryside and sustaining a unique sense of place in every community by respecting local cultural and natural features;
2. Targeting economic and residential growth to compact, mixed use centers in areas with existing or planned infrastructure and services at a scale appropriate for the community and region;
3. Preserving and creating mixed use, pedestrian-friendly neighborhoods that incorporate open areas, landscaping and other amenities which enhance livability;
4. Investing public funds and providing incentives and disincentives consistent with the principle 1, 2, and 3 above, as well as other principles below where applicable;
5. Providing choice in the mode of transportation and ensuring that transportation options are integrated and consistent with land use objectives;
6. Protecting environmental quality and important natural and historic features of the State and preserving large areas of unfragmented wildlife habitat and undeveloped land;
7. Encouraging and strengthening agriculture, forestry, fishing and other natural resource-based enterprises and minimizing conflicts of development with these industries;
8. Reinvesting in service centers and in downtowns and village areas, and supporting a diversity of viable business enterprises and housing opportunities in these areas;
9. Establishing and maintaining coalitions with stakeholders and engaging the public in the pursuit of smart growth solutions; and
10. For municipalities without significant growth pressures and/or small rural communities with minimal infrastructure, smart growth involves consideration of the above principles to the extent that they are applicable, and ensuring that the development that does occur is accomplished in a manner that enhances community values, avoids incremental negative impacts, and is consistent with a sustainable and fiscally sound growth pattern.

Many smart growth considerations echo the long-standing state **goals** of the current Growth Management Act. In a nutshell the goals are:

1. to promote orderly growth,
2. to plan for that growth,
3. to promote economic well-being,
4. to encourage affordable, decent housing,
5. to protect water resources and
6. other critical natural areas,
7. to protect marine resources,
8. to safeguard agricultural and forest resources,
9. to preserve historic and archeological resources,

10. to promote outdoor recreation (Title 30-A Section 4312)

Maine's Comprehensive Planning and Land Use Regulation Act (30-A M.R.S.A. Section 4301 *et seq.*) calls for a three-part process:

1. inventories and analyses of existing conditions;
2. policies to address the issues raised in the inventories, including the designation of "growth" and "rural" areas and preparation of a future land use plan; and
3. strategies to implement the plan.

Our sources of data for the inventories include the U.S. Bureau of the Census, Forecast of Maine State/County/City/Town Populations by Maine State Planning Office (Dec. 2001); Beginning with Habitat by Maine Department of Inland Fisheries and Wildlife and others, Maine Department of Transportation, Southern Maine Regional Planning Commission, Town of Waterboro Boards and Committees, and Town Reports.

## **Section 1: Policy Development and Implementation Strategy**

### **Section 1 Chapter 1: 2003 UPDATE PROCESS**

### **Section 1 Chapter 2: GOALS FOR THE FIVE GUIDING PRINCIPLES**

Section 1 Chapter 1  
2003 UPDATE PROCESS

The Waterboro Comprehensive Plan Update Committee convened in Spring 2001 with five active members. To fund the update the Committee applied for a grant from the Maine State Planning Office in response to a suggestion from Paul Schumacher, Executive Director of Southern Maine Regional Planning Commission in Springvale, Maine. The grant for \$10,000 was matched with local funds of \$3,333 in a June 2001 Special Town Meeting. As an adjunct to the grant, the Maine State Planning Office offered to subsidize visioning sessions with Planning Decisions, Inc. of Hallowell, Maine.

The visioning sessions planned by the Comprehensive Plan Update Committee with Frank O'Hara of Planning Decisions, Inc. as consultant took place in March 2002. Two back-to-back sessions of three hours each on Friday evening and Saturday morning involved eighty-three citizens of Waterboro. Most of the guided visioning sessions involved a combination of small (eight to ten people) task groups and general breakout sessions. The groups met in the cafeteria of Massabesic High School. Both evening and morning sessions offered refreshments while participants heard special speakers. The written report of the visioning sessions by Planning Decisions featured what was perceived as important features of Waterboro that should be preserved, and future directions that participants felt to be important.

The Committee added three new members after the visioning sessions. Copies of the visioning report were sent to all participants, selectmen, and town committee chair people. A copy is included in the Appendix.

The Comprehensive Plan Update Committee again hired Planning Decisions to come back for a third planning session to lead participants in developing guiding principles from the information gathered in the first two sessions. The guiding principles and descriptor statements were modeled after the format used in the State of Maine Learning Results.

The Committee created a draft of Guiding Principles from the information generated in the third session. This draft was sent to the Board of Selectmen, visioning session participants and published in the local weekly *The Smart Shopper*.

Prior to the visioning sessions, Comprehensive Plan Update Committee members met with the Waterboro Planning Board, the Waterboro Finance Committee, the Road Commissioner and the Waterboro Road Review Committee, as well as the Board of Selectmen, and asked each to review their section of the 1990 Comprehensive Plan and answer the questions:

1. What had been done?
2. What had not been done and why?
3. What should be considered in a new plan?

The Comprehensive Plan Update Committee created subcommittees for each of the five Guiding Principles. The subcommittees consisted of at least one Comprehensive Plan Update Committee member as well as citizens and town committee members who showed interest or were thought to be knowledgeable in the topic area. The task of the five subcommittees was to develop goals

that were in line with the Guiding Principles, that gave direction to the town for future planning but without the specificity that might cause dissension and stifle flexible solutions to problems. These working subcommittees also had the charge of making suggestions for reaching goals and developing a rationale for each goal.

### **Guiding Principles**

The original Comprehensive Plan for Waterboro was adopted in 1990 after many months of data collection and research, discussion and planning, and various methods of citizen involvement. The plan addressed a wide variety of issues, but the fundamental message conveyed by citizens was that the rural nature of the town was vitally important. Twelve years later, eighty-three citizens convened for six hours, with the aid of a facilitator, for a visioning and planning session. Once again, at the top of the list of concerns for the future of the Town of Waterboro is preservation of the "rural nature and quality of the town."

The Comprehensive Plan Update Committee organized, analyzed and condensed all the information gathered in the visioning sessions. The result was the development of a Preamble Statement regarding the rural quality of the town and five general areas, each having a guiding principle and a set of descriptors to define that principle.

*Preamble - Town officials will do everything in their power to preserve the rural nature of the town. While the term "rural nature" is hard to define, it encompasses preservation of open spaces, maintenance of historic buildings, and architectural compatibility of new and old structures, especially non-residential ones. It is intended that all town decisions will be guided by this general statement together with the following principles:*

#### **Guiding Principle #1. In planning land use, Waterboro will:**

- a. regularly review zoning ordinances
- b. maintain four distinct and unique villages and consider their place in the overall growth of the town
- c. assure that new businesses are compatible with surrounding areas.

#### **Guiding Principle #2. Waterboro will ensure transportation options are consistent with, and supportive of other guiding principles, including:**

- a. maintenance and upgrading of town roads based on a schedule and criteria which take into consideration safety, cost effectiveness, impact on development, and traffic
- b. adequate parking in village areas
- c. paved shoulders available for bikes, sidewalks in village areas, and pedestrian-friendly infrastructure
- d. connection of new development to the village by means of streets and walkways
- e. partnerships with transportation providers to increase availability of transportation options, especially for the elderly.

#### **Guiding Principle #3. Waterboro will develop an environmental policy that will protect the quality of our environment and preserve our natural resources, including:**

- a. policies developed to protect air and water quality and to limit noise pollution
- b. environmental education programs that will inform the public of impact on the environment
- c. identification of important natural areas and implementation of a plan for their preservation
- d. a plan for the prudent management of forests and the preservation of large unfragmented wildlife habitat
- e. waste-stream reduction by recycling education and by continuing to update our recycling capabilities.

**Guiding Principle #4. Waterboro will implement policies and procedures to manage the tax burden on citizens by broadening the economic base while preserving the rural character of the town, including:**

- a. monitoring and adjusting the tax base to create a favorable balance of residential and nonresidential income
- b. the attraction of clean, low environmental-impact businesses
- c. setting aside areas of the town that could sustain business and/or business parks with minimal adverse affects on the rural character of the town
- d. encouragement of seasonal properties within the town.

**Guiding Principle #5. Waterboro will foster a small town atmosphere and encourage a sense of community, through**

- a. a wide range of educational opportunities available to all citizens
- b. an active communication network between citizens and town government and governmental services
- c. a wide range of opportunities for citizens to socialize and interact
- d. a wide range of opportunities and support for citizen volunteers in town government and town projects
- e. design standards and village development which reflect the commitment to a small town atmosphere.

### **Implementation**

“Even if you’re on the right track, you’ll get run over if you just sit there”.

- Will Rogers

All of the principles, goals, and discussion in the Comprehensive Plan Update are designed to “put us on the right track.” However, using Will Rogers’ analogy, without a plan of implementation, we will not be riding into the future, but instead, be run over by it.

The following activities will ensure that the Updated Comprehensive Plan will be referenced and used as a guide in daily decision making by town officials, and town boards and committees:

- The Comprehensive Plan Update Preamble, Principles and Descriptors will be mounted as a poster and placed on the walls of the Town Hall foyer, large meeting room, Board of

Selectmen's office, the Fire Station meeting room, and Town Library. A poster of the land use goals will be hung on the wall in the Planning Office and Code Enforcement Office. A poster of the transportation goals will be hung in the office used by the Road Commissioner. Posters of the goals for all five principles will be available and portable for display at committee meetings and public hearings.

- As part of the annual report each town committee and board will be required to address activities and their alignment to the goals of the Comprehensive Plan Update, with intended activities for the upcoming year.
  
- The Board of Selectmen will appoint a Comprehensive Plan Oversight Committee which will meet at least twice per year and will draft a report for Town Meeting which assesses:
  - a) progress made toward goal achievement;
  - b) effect of implementation strategies;
  - c) any breaches in policy; and
  - d) recommendations for plan modification.

## Section 1 Chapter 2 GOALS FOR THE FIVE GUIDING PRINCIPLES

### Introduction

The Goals Section of the 2003 Update to the 1990 Town of Waterboro Comprehensive Plan provides a finer focus for the five Guiding Principles.

*Goals* specifically define where we want to go. They are specific enough to be evaluated: Have they or have they not been achieved? *Goals* are not so specific as to limit how they are achieved or exactly when they will be achieved. They are to be periodically reviewed and updated. Some goals, such as creating a Capital Investment Plan will become more specific as time goes on.

Each goal has a *rationale* statement which answers the question: Why is the goal necessary?

Each goal has a *discussion* which provides some ideas for how goals can be achieved, sequence of activities, and possible timelines. The discussion paragraphs are only suggestions. They do not compel action.

### Guiding Principle #1: Land Use

GOAL 1 Create and promote growth in specified areas of town. Development is dependent upon scientific studies that support the cumulative effects of development.

*Rationale:* As growth is inevitable in Waterboro, traditionally defined village areas are most suitable for expansion in order to preserve the sensitive rural and rural areas, and to centralize population for commerce and transportation.

*Discussion:* The town should consider a differential growth cap among other measures, which would direct most growth toward designated growth areas and would inhibit or discourage growth in areas designated as "rural." Growth areas in Waterboro are generally defined as: (1) The village areas in and around South Waterboro and East Waterboro; (2) the area along Route 5 extending from Waterboro Center to East Waterboro and out to the Lyman Town Line; (3) the area along Route 4 between East Waterboro to South Waterboro, and (4) the triangle of land between the Old Alfred Road, Route 5, and Route 4.

GOAL 2 Guide residential and business development to ensure the future of sensitive rural areas.

*Rationale:* These identified areas of town need to be protected in order to preserve the rural character of the town.

*Discussion:* Methods of land protection may include: town purchase of sensitive areas, land trusts, zoning restrictions, tax incentives, and a differential growth cap limiting building permits in rural areas and sensitive rural areas. Sensitive rural areas of Waterboro are generally defined as: (1) the area in North Waterboro northwest of Route 5, north of Clark's Bridge and Ross Corner Roads traveling north and west to the town border; (2) the area in North Waterboro east of Arrowhead along the Little Ossipee River to the Limington border, extending east over the crest of Chadbourne

Ridge Road to the Town House Road; (3) the area on and around Little Ossipee Mountain; and (4) the area between Roberts Ridge Road, Deering Ridge Road, and the Bennett Hill Road. In these areas, zoning should be examined to ensure maximum restrictions for building, retention of "green" natural areas, open spaces, wildlife, and rural icons such as stonewalls.

GOAL 3 Develop and employ commercial design standards through site plans.

*Rationale:* The desired rural character of the town is maintained through its architecture and surrounding grounds.

*Discussion:* A rural look may include clapboard or clapboard look, cupolas, porches, plantings and parking off the road out of direct sight line. Development plans may require retention of stonewalls, etc.

GOAL 4 Design and implement policies that will limit impact of residential growth.

*Rationale:* Effective planning and implementation requires controlled growth. Uncontrolled growth affects road maintenance as well as other town services.

*Discussion:* Considerations for controlled growth should include: growth ordinances, impact fees, transfer of development rights, encouragement of growth in village areas, and creating a transitional zone between the growth and sensitive rural areas.

GOAL 5 Protect residential and lake areas from undesirable uses, noises, etc., that are contrary to residential life.

*Rationale:* Waterboro citizens have unanimously agreed in visioning sessions that the rural character of the town is of greatest importance.

*Discussion:* Rezoning or redefining zones may be necessary. Open communication between town officials with residential associations, lake associations, and citizens, regulatory agencies, and law enforcement is important for reacting to problems as well as proactive planning.

GOAL 6 Develop and exercise the planning function of the Planning Board.

*Rationale:* As is the case of most busy organizations, time and effort tend to get used up in reacting to problems and administering to "daily" business. The Planning Board is in a position to become knowledgeable leaders in land use planning for Waterboro. The idea of "draining the swamp" is far more gratifying and effective than "fighting alligators."

*Discussion:* The Planning Board should set aside time on a regular basis for education and planning. At least annual reports to the Board of Selectmen will help educate and inform them as to progress toward land use goals. The Planning Board may also want to interact with other town boards and consultants more frequently for regional planning, as well as for the cross fertilization of ideas.

## Guiding Principle #2: Transportation

GOAL 1 Develop and update yearly a ten-year plan for road maintenance and expansion.

*Rationale:* Scheduling capital road projects is proactive planning that is also necessary for long term budgeting.

*Discussion:* Road projects should be evaluated using the following criteria: safety, use, and effect on future growth. Upgrading roads may be more desirable in growth areas and less desirable in rural areas.

GOAL 2 Develop strategies that will lessen traffic and promote group transportation such as park and ride areas and public transportation.

*Rationale:* Increased population in town and in surrounding communities creates traffic congestion, and an environmental impact on fuel use, air and noise pollution.

*Discussion:* The parking lot at Friendship Park is used as a park and ride. Other lots could be constructed in Arrowhead, Lake Sherburne, and other strategic areas around town. Transportation services for elderly, shut-ins, and others could be scheduled to go to shopping areas and restaurants in Waterboro providing a service for citizens and promoting shopping in Waterboro. The town could explore options with existing transportation providers and local businesses that might help finance the venture.

GOAL 3 Develop a policy that would promote the creation of connector roads off the arterial road network.

*Rationale:* Properly sited connector roads may reduce traffic during busy times, provide emergency access, and stimulate development in planned growth areas.

*Discussion:* Specific areas to be considered should be defined in the Five-Year Road Review Plan and incorporated into an impact fee system.

GOAL 4 Construct and maintain walkways in village areas and areas of highest pedestrian traffic.

*Rationale:* Pedestrian traffic is good for health, commerce, traffic control, and a sense of community.

*Discussion:* Walkways should be considered throughout the village in South Waterboro, East Waterboro, and Waterboro Center. Bike paths and walkways should be adjacent to schools. New developments could be assessed impact fees for the development of walkways and bike paths.

GOAL 5 Develop a strong advocacy with the State regarding lights for feeder roads merging into State roads and for a breakdown/bicycle lane on Route 5.

*Rationale:* As the population and traffic flow increases on feeder roads and State roads, safety increasingly becomes an issue and traffic lights may be warranted. Route 5 is a very busy highway and should be safely accessible to bicycles and foot traffic between village areas, stores, and schools.

*Discussion:*

GOAL 6 Create a more stable management system to effectively plan and oversee the increasing budget, maintenance and improvement of equipment and roads.

*Rationale:* Transportation planning and management in Waterboro has become a sizable business which requires expertise in budgeting, construction, and personnel management. The management should be as consistent as possible.

*Discussion:* One of the first considerations for stability would be to increase the road commissioner's length of term. Another consideration might be to condense roads and the transfer station into a Department of Public Works. If and when this is done, it might make sense to hire a director.

### **Guiding Principle #3: Environmental Protection and Preservation of Natural Resources**

GOAL 1 Develop a task force to evaluate the environmental needs of the town and develop an appropriate committee structure to address those needs.

*Rationale:* At the present time there are three town committees charged with overseeing environmental/natural resource issues (Conservation Commission, Recycling Committee, and Transfer Committee). The committees are not coordinated; some are not meeting; and some efforts may be duplicated.

*Discussion:* The Board of Selectmen could organize an ad hoc task force made up of knowledgeable and interested citizens to develop a plan for a committee structure that will oversee and plan: recycling, waste management, natural resource management, and other environmental issues.

GOAL 2 Develop ways to prevent the spread of milfoil.

*Rationale:* Milfoil is presently in Lake Arrowhead and threatens aquatic wildlife and water recreation.

*Discussion:* Lake associations and the town can develop rules and implementation procedures to prevent the spread of milfoil. Milfoil may be controlled by experimentally tested techniques using technology and volunteer "manpower" (harvesting). Consultation with biologists may be a function of a town environmental committee.

GOAL 3 Develop policies and procedures to protect ground water and aquifers from pollution.

*Rationale:* "An ounce of prevention is worth a pound of cure."

*Discussion:* The citizens of Waterboro can be educated through pamphlets, cable access, etc. to be vigilant regarding waste dumping and monitoring the neighborhood. Environmental committees may find ways of monitoring practices of waste disposal, e.g., oil, pesticides, human waste, appliances, etc.

GOAL 4 Develop environmental education programs.

*Rationale:* The first step to conservation and environmental protection is an informed, sensitized public.

*Discussion:* MSAD #57, the Town Library, environmental committees, Parks and Recreation, Lake Association, snowmobile and ATV clubs can be encouraged to create environmental and natural resource programs. The town could secure volunteers to develop nature trails on town land through easements. The town should also educate landowners about the effects of pesticides and other chemicals on groundwater, lakes, and other waterways. Utilize a task force or ad hoc committee to carry out.

#### GOAL 5 Develop a comprehensive plan for protecting identified land.

*Rationale:* Unprotected land will be developed in Waterboro as we are in a high growth area of the State. The maintenance of rural character is dependent on land conservation.

*Discussion:* The town should map town-owned property, and explore the purchase or swap of land to create and protect larger, unfragmented areas. The town should encourage land trusts and other land conservation plans through the creation of public forums and possible tax abatement incentives. The town could also investigate tree growth programs for town-owned land.

#### GOAL 6 Reduce waste through education and incentives.

*Rationale:* Waste disposal is very expensive for the town and there are environmental costs.

*Discussion:* Recycling could be made easier with centers in other places besides the Bennett Hill Road facility. Incentives should be placed before the public for vote after a public education effort stressing efficient waste management. Upgrading and expansion of recycling facilities for ease in use and types of material accepted should be ongoing.

#### GOAL 7 Protect wildlife habitat.

*Rationale:* An important part of the rural character of the town is the abundant wildlife – fish, birds, plants, and animals. Habitats are the places where animals and plants live and include everything they need to survive. Fish, wildlife, and plant habitat enhances air and water quality while at the same time preserves the appeal and character of the human community as well. Expanses of land supporting wildlife habitat need to remain intact with minimal development.

*Discussion:* The town committees such as the Conservation Commission should gather available information on critical wildlife habitat areas in Waterboro and share this information with the Planning Board and the public. Housing developments, business parks, and future road development should not create barriers or segment these critical habitat areas.

## Guiding Principle # 4: Finance and Economic Development

### GOAL 1 Promote small business in village areas.

*Rationale:* Small business provides increased tax revenues and jobs. The localization of small businesses in village areas centralizes them and makes shopping easier.

*Discussion:* A Commerce Committee, Business Alliance, or Chamber of Commerce could be developed.

### GOAL 2 Promote larger business development in designated areas.

*Rationale:* Business provides tax revenues and jobs. Localizing larger business in business parks reduces sprawl and localizes truck traffic.

*Discussion:* Ordinances limiting noise and other pollution restricts new business development to environmentally friendly enterprises. The town may provide some primary development for a business park by building roads or sharing the costs of water, sewerage, and roads. The town could also provide some tax incentives for most desirable enterprises.

### GOAL 3 Promote the development of retirement communities, seasonal and vacation homes.

*Rationale:* Retirement communities, seasonal and vacation homes are tax revenue producing with a minimal effect on services (i.e., education, and in some cases, plowing in the winter).

*Discussion:* The town through the Recreation Department could publish promotional material in packets and on the town website. Increased recreational opportunities for senior citizens and summer-time residences may be developed and promoted by the town (i.e., sponsored by the town or promoted as commercial ventures).

### GOAL 4 Develop an undesignated working capital management system.

*Rationale:* State and local tax revenue sources fluctuate with economic conditions. Schools and the town have unplanned expenses such as capital repairs. Undesignated working capital can act as a cistern collecting rainy day funds during economic expansion and using the funds to lessen the tax burden during economic contraction periods and needs for expensive capital repair.

*Discussion:* The development of the undesignated working capital management system should use the consultation of municipal finance experts who can recommend a range of surplus and investment strategies. A separate goal may be developed which defines acceptable tax levels.

### GOAL 5 Develop and monitor a system of standardized accounting and business procedures for the town.

*Rationale:* As the town grows and provides increased services to its citizens, its internal operations require adjustment to account for larger and more complex budgets. More State and federal grants require increased accountability for funds and fair practices.

*Discussion:* Professional accountants may be hired by the town to help the Treasurer and Board of Selectmen oversee systems, including departmental budgeting, contracts for services, bidding procedures, tracking expenses, etc.

GOAL 6 Develop an accurate inventory which will be used for a capital investment plan, budgeting, insurance, and audit.

*Rationale:* The town presently has an uncoordinated and incomplete system of inventory with no capital investment plan for road repair and improvement, equipment replacement and improvement. A capital investment plan will reduce “surprise” expenses and help reduce tax fluctuations.

*Discussion:* Auditors can be hired to help develop inventory systems, depreciation schedules, and investment plans. The systems should be updated annually for insurance and budgeting purposes. The Board of Selectmen, all departments and all committees shall annually review and set goals for a five-year capital improvement plan. These studies can set the way for a capital investment plan.

GOAL 7 Continue and expand regional cooperation in addressing health and public safety services as the town grows.

*Rationale:* Sharing expensive equipment, human resources, and low incidence specialized equipment and services is more cost effective than duplicating the effort in adjacent communities.

*Discussion:* Waterboro presently contracts with the York County Sheriff’s Department to enhance police services for the town. This cooperation saves the town from creating its own administrative structure and police facilities. These services may be expanded as the town grows until a “watershed” is reached and local facilities and administration is economically practical. Fire and rescue services have some cooperative contracts with neighboring towns. More regional cooperation may help expand services in a cost effective manner.

#### **Guiding Principle #5: Small Town Atmosphere**

GOAL 1 Develop a plan to increase timely and interactive communication between citizens and town government.

*Rationale:* Democracy thrives where citizens have full and timely access to information and adequate opportunities to express ideas and views. A greater use of technology will enhance communication.

*Discussion:* Resources could be allocated to evaluate the adequacy of our current systems and to recommend ways to use technology to foster communication. Examples might be: a publication accessible to all families (a kind of “public bulletin board”) either via computer and/or a publication like *The Smart Shopper*; and expanded access to cable.

GOAL 2 Develop and promote opportunities for citizens of all ages to socialize and interact.

*Rationale:* Social contact, so difficult in the busy world of the twenty-first century, is essential to building a sense of community and one of the qualities that makes a good New England village. It can be fostered in many ways.

*Discussion:* Opportunities could be developed by many town bodies, but in particular, the Recreation Department. It could explore the feasibility of obtaining grant money and other funds for a multi-purpose indoor facility for residents of all ages. A town calendar could be expanded to include not only municipal events but also others such as the Lions Christmas Tree Lighting. A booklet could be assembled which lists all of the recreational, cultural, historical, and other resources which Waterboro has to offer. Transportation resources will need to be available to citizens, perhaps through partnerships with providers or perhaps the purchase of a mini-van.

GOAL 3 Promote a diversity of opportunities for citizen involvement in town government and town projects.

*Rationale:* One of the greatest assets of any community is its citizens and their willingness to give time and effort on behalf of the town and its residents. Volunteers should be encouraged, supported, and recognized.

*Discussion:* There is a continuum of activities that could advance this goal, ranging from regularly publicizing volunteer opportunities to providing ongoing support for town committees to planning recognition events. It might be worth exploring a part-time position of volunteer coordinator with the Recreation Department; this person could assume responsibility for promoting and coordinating volunteerism.

GOAL 4 Promote a continuum of educational opportunities and activities for Waterboro citizens.

*Rationale:* A community is enriched by an educated citizenry; in addition, educational opportunities provide chances for residents of all ages to interact.

*Discussion:* The various cultural and educational entities in the community all have something to offer in terms of providing opportunities for education. The library could provide more programs for the community. The Recreation Department could expand its offerings. There is a large role for S.A.D. #57 Adult Education. It would be important to have a system in place to inform citizens of the many and varied opportunities available for lifelong learning.

GOAL 5 Promote and support volunteer public safety services in Waterboro.

*Rationale:* Not only is a well staffed, and well trained, volunteer fire and rescue department and emergency management system critical for citizen safety, but these organizations provide a structured social network which strengthens the fabric of a small town.

*Discussion:* More citizens work outside the Town of Waterboro than in the past, and are therefore less available for volunteer service during the day. Busy family life competes with volunteer time. The town could help promote increased membership as well as volunteer retention by supporting family social events for public safety

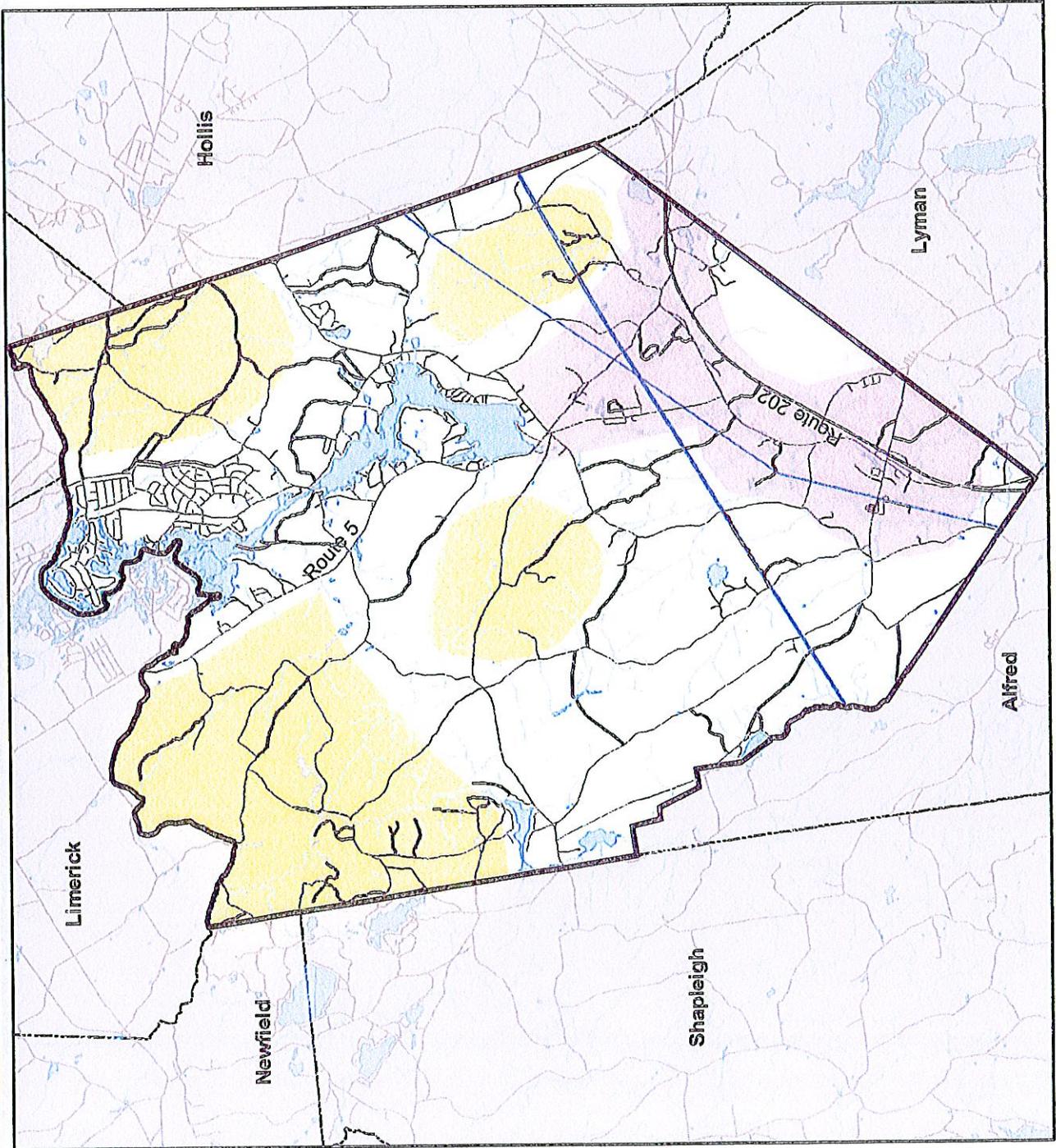
volunteers, increased training opportunities, and recruitment events. These volunteers should feel valued and have outlets to share some of their “duty” time with their families.

GOAL 6 Protect the historic buildings that give character to Waterboro as this character is an integral part of the town’s identity.

*Rationale:* The rural atmosphere of this town is enhanced by the presence of many old buildings. While the town has done well to preserve some, there are many more that are privately owned that contribute to the flavor of our community. It is not to the benefit of the town that any of these buildings be replaced or lost. These include but are not limited to colonial houses, barns, Town Hall, former school buildings and several churches.

*Discussion:* Nothing man made says “rural” so much as traditional New England architecture. While the demand for housing ensures the preservation of these homes, our old barns are vulnerable. Their size and design makes them impractical for modern needs. Yet in themselves they are museums of the past, considering their (former) function, design, post and beam construction with wooden pegs in hand-hewed lumber. The role of a town historian could be explored. Recognition could range from a “book of registry” to a tax rebate for buildings which meet certain requirements of age, structure, use, and maintenance.

# WATERBORO - Future Land Use Map



## LEGEND

- Roads
- Electric Transmission Line
- Streams
- Ponds
- Future Land Use
  - Rural (transition not yet defined)
  - Growth
  - Sensitive Rural
- Waterboro Town Boundary
- Adjacent Towns



Produced by the Southern Maine Regional Planning Commission. For planning purposes only. Roads, waterbodies & streams courtesy of Maine Office of GIS.



## **Section 2: Inventory**

**Section 2 Chapter 1: POPULATION**

**Section 2 Chapter 2: LOCAL ECONOMY**

**Section 2 Chapter 3: LAND USE**

**Section 2 Chapter 4: HOUSING**

**Section 2 Chapter 5: TRANSPORTATION**

**Section 2 Chapter 6: FISCAL CAPACITY**

**Section 2 Chapter 1  
POPULATION**

**Introduction**

Population analyses are basic elements of a comprehensive plan. Knowledge of the present and future population size and characteristics is key to understand the demands that will be placed upon public facilities, public services, the transportation network, and the natural resource base.

This chapter highlights historical changes in Waterboro’s population and estimates future growth. Data was taken from the U.S. Census and from the Maine State Planning Office.

**Historical Population Trends**

Waterboro’s 1990 Comprehensive Plan outlined historic population changes between 1768, when the town was settled and 1989. Population Table 1 outlines population changes over the last century. The most notable period of time was the 1970s, when the community grew by 1,735 people, an increase of more than 143%. The next highest numeric increase in population, 1,704 people, occurred during the last decade, between 1990 and 2000.

**Population Table 1: Population Change 1900-2000**

Year	Population	Numeric Change	% Change	Annual Percent Growth Rate
1890	1,357			
1900	1,167	-190	-14.0%	-1.3%
1910	997	-170	-14.6%	-1.3%
1920	942	-55	-5.5%	-0.5%
1930	914	-28	-3.0%	-0.3%
1940	947	33	3.6%	0.3%
1950	1,070	123	13.0%	1.2%
1960	1,059	-11	-1.0%	-0.1%
1970	1,208	149	14.1%	1.3%
1980	2,943	1,735	143.6%	13.1%
1990	4,510	1,567	53.2%	4.8%
2000	6,214	1,704	37.8%	3.4%

Source: 1990 Waterboro Comprehensive Plan, U.S. Census

Although limited business/industrial development in Waterboro contributed to its recent rises in population, Waterboro has more significantly emerged as a bedroom community for commuters. Population Table 2 illustrates the growing number of Waterboro residents traveling longer distances to work, likely in the Sanford (approximately 30 minutes away), Biddeford/Saco (approximately 30 minutes away), Portland (approximately 45 minutes away), and Kittery/Portsmouth (approximately 1 hour away), employment centers. Travel time to work information was not collected by the US Census prior to 1980.

**Population Table 2: Travel Time to Work 1980-2000**

	Percent of Work Force 1980	Percent of Work Force 1990	Percent of Work Force 2000
<5 minutes	3.8%	3.5%	2.4%
5-9 minutes	6.8%	6.4%	6.4%
10-14 minutes	7.6%	7.5%	3.8%
15-19 minutes	9.3%	6.2%	5.3%
20-29 minutes	19.9%	19.3%	18.0%
30-44 minutes	31.9%	33.5%	37.8%
45+ minutes	20.7%	23.6%	26.3%
Mean Travel Time (minutes)	31.3	31.1	34.3

Source: U.S. Census

### Regional Growth

The growth rates of the towns surrounding Waterboro and of York County are shown in Population Table 3. In most communities, a slight increase or decrease occurred. Waterboro experienced the highest numeric increase in population and the second highest Annual Percent Growth Rate.

**Population Table 3: Regional Population Growth 1990-2000**

Community	1990	2000	Numeric Change	Percent Change	APGR
Waterboro	4,510	6,214	1,704	37.8%	3.4%
Alfred	2,198	2,497	299	13.6%	1.2%
Dayton	1,197	1,805	608	50.8%	4.6%
Hollis	3,573	4,114	541	15.1%	1.4%
Limerick	1,688	2,240	552	32.7%	3.0%
Limington	2,796	3,403	607	21.7%	2.0%
Lyman	3,390	3,795	405	11.9%	1.1%
Newfield	1,042	1,328	286	27.4%	2.5%
Shapleigh	1,911	2,326	415	21.7%	2.0%
York County	164,587	186,742	22,155	13.5%	1.2%

APGR = Annual % Growth Rate

Source: U.S. Census, SMRPC

### Seasonal Population

Located in the heart of York County's Lakes District, Waterboro supports a substantial seasonal population, swelling the town population during the summer by approximately 1,500 people. It is estimated that one-third of this population is housed in seasonal cottages located around Lake Arrowhead. According to the U.S. Census, there were 538 seasonal dwelling units in Waterboro in the year 2000. The 1990 Comprehensive Plan noted that there were 619 seasonal dwelling units in 1985. As such, Waterboro's seasonal dwelling units are being converted to year-round

homes at a rate of about five units per year. Population Table 4 compares seasonal housing and population in Waterboro with that of surrounding communities and York County.

**Population Table 4: Seasonal Housing and Population**

Community	Total Housing Units	Seasonal Housing Units	Percent of Housing Stock	Average Household Size	Estimated Seasonal Population
Waterboro	2,828	538	19.0%	2.81	1,512
Lake Arrowhead	997	226	22.7%	3.03	504
Alfred	1,103	75	6.8%	2.39	179
Dayton	663	8	1.2%	2.83	23
Hollis	1,592	45	2.8%	2.73	123
Limerick	1,279	386	30.2%	2.63	1,015
Limington	1,354	169	12.5%	2.84	480
Lyman	1,749	336	19.2%	2.78	934
Newfield	939	400	42.6%	2.67	1,068
Shapleigh	1,813	850	46.9%	2.54	2,159
York County	94,234	16,597	17.6%	2.47	40,995

Source: U.S. Census

### Age Groups

The 1990 Comprehensive Plan noted that the 25-34 age group was the fastest growing population between 1970 and 1980, indicating that younger couples, likely with school aged children, were moving to Waterboro. Today, people aged 45-54 are the fastest growing group of people. See Population Table 5.

**Population Table 5: Population By Age Groups 1990-2000**

Age Group	1990	2000	Numeric Change	Percent Change
<5	378	511	133	35.2%
5-19	1,135	1,513	378	33.3%
20-24	252	290	38	15.1%
25-34	909	990	81	8.9%
35-44	794	1,241	447	56.3%
45-54	427	821	394	92.3%
55-59	127	233	106	83.5%
60-64	143	178	35	24.5%
65-74	224	259	35	15.6%
75-84	89	144	55	61.8%
>85	32	34	2	6.3%

Source: U.S. Census

### Median Age

The median age of the Waterboro population is increasing, as it is statewide and nationally. Populations Table 6 shows the median age of the Waterboro population and that of the neighboring towns and York County for the years 1980, 1990, and 2000. As noted in the 1990 Comprehensive Plan, Waterboro is still the “youngest” town in the area. However, ten and twenty years ago, the towns of Limington, Lyman, and Hollis had comparable median ages. In the last ten years, those three communities’ median ages grew by almost six years.

**Population Table 6: Median Age Waterboro Region**

Community	1980	1990	2000	Change (90-00)
Waterboro	27.2	30.4	33.3	2.9
Alfred	30.4	36.5	42.2	5.7
Dayton	30.7	32.5	34.6	2.1
Hollis	27.6	31.2	36.8	5.6
Limerick	Not Available	33.4	35.7	2.3
Limington	26.6	30.7	36.6	5.9
Lyman	28.4	32.1	37.9	5.8
Newfield	31.9	33.5	39.0	5.5
Shapleigh	32.7	35.3	39.7	4.4
York County	30.9	33.7	38.5	4.8

Source: 1990 Waterboro Comprehensive Plan, U.S. Census

### School Enrollment

Population Table 7 provides information from the 2000 Census regarding school enrollment of Waterboro residents. As indicated, grades 1-8 have the highest enrollment.

**Population Table 7: Population greater than Three Years Old Enrolled in School**

	# of Students	Students per Grade	% of Total School Enrollment
Nursery School/Preschool	101	101	5.6%
Kindergarten	105	105	5.8%
Grades 1-8	960	120	53.0%
Grades 9-12	389	97	21.5%
College/Graduate School	256	51	14.1%
<b>Total</b>	<b>1,811</b>	<b>95</b>	<b>100.0%</b>

Source: U.S. Census

### Population Projections

As shown in Population Table 8, Waterboro’s Annual Percent Growth Rate (APGR) is projected to slow from 3.4% between 1990 and 2000 (See Population Table 3) to 2.2% over the next decade. Waterboro is projected to grow at a faster rate than its neighbors and York County.

**Population Table 8: Population Projections**

Community	2000	2005	2010	APGR (00-10)
Waterboro	6,214	7,104	7,692	2.2%
Alfred	2,497	2,607	2,706	0.8%
Dayton	1,805	2,156	2,396	3.0%
Hollis	4,114	4,423	4,653	1.2%
Limerick	2,240	2,523	2,720	1.9%
Limington	3,403	3,814	4,174	2.1%
Lyman	3,795	4,024	4,205	1.0%
Newfield	1,328	1,479	1,594	1.8%
Shapleigh	2,326	2,517	2,656	1.3%
York County	186,742	197,946	206,430	1.0%

Source: Maine State Planning Office

### Household Size

While the population is increasing in Waterboro, the average household size is decreasing as can be seen in Population Table 9. All the communities surrounding Waterboro and York County are experiencing the same trend.

**Population Table 9: Mean Household Size - Waterboro Region**

Community	1980	1990	2000
Waterboro	3.15	2.89	2.79
Alfred	2.86	2.71	2.39
Dayton	2.95	2.90	2.83
Hollis	3.15	2.99	2.73
Limerick	3.01	2.82	2.63
Limington	3.20	3.16	2.84
Lyman	3.31	3.08	2.75
Newfield	2.69	2.70	2.68
Shapleigh	2.73	2.73	2.53
York County	2.81	2.62	2.47

Source: U.S. Census & SMRPC

This reduction in the average household size has an interesting impact on the rate at which vacant land will be converted to residential use as the population grows. With an average household size of 3.15 (as it was in 1980) it takes 317 dwelling units and 952 acres to accommodate 1,000 people (if the minimum lot size per dwelling unit is three acres). When the average household size drops to 2.79, it takes 358 dwelling units and 1,075 acres to accommodate the same 1,000 people. Thus, as the population increases, the rate at which the land will be developed to residential use will increase at an even faster rate.

**Section 2 Chapter 2  
LOCAL ECONOMY**

**Income Patterns**

According to the 2000 United States Census, Waterboro's 1999 median family income level was at \$46,667, with the per capita income level being \$17,813. As Local Economy Table 1 indicates, this is roughly in keeping with income levels in the surrounding area. The median family income for York County is approximately 10% higher than that of Waterboro, with the median family income for the entire State of Maine being less than Waterboro's. The per capita income for York County is significantly higher, as is the case with the State of Maine. Income levels in Waterboro are generally comparable to its neighboring communities.

**Local Economy Table 1: Income Levels**

	Per Capita Income	Median Household Income	Median Family Income
Waterboro	\$17,813	\$43,234	\$46,667
Acton	\$19,447	\$39,036	\$45,353
Alfred	\$19,337	\$40,583	\$47,625
Hollis	\$19,065	\$48,846	\$53,621
Limerick	\$18,844	\$40,845	\$44,917
Lyman	\$20,203	\$47,860	\$53,140
Newfield	\$16,280	\$38,654	\$41,563
Sanford	\$16,951	\$34,668	\$43,021
Shapleigh	\$19,331	\$42,026	\$45,591
York County	\$21,225	\$43,630	\$51,419
Maine	\$19,533	\$37,240	\$45,179

Source: 2000 U.S. Census

Local Economy Table 2 shows the distribution of income in 1999 for the Town of Waterboro, York County, and the State of Maine. The chart indicates that the greatest percentage of households (26.3%) in Waterboro had an income of \$50,000 to \$74,999. Comparatively, 23.3 percent of York County households and 19.4% of Maine households were in this income range. This income range exhibited the highest percentage grouping for all three levels.

**Local Economy Table 2: Distribution of Income**

Income in 1999	Waterboro	%	York County	%	Maine	%
Households	2,229	100.0	74,527	100.0	518,372	100.0
\$10,000 to \$14,999	70	3.1	4,243	5.7	39,231	7.6
\$15,000 to \$24,999	345	15.5	9,443	12.7	76,633	14.8
\$25,000 to \$34,999	269	12.1	9,647	12.9	73,614	14.2
\$35,000 to \$49,999	561	25.2	13,508	18.1	94,848	18.3
\$50,000 to \$74,999	586	26.3	17,398	23.3	100,423	19.4
\$75,000 to \$99,999	156	7.0	7,930	10.6	43,341	8.4
\$100,000 to \$149,999	100	4.5	4,459	6.0	24,348	4.7
\$150,000 to \$199,999	12	0.5	1,007	1.4	5,866	1.1
\$200,000 or more	31	1.4	1,075	1.4	6,809	1.3

Source: 2000 U.S. Census

### Commuting Patterns

Residents of Waterboro have a much higher mean travel time to work as compared to State and York County averages as shown in Local Economy Table 3. Waterboro mean travel times were at least 10 minutes more than the two other levels. This indicates that Waterboro residents are traveling more, and most likely to areas such as Portland and seacoast New Hampshire.

**Local Economy Table 3: Mean Travel Times Commuting to Work**

	Waterboro	York County	Maine
Mean travel time to work (minutes)	34.3	25.8	22.7

**Employment**

Local Economy Table 4 provides a summation of the distribution of occupations for the residents of Waterboro, in comparison to York County and State averages. As the chart indicates, 25.5% of those persons employed fell under the category of Sales and Office Occupations. Both the Management, Professional and Related Occupations and Production, Transportation and Material Moving Occupations have percentage levels that were very close as well. Waterboro had a lower percentage of those employed in the Management, Professional and Related Occupations and a higher percentage of persons employed in the Production, Transportation and Material Moving occupations than those at the York County and State levels.

**Local Economy Table 4: Distribution of Occupations**

Occupation	Waterboro	%	York County	%	Maine	%
Management, professional, and related occupations	754	25.3	29,435	31.0	196,862	31.5
Service occupations	370	12.4	13,664	14.4	95,601	15.3
Sales and office occupations	760	25.5	24,906	26.2	161,480	25.9
Farming, fishing, and forestry occupations	20	0.7	639	0.7	10,338	1.7
Construction, extraction, and maintenance occupations	377	12.6	10,486	11.0	64,064	10.3
Production, transportation, and material moving occupations	704	23.6	15,886	16.7	95,666	15.3

Source: 2000 U.S. Census

Local Economy Table 5 categorizes employment by economic sector for Waterboro, York County and the State of Maine. In 1999, the largest percentage of workers (24.2%) residing in Waterboro was employed in manufacturing. These numbers contrast to York County and State figures where the highest employment sector for both is Services. The employment figures also contrast to the national trend of shifts in employment from manufacturing to services. Most other employment sectors were fairly consistent across all three levels.

**Local Economy Table 5: Employment by Economic Sector**

Industry	Waterboro	%	York County	%	Maine	%
Agriculture, forestry, fishing and hunting, and mining	30	1.0	993	1.0	16,087	2.6
Construction	266	8.9	7,097	7.5	42,906	6.9
Manufacturing	723	24.2	16,670	18.6	88,885	14.2
Wholesale trade	166	5.6	3,796	4.0	21,470	3.4
Retail trade	406	13.6	12,085	12.7	84,412	13.5
Transportation and warehousing, and utilities	104	3.5	3,982	4.2	26,857	4.3
Information	40	1.3	1,980	2.1	15,294	2.5
Finance, insurance, real estate, and rental and leasing	215	7.2	6,327	6.7	38,449	6.2
Professional, scientific, management, administrative, and waste management services	136	4.6	6,491	6.8	43,074	6.9
Educational, health and social services	583	19.5	19,598	20.6	144,918	23.2
Arts, entertainment, recreation, accommodation and food services	114	3.8	7,515	7.9	44,606	7.1
Other services (except public administration)	128	4.3	4,252	4.5	29,182	4.7
Public administration	74	2.5	3,230	3.4	27,871	4.5

Source: 2000 U.S. Census

**Taxable Sales**

Local Economy Table 6 shows the total taxable sales collected in Waterboro, the surrounding communities and York County. The most notable trend is the significant jump in total taxable sales in Waterboro between 1999 and 2000. The total taxable sales collected have nearly doubled between 1999 and 2001. The construction of a new Hannaford grocery store in the community is most likely the primary reason for this occurrence.

**Local Economy Table 6: Total Taxable Sales (in 000's)**

	1996	1997	1998	1999	2000	2001
Waterboro	\$7,830.3	\$8,020.6	\$9,708.7	\$10,491.5	\$17,660.0	\$19,021.4
Acton	\$1,122.2	\$1,268.0	\$1,402.0	\$1,585.2	\$1,278.3	\$1,500.6
Alfred	\$8,481.0	\$8,854.9	\$10,562.0	\$11,350.3	\$12,935.4	\$12,805.6
Hollis	\$3,424.2	\$3,686.5	\$3,990.5	\$4,482.4	\$4,595.6	\$5,026.4
Limerick	\$7,203.5	\$7,775.2	\$8,794.8	\$10,306.0	\$10,822.2	\$11,083.9
Lyman	\$3,479.8	\$3,137.6	\$3,339.0	\$3,415.3	\$3,968.2	\$3,479.1
Newfield	\$2,381.8	\$1,958.6	\$1,653.7	\$2,275.8	\$2,187.2	\$1,908.9
Shapleigh	\$3,503.7	\$3,721.8	\$4,396.4	\$5,579.4	\$6,504.6	\$5,659.8
York County	\$1,152,165.6	\$1,209,255.7	\$1,311,493.4	\$1,430,788.7	\$1,481,322.0	\$1,539,233.6

**Section 2 Chapter 3**  
**LAND USE**

Since the development of the 1990 Comprehensive Plan, the Department of Inland Fisheries and Wildlife has assembled a comprehensive GIS database of natural resources for the Town of Waterboro called, "Beginning With Habitat: An Approach to Conserving Open Space." The Comprehensive Plan Update Committee utilized this resource in the development of goals, policies, strategies, and actions for this 2003 Update to the 1990 Town of Waterboro Comprehensive Plan. The following maps are based on the information from Department of Inland Fish and Wildlife and the Maine Office of Geographic Information Systems: Rare Plants, Rare Animals, Large Blocks of Unfragmented Habitat, and Wetlands and Wading Bird Habitat.

Since the 2003 Update to the 1990 Town of Waterboro Comprehensive Plan is an update of *sections* of the 1990 Comprehensive Plan, some of the 1990 chapters remain in tact. The 2003 Update focuses on land use, transportation infrastructure and its relationship to sprawl, economic growth, village character, and land conservation/natural resources these maps were used to determine the growth and sensitive rural areas. The goal of the Update is to identify and assist in the implementation of zoning regulations and performance standards which will minimize sprawl of commercial and retail businesses outside the village zones.

As growth is inevitable in Waterboro, traditionally defined village areas are most suitable for expansion in order to preserve the rural areas and to centralize population for commerce and transportation.

Growth areas in Waterboro are generally defined as: (1) The village areas in and around South Waterboro and East Waterboro; (2) the area along Route 5 extending from Waterboro Center to East Waterboro and out to the Lyman Town Line; (3) the area along Route 4/202 between East Waterboro to South Waterboro, and (4) the triangle of land between the Old Alfred Road, Route 5, and Route 4.

Sensitive rural areas of Waterboro are generally defined as: (1) the area in North Waterboro northwest of Route 5, north of Clark's Bridge and Ross Corner Roads traveling north and west to the town border; (2) the area in North Waterboro east of Arrowhead along the Little Ossipee River to the Limington border, extending east over the crest of Chadbourne Ridge Road to the Town House Road; (3) the area on and around Little Ossipee Mountain; and (4) the area between Roberts Ridge Road, Deering Ridge Road, and the Bennett Hill Road.

# WATERBORO - Base Map

**LEGEND**

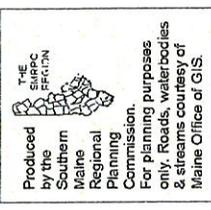
- Roads
- Electric Transmission Line
- Streams
- Waterboro Town Boundary
- Ponds
- Adjacent Towns

N

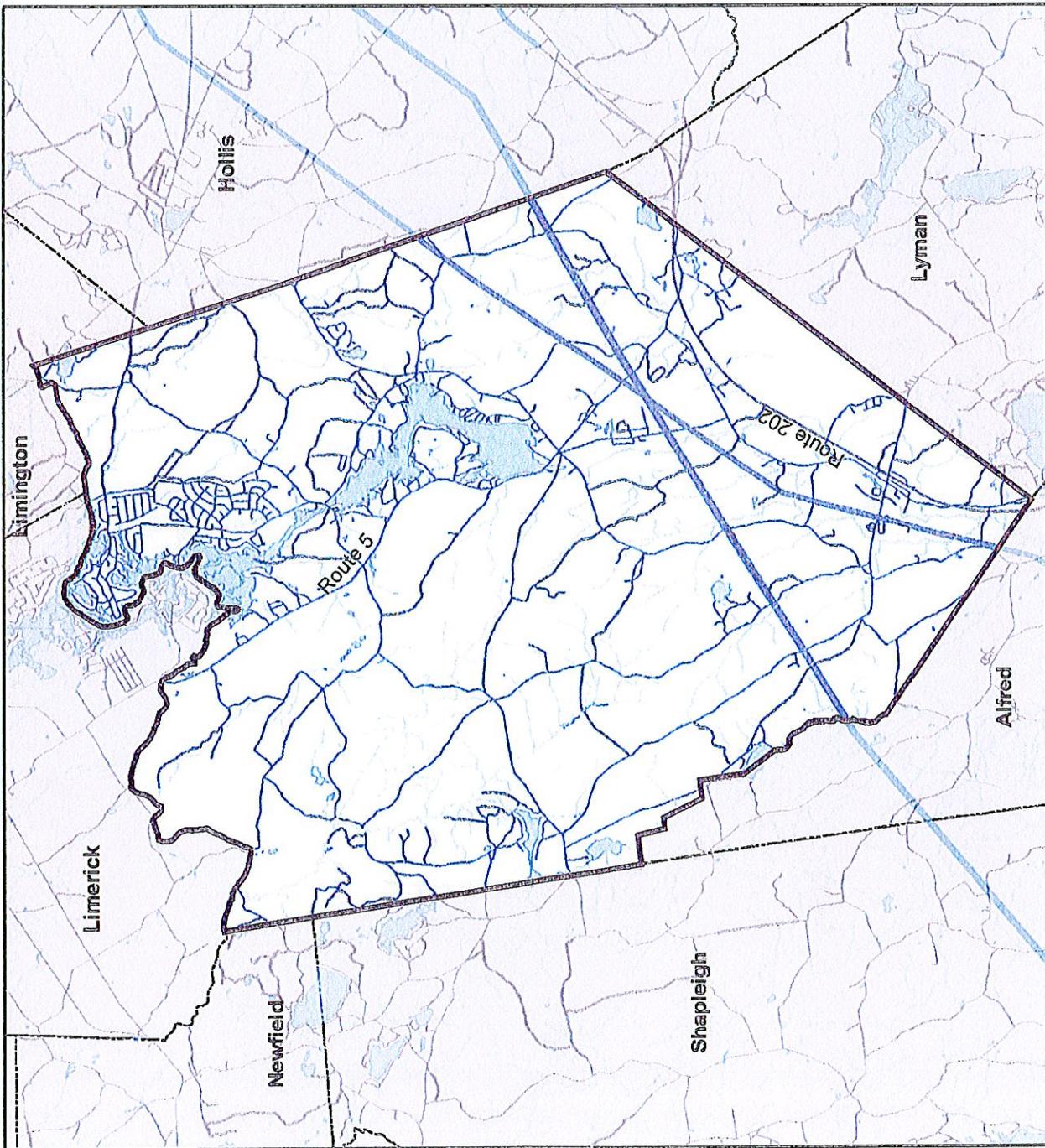


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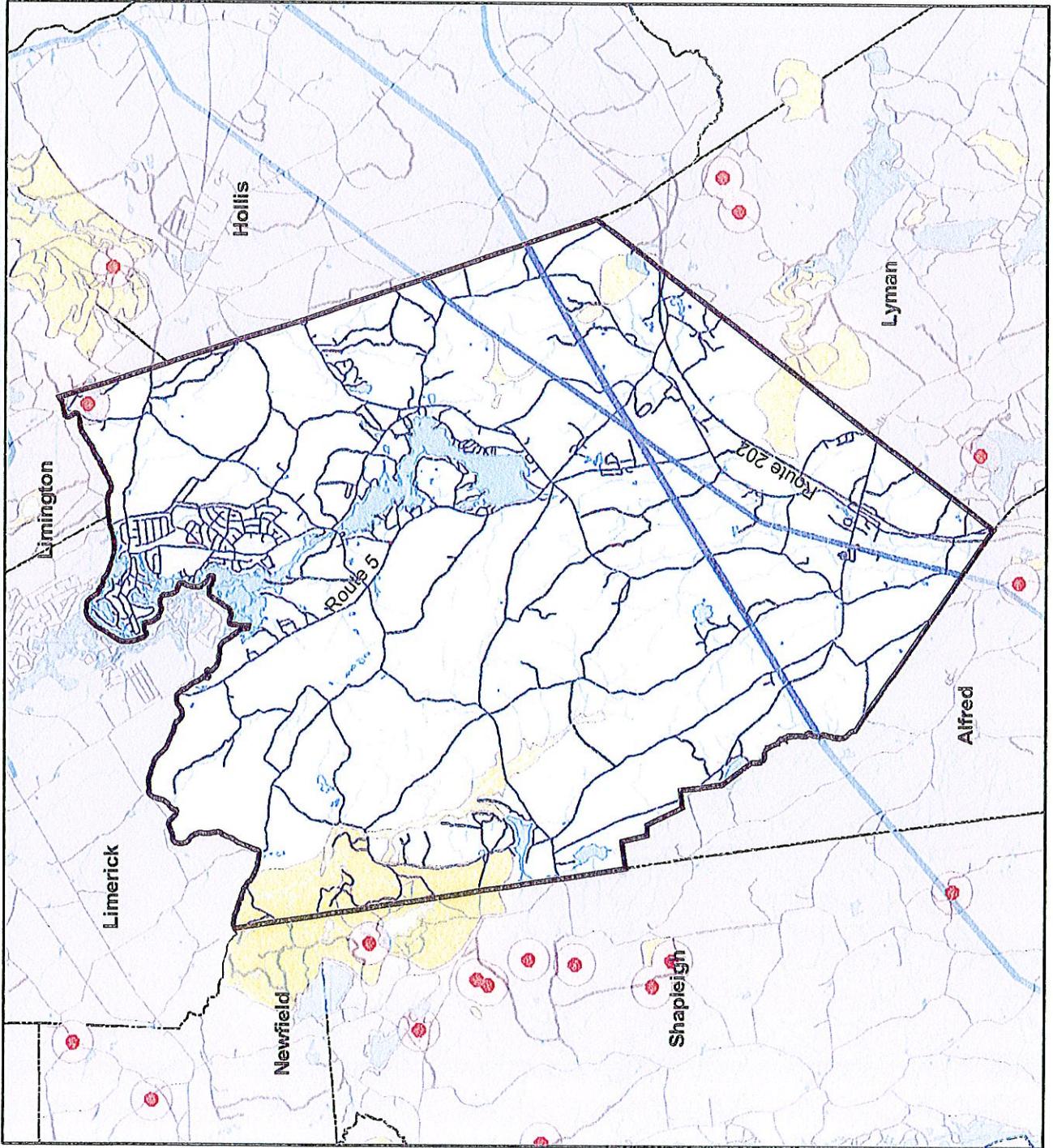


**SOUTHERN MAINE REGIONAL PLANNING COMMISSION**



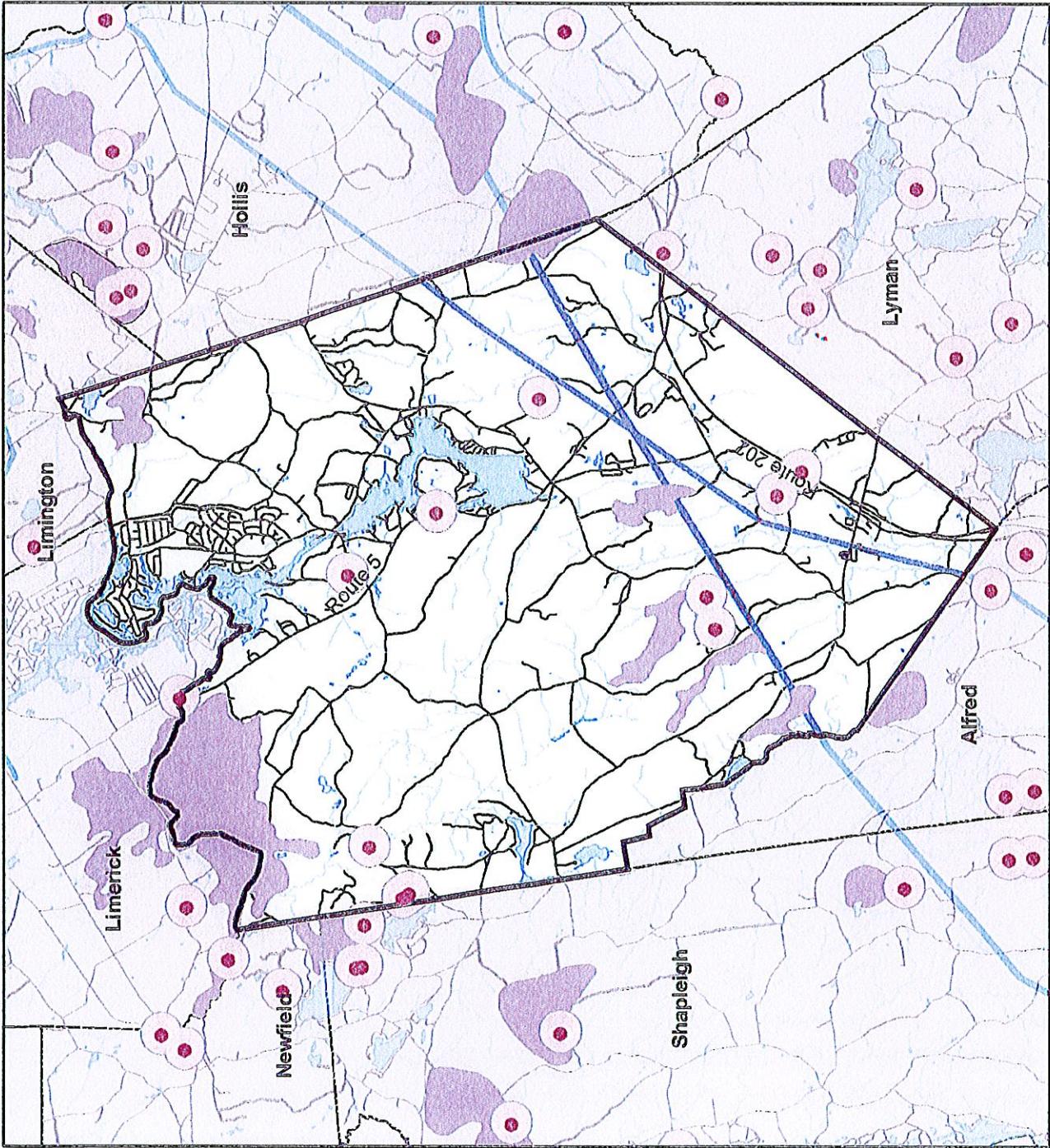
# WATERBORO - Rare Plants

1/24/03



# WATERBORO - Rare Animals

1/24/03



## LEGEND

- Rare Animal Sites
- Rare Animal Site Buffer
- Rare Animal Habitat
- Deer Wintering Area
- Roads
- Electric Transmission Line
- Streams
- Ponds
- Waterboro Town Boundary
- Adjacent Towns

Source: Maine Department of Inland Fisheries and Wildlife and Maine Office of Geographic Information Systems



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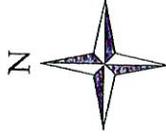
# WATERBORO - Large Blocks of Unfragmented Habitat

1/24/03

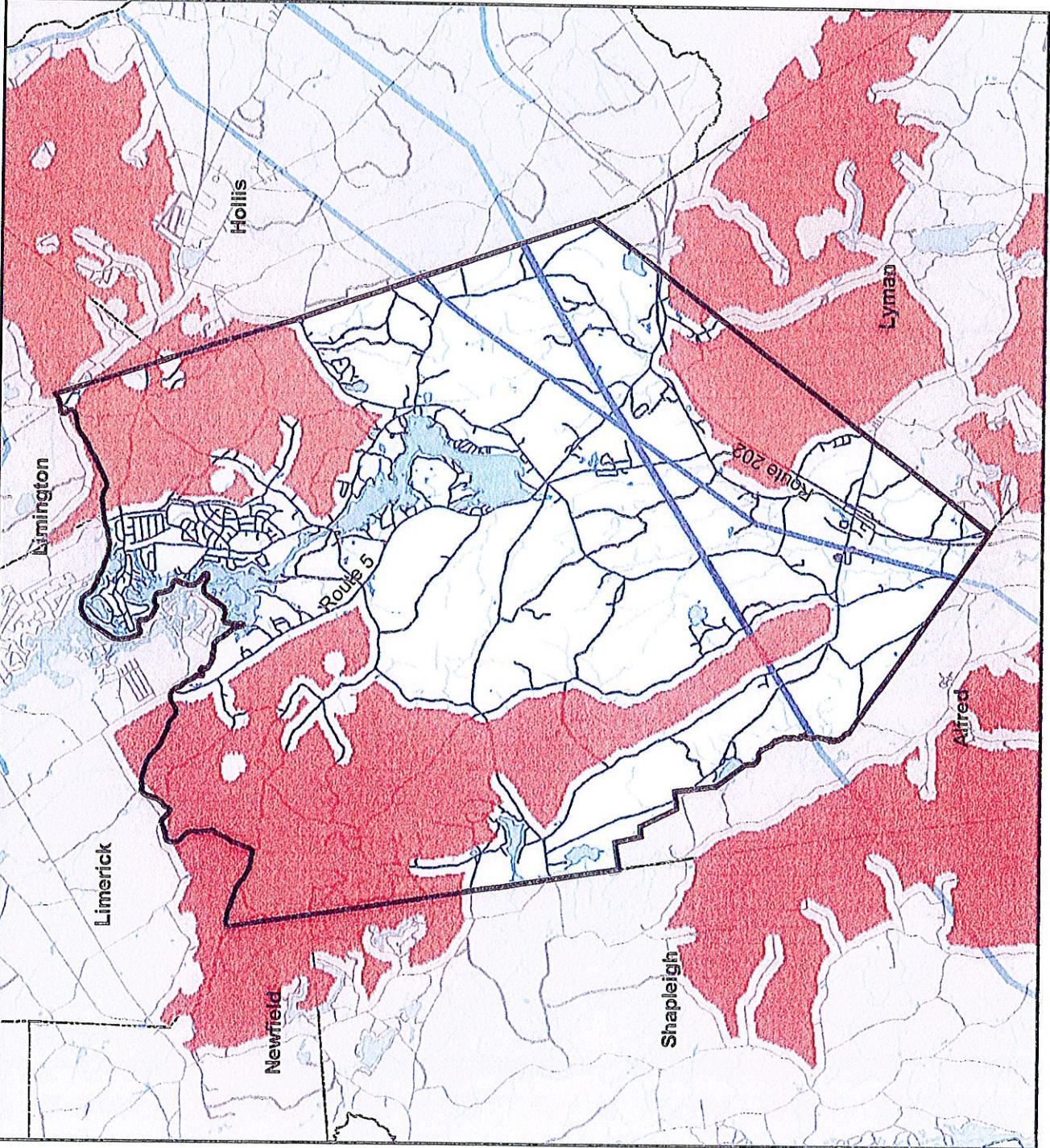
## LEGEND

- Large Blocks of Unfragmented Habitat
- Roads
- Streams
- Ponds
- Electric Transmission Line
- Waterboro Town Boundary
- Adjacent Towns

Source: Maine Department of Inland Fisheries and Wildlife and Maine Office of Geographic Information Systems

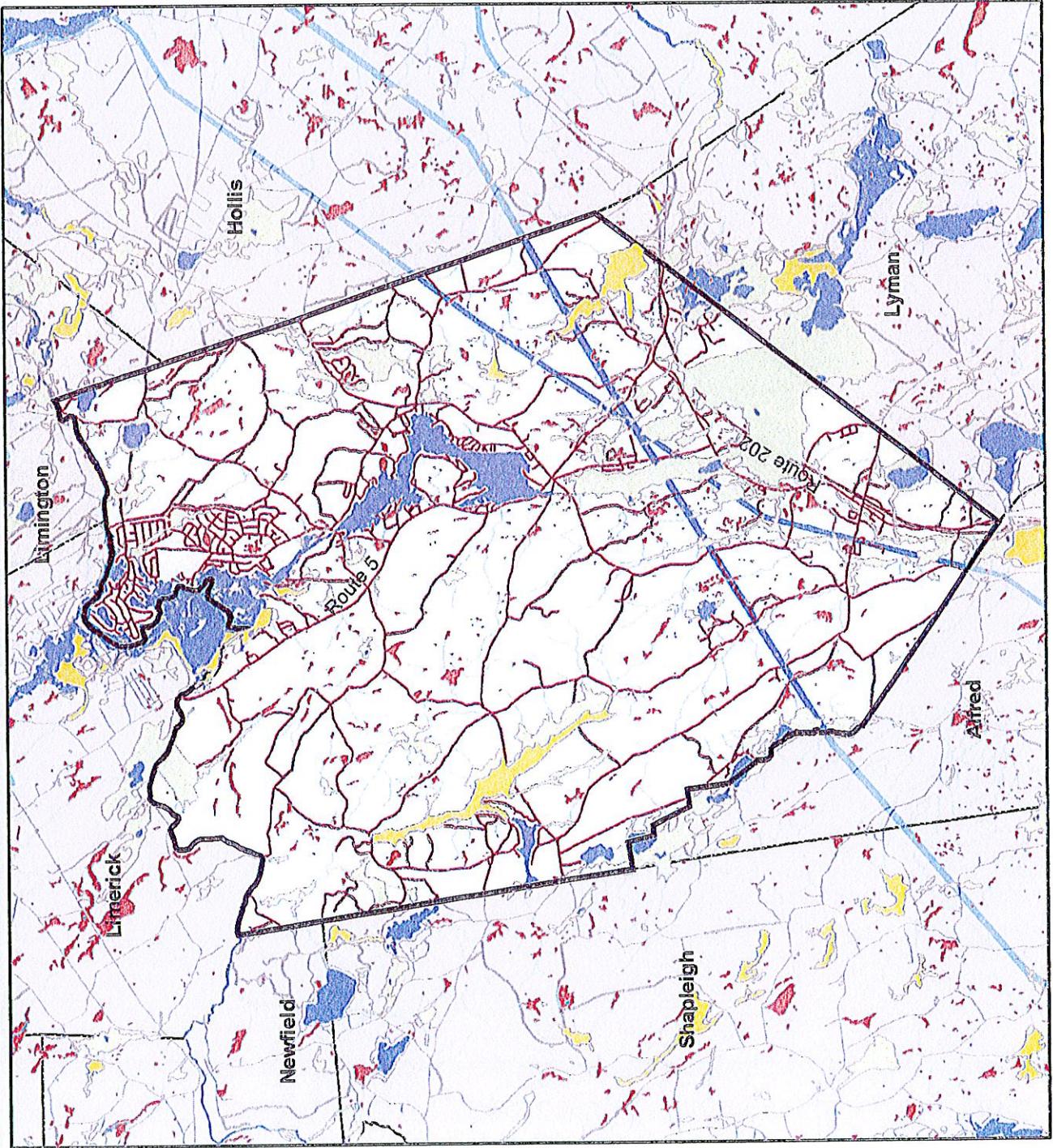


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# WATERBORO - Wetlands and Wading Bird Habitat

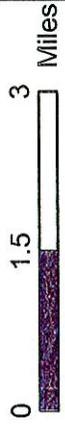
1/24/03



## LEGEND

- Wading Bird Habitat
- Lowest Rated Wetlands
- Moderately Rated Wetlands
- Highest Rated Wetlands
- Streams
- Roads
- Electric Transmission Line
- Waterboro Town Boundary
- Adjacent Towns

Source: Maine Department of Inland Fisheries and Wildlife and Maine Office of Geographic Information Systems and State Planning Office



Produced by the Southern Maine Regional Planning Commission. For planning purposes only. Roads, waterbodies & streams courtesy of Maine Office of GIS.



**Section 2 Chapter 4  
HOUSING**

The following calculations outline what the availability of affordable housing is in Waterboro.

<b>Town</b>	<b>Waterboro</b>
FY2002 Median Family Income for MSA (HUD Est.)	████████████████████
FY2002 Median Family Income for Non-MSA part of York County (HUD Est.)	\$47,100
2000 Census Median Family Income for Town	\$46,667
80% of HUD Est. Median Family Income	\$37,680
80% of Town Median Family Income	\$37,334
150% of HUD Est. Median Family Income	\$70,650
150% of Town Median Family Income	\$70,001
Monthly Family Income at 80% of HUD Median	\$3,140
Monthly Family Income at 80% of Town Median	\$3,111
Monthly Family Income at Town Median	\$3,889
Monthly Family Income at 150% of HUD Median	\$5,888
Monthly Family Income at 150% of Town Median	\$5,833
33% of Monthly Family Income at 80% of HUD Median	\$1,036
33% of Monthly Family Income at 80% of Town Median	\$1,027
33% of Monthly Family Income at Town Median	\$1,283
33% of Monthly Family Income at 150% of HUD Median	\$1,943
33% of Monthly Family Income at 150% of Town Median	\$1,925
Monthly Basic Utility and Energy Costs (HUD Est. 10/01)	\$173
Utility Allowance Locality District (HUD)	4
Monthly Mortgage Insurance Cost	\$45
Monthly Homeowners Insurance Cost	\$30
Monthly Real Estate Taxes Cost	\$200
Remaining Monthly Amount Available to Pay for Principal and Interest at 80% of HUD Median	\$588
Remaining Monthly Amount Available to Pay for Principal and Interest at 80% of Town Median	\$579
Remaining Monthly Amount Available to Pay for Principal and Interest at Town Median	\$835
Remaining Monthly Amount Available to Pay for Principal and Interest at 150% of HUD Median	\$1,495
Remaining Monthly Amount Available to Pay for Principal and Interest at 150% of Town Median	\$1,477

Max Loan Amount at 80% of County or MSA Median Family Income, at 7.25% 30-yr. fixed rate	\$86,224
Max Loan Amount at 80% of Town Median Family Income, at 7.25% 30-yr. fixed rate	\$84,828
Max Loan Amount at Town Median Family Income, at 7.25% 30-yr. fixed rate	\$122,453
Max Loan Amount at 150% of County or MSA Median Family Income, at 7.25% 30-yr. fixed rate	\$219,133
Max Loan Amount at 150% of Town Median Family Income, at 7.25% 30-yr. fixed rate	\$216,515
<b>Affordable House Price at 80% of County or MSA Median Family Income, with 10% down payment - Standard from Maine Affordable Housing Definition Rule, 07-105 Chapter 100.</b>	<b><u>\$95,804</u></b>
<b>Affordable House Price at 80% of Town Median Family Income, with 10% down payment</b>	<b>\$94,253</b>
<b>Affordable House Price at Town Median Family Income, with 10% down payment</b>	<b>\$136,058</b>
Affordable House Price at 150% of County or MSA Median Family Income, with 10% down payment	\$243,481
Affordable House Price at 150% of Town Median Family Income, with 10% down payment	\$240,572
<b>Number of 3 BR Single Family Units Offered for Sale at "Realtor.com," asking at or below Affordable Price (80% of County or MSA Median Family Income - Standard from Maine Affordable Housing Definition Rule, 07-105 Chapter 100.)</b>	<b>0</b>
<b>Number of 3 BR Single Family Units Offered for Sale at "Realtor.com," asking at or below Affordable Price (80% of Town Median Family Income)</b>	<b>0</b>
<b>Number of 3 BR Single Family Units Offered for Sale at "Realtor.com," asking at or below Affordable Price for families at Town Median Family Income</b>	<b>6</b>

## Section 2 Chapter 5 TRANSPORTATION

### Introduction

As noted in the Overview to this Comprehensive Plan,

The challenge at the present time is to develop a process to evaluate the impact of road construction and road improvement on future growth, and to implement an impact fee to improve the road network, including bike lanes and walkways.

This transportation inventory collects the information necessary to begin this evaluation. Data on roadway maintenance, use, and safety, trends of highway travel, and bicycle and pedestrian facilities are included. Also, a list of transportation issues has been derived from this data.

### Land Use Initiatives

As growth is inevitable in Waterboro, traditionally defined village areas are most suitable for expansion in order to preserve the rural areas and to centralize population for commerce and transportation.

Growth areas in Waterboro are generally defined as: (1) The village areas in and around South Waterboro and East Waterboro; (2) the area along Route 5 extending from Waterboro Center to East Waterboro and out to the Lyman Town Line; (3) the area along Route 4/202 between East Waterboro to South Waterboro, and (4) the triangle of land between the Old Alfred Road, Route 5, and Route 4.

Sensitive Rural Areas of Waterboro are generally defined as: (1) the area in North Waterboro northwest of Route 5, north of Clark's Bridge and Ross Corner Roads traveling north and west to the town border; (2) the area in North Waterboro east of Arrowhead along the Little Ossipee River to the Limington border, extending east over the crest of Chadbourne Ridge Road to the Town House Road; (3) the area on and around Little Ossipee Mountain; and (4) the area between Roberts Ridge Road, Deering Ridge Road, and the Bennett Hill Road.

### Roadway Inventory

Figure 1 shows the jurisdiction of the town's roadway network. On the State Highways (Route 5, Route 202, and Old Alfred Road) and Route 117, the town has neither maintenance nor construction responsibility, while on the State-Aid roads (Goodwins Mills Road, Town House Road, and West Road), the town has winter plowing and sanding responsibility only. It was determined at town meeting in 2001 to discontinue the practice of plowing private roads unless they are upgraded to current (1989) town standards.

The cost for the repair, reconstruction, and maintenance of the roadway network is the town's third largest expense. Waterboro has developed and implemented a five-year road improvement plan, and a second five-year plan is being considered through this comprehensive plan update.

The Maine Department of Transportation's (MDOT's) Draft 2004-2009 Six-Year Plan lists Waterboro as being interested in the Rural Road Initiative Program, in which Waterboro would provide 1/3 of the cost of reconstruction projects on minor collectors as local match. Roads in Waterboro that would qualify under this program include Goodwins Mills Road, Town House Road, and West Road. Additionally, MDOT's 2002-2003 Biennial Transportation Improvement Program (BTIP) provided funds for maintenance paving of both Route 5 and West Road. Maintenance paving is a preventative treatment for roads with minor pavement deficiencies. It is also typically used as a quick-fix strategy for roads in major disrepair to hold the pavement together until complete reconstruction can be completed. The 2002-2003 BTIP also provided funds for the realignment and signalization of the intersection of Route 5 and Old Route 5.

### Bridge Inventory

There are nine bridges that carry motor vehicles in town. Responsibility is determined by the Maine Department of Transportation's (MDOT's) Local Bridge Program, which became law in July of 2001. Bridges of at least 20 feet in length on town or state-aid roadways are the responsibility of MDOT. Minor spans, which are bridges that are at least 10 feet but less than 20 feet in length, that are on town roadways are the responsibility of the municipality. If a minor span is located on a state or state-aid roadway, maintenance responsibility falls with MDOT. As such, the Town of Waterboro is responsible for the maintenance of one bridge.

MDOT inspects all Bridges and Minor Spans on public ways every two years in accordance with the Federal Highway Administration (FHWA) and MDOT's Bridge Management Coding Guides. The inspections result in a Federal Sufficiency Rating (FSR) for each bridge, which is calculated by analyzing the condition of each of the bridge's components, such as the deck, the substructure, the superstructure, etc. Transportation Table 1 describes the FSR scale.

**Transportation Table 1: Federal Sufficiency Ratings**

FSR Range	Condition Description	FSR Range	Condition Description
90-100	Excellent	40-49	Poor
80-89	Very Good	30-39	Serious
70-79	Good	20-29	Critical
60-69	Satisfactory	1-19	Imminent Failure
50-59	Fair	0	Failed

Source: MDOT Bridge Management Division

If the FSR on a state bridge located on a state or state-aid highway is less than 50, the bridge may qualify for federal funding, depending upon the individual condition ratings of the bridge's various components. In Waterboro, no bridges would currently qualify for these federal funds.

The Maine Department of Transportation (MDOT) listed one bridge project in the 2002-2007 Six-Year Plan. The Route 4/202 Bridge over Carpenter Brook was slated for culvert rehabilitation. This bridge was also listed in the 2002-2003 BTIP. After completion of that project, all publicly owned bridges in Waterboro will be in satisfactory to excellent condition. The bridges and their condition rating can be seen in Transportation Figure 1.

## Roadway Function and Use

### *Functional Classification*

The functional classification of a roadway reflects the balance between providing mobility versus providing access to abutting property. The Maine Department of Transportation (MDOT) uses Federal Functional Classifications to prioritize and assign funding as well as design roadway improvements. These classes are determined based on a statewide network of highways and include the following groups: principal arterials, minor arterials, major collectors, minor collectors, and local roads.

Design choices for highway projects typically depend upon the roadway's functional classification. For example, arterials, which serve primarily through-traffic and often carry heavy vehicles, will typically have thicker pavement, wider lanes and shoulders, increased sight distance, minimal horizontal and vertical curves, and limited access points or curb cuts. Local roads tend to be narrower, windier, and more accessible from abutting property. Also notable, private roads are not usually built to town standards.

On a local level, collectors and local roads can often be broken down into more specific classifications based on known local roadway function. These modified classifications can assist the appropriation of local funds. Transportation Figure 2 illustrates both the federal functional classification and a local functional classification system. The local functional classifications incorporate information presented in Waterboro's 1990 Comprehensive Plan as well as updated traffic volume trends presented in this 2003 Update.

### Traffic Volumes

Traffic counts measure the number of vehicles traveling by a fixed spot in a given time period. Typically, a volume is recorded every 15 minutes and totaled for the day. The Maine Department of Transportation (MDOT) regularly counts traffic throughout the state. The most recently available counts for Waterboro are shown in Transportation Table 2.

**Transportation Table 2: Historical Average Annualized Daily Traffic (AADT) Volumes**

	1989	1995	2000	% Change 1989-2000	% Change 1995-2000
Route 202 North of S. Waterboro Rd	6,940	8,650	9,640	38.9%	11.4%
Route 202 South of S. Waterboro Rd	6,970	8,120	8,700	24.8%	7.1%
Route 202 South of Old Alfred Road	6,740	8,060	9,420	39.8%	16.9%
Route 202 North of Route 5	5,400	7,670	8,800	63.0%	14.7%
Route 202 South of Route 5	3,630	4,305	5,760	58.7%	33.8%
Route 5 North of Townhouse Road	3,930	6,860	7,120	81.2%	3.8%
Route 5 South of Townhouse Road	2,650	4,190	5,080	91.7%	21.2%
Route 5 North of Route 202	2,900	4,420	6,230	114.8%	41.0%
Route 117 S of Chadbourne Ridge Rd		1,960	2,610		33.2%
Chadbourne Ridge Rd S of Route 117		30	52		73.3%
Chadbourne Ridge N of New Dam Rd		440	598		35.9%
Chadbourne Ridge Rd South of Deering Ridge Rd		2,450	2,751		12.3%
Deering Ridge East of Townhouse Rd		350	620		77.1%
New Dam Rd N of Chadbourne Ridge		2,170	2,910		34.1%
Old Alfred Rd S of Ossipee Hill Rd		4,630	4,298		-7.2%
Old Alfred Road North of Route 202	3,715	4,840	5,204	40.1%	7.5%
Goodwins Mills Rd W of Route 202	2,695	3,900	5,100	89.2%	30.8%
Goodwins Mills Rd E of Holmes Rd	1,410		2,090	48.2%	
Townhouse Rd North of Webber Rd		1,790	2,060		15.1%
Townhouse Rd South of Webber Rd		1,860	2,290		23.1%
Webber Road S. of Chadbourne Ridge		650	900		38.5%

Source: Maine Department of Transportation, 1990 Waterboro Comprehensive Plan

### Highway Safety

As indicated in Transportation Figure 3, the Maine Department of Transportation (MDOT) has most recently identified the intersections of Route 5 with Old Alfred Road and Townhouse Road and Route 202 with Old Alfred Road as High Crash Locations (HCLs). HCLs are intersections or road segments where eight or more crashes with a Critical Rate Factor greater than 1.0 occur in a three-year period. The Critical Rate Factor (CRF) is the ratio of the actual crash rate to the expected rate (called the Critical Rate). The expected crash rate depends upon road type, vehicle miles traveled, and statewide crash ratios.

These two intersections have been identified as HCLs since at least 1999 for the three-year periods of 1997-1999, 1998-2000, and 1999-2001. Each location was the site of 10-23 crashes during each three-year period. Additionally, some segments of Route 5, West Road, and Goodwins Mills Road have continually been identified as HCLs with 9-12 crashes per three-year period.

Additionally, there are a number of other highway safety issues identified through the comprehensive planning process.

- The intersection of Route 5 with Roberts Ridge Road was identified in Waterboro's 1990 Comprehensive Plan and is still considered an issue today.
- The Route 202 northbound right-hand turn yield sign at the intersection of Route 202 and Route 5 is considered a potential hazard.
- The dirt entrance of West Shore Road from Route 5 is considered dangerous.
- There are a number of sharp corners on Middle Road and New Dam Road.

### *Access Management*

For improved safety and speed preservation along the state's highways, the Maine Department of Transportation (MDOT) has developed a set of access management rules in response to legislation concerned with arterial capacity, poor drainage, and the high number of driveway-related crashes. Any new or changed driveway or entrance on state and state aid highways located outside of urban compact areas must meet specifications described in the rules in order to obtain a permit from MDOT. The rules regulate sight distance, corner clearance, spacing, width, setbacks, parking, drainage, and mitigation requirements.

The rules are organized into a four-tier system with increasing regulation of driveways and entrances for roads with poorer mobility and safety.

1. Basic Safety Standards apply to all state and state-aid roadways. (Route 4, Route 5, Route 202, Old Alfred Road, Goodwins Mills Road, Townhouse Road, and West Road)
2. Major Collector and Arterial Standards provide more regulation for *entrances* onto major collector and arterial roadways. (Route 4, Route 5, Route 202, and Old Alfred Road)
3. Mobility corridors are non-urban compact corridors that connect service centers and/or urban compact areas and carry at least 5000 vehicles per day along at least 50% of the corridor's length. (Route 4 and Route 202)
4. Retrograde arterials are mobility corridors where the number of crashes related to a driveway or entrance exceeds the statewide average for arterials with the same posted speed. (Route 4 and Route 202)

In addition, the Waterboro Planning Board has been exploring measures to control access for all future house lots.

## Trends in Travel

Nearly half of the entire state's growth in population occurred in York County placing a tremendous burden on the regional transportation network. Transportation Tables 3, 4, and 5 outline some trends in population, commute times, place of work, and commute mode.

**Transportation Table 3: Regional Population and Commute Time Patterns**

	1990 Population	1990 Commute Time	2000 Population	2000 Commute Time	Population Change 1990-2000	Commute Time Change 1990-2000
Waterboro	4,510	31.1	6,214	34.3	1,704	3.2
Alfred	2,198	19.4	2,497	23.4	299	4.0
Hollis	3,573	27.7	4,114	29.2	541	1.5
Limerick	1,688	32.9	2,240	38.5	552	5.6
Limington	2,796	32.7	3,403	34.0	607	1.3
Lyman	3,390	27.0	3,795	29.6	405	2.6
Newfield	1,042	31.1	1,328	37.8	286	6.7
Shapleigh	1,911	29.0	2,326	34.9	415	5.9
York County	164,587	21.8	186,742	25.8	22,155	4.0

Source: US Census Transportation Planning Package (CTPP) 2000

**Transportation Table 4: Place of Work for Waterboro Residents**

Place of Work	1990	2000	Change
Worked in Maine	2,107	2,881	774
Worked in York County	1,470	1,778	308
Worked outside York County	637	1,103	466
Worked outside of Maine	87	72	-15
Total Number of Workers	2,194	2,953	759

Source: US Census 1990, 2000

**Transportation Table 5: Mode of Travel to Work for Waterboro Residents**

Mode of Travel	1990 (% of Workers)	2000 (% of Workers)	Change 1990-2000
Drove Alone	73.8	81.4	3.2
Carpooled	19.5	13.9	4.0
Public Transportation (includes taxi)	1.0	0.2	1.5
Bicycle or Walked	1.7	1.3	5.6
Motorcycle or Other Means	1.7	0.7	1.3
Worked at Home	2.3	2.5	2.6

Source: US Census 1990, 2000

## **Local and Regional Passenger Transportation**

Passenger transportation in Waterboro is limited to Fridays when York County Community Action Corporation (YCCAC) provides transportation for medical, shopping, and miscellaneous trips in town.

## **Pedestrian and Bicycle Facilities**

A half-mile walk takes an average pedestrian 10 minutes and is considered a typical walking distance, although many people feel comfortable walking up to one mile. Transportation Figure 4 illustrates half-mile and one-mile radii around the four Waterboro villages (North Waterboro; Waterboro Center; East Waterboro; and South Waterboro) and three school locations. The locations of existing walkways are also shown in Transportation Figure 4. Walkways in Waterboro have not traditionally been plowed during winter months, although they were during the 2002-2003 winter months.

The Waterboro Planning Board is working to require pedestrian friendly site development and requiring new businesses to construct and maintain new sections of walkways to serve their locations. This is especially important along Routes 5 and 202 in the General Purpose zone where businesses are encouraged.

Any segment of roadway having a paved shoulder of at least four feet in width is generally considered appropriate for bicycle travel. Roadway segments in Waterboro meeting this criterion on at least one side of the road are represented in Transportation Figure 4. According to the Maine Department of Transportation's (MDOT's) policy for paving shoulders, any highway improvement, reconstruction, or pavement preservation project on Route 202, Old Alfred Road, or Route 5 between Route 202 and Chadbourne Ridge Road shall include paved shoulders because the Summer Average Daily Traffic exceeds 4000 vehicles. The Regional Transportation Advisory Committee (RTAC) Region 6 compiled a list of regional shoulder improvement priorities in 2000. The report identified Route 202 through Waterboro as having an "urgent need" for shoulder improvements, while Route 5 and Old Alfred Road were designated a "high priority."

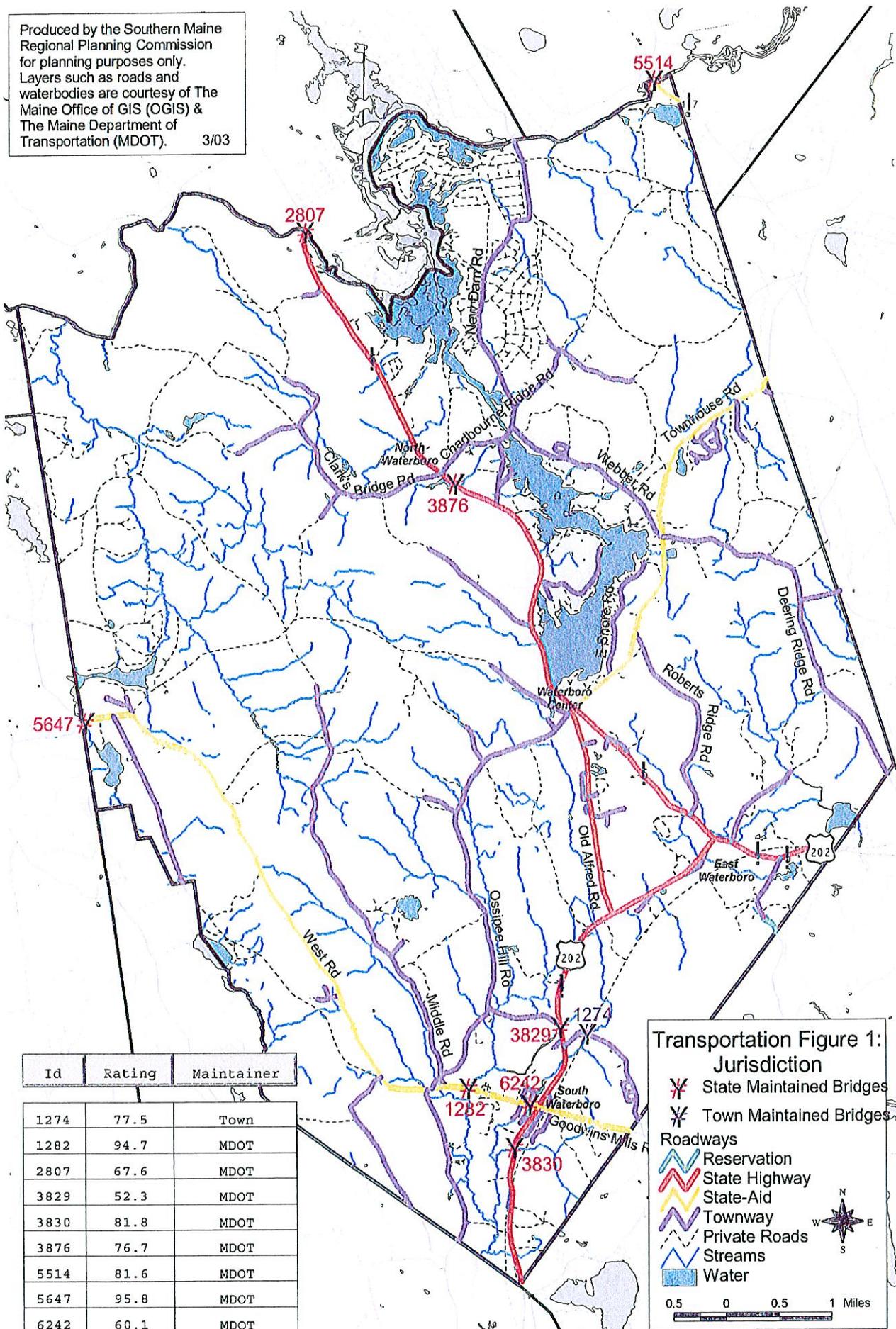
## **Transportation Funding**

In the Fiscal Capacity chapter of this document, it is noted that Waterboro spent \$314,002 on Highways and Bridges in 1991. By 2000, this figure had risen over 24% to just under \$500,000. Currently, the Road Commissioner, who is charged with managing this sizable budget, serves an elected two-year term, which can create the potential for inconsistency in management.

## Planning Implications

- The ability for transportation improvements to steer development towards the defined growth areas and minimize adverse impacts in the sensitive rural areas will need to be considered.
- Five-year or even ten-year road improvement plans will need to be continually prepared and implemented in order to control a large and growing budget and to ensure consistency with the desire to steer development towards defined growth areas. Design and construction of bridges, walkways, and bicycle facilities should be incorporated into these future plans.
- Maintenance practices on public vs. private roads should be reviewed to determine whether or not growth is being encouraged in areas that are identified for preservation.
- On a local level, many roadways in Waterboro function differently than implied by the Federal Functional Classification. Federal Functional Classifications should be reviewed by the Maine Department of Transportation (MDOT) and revised where appropriate on state and state-aid roadways to ensure that the MDOT designs roadway improvement projects according to current levels of use.
- Properly sited connector roads can reduce traffic during busy times, provide emergency access, and stimulate development in planned growth areas. Many roadways that have traditionally functioned as local roads are beginning to serve collector or feeder road functions. Those located in growth areas will need to be upgraded to handle increased traffic volumes, the cost of which should be incorporated into an impact fee system.
- Traffic volumes on state routes in Waterboro have increased dramatically in the past decade. Traffic control measures, such as signals and lane striping need to be reviewed in coordination with MDOT to determine if stricter controls are needed to enhance safety of the traveling public.
- Similarly, traffic control measures and roadway design at MODT-identified High Crash Locations (HCLs) and locally identified locations of concern need to be reviewed.
- Population and commute times for Waterboro residents have been increasing dramatically, while the utilization of alternative modes of travel, such as carpooling and transit have been decreasing.
- Passenger transportation in Waterboro is extremely limited with service available only one day per week.
- It is apparent that a safe, interconnected network of walkways and bikeways is needed in Waterboro to connect village and residential areas, especially along Route 5, Route 202, Old Alfred Road, and near schools.
- Transportation planning and management in Waterboro has become a sizable business, which requires expertise in budgeting, construction, and personnel management. The management should be as consistent as possible.

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Id	Rating	Maintainer
1274	77.5	Town
1282	94.7	MDOT
2807	67.6	MDOT
3829	52.3	MDOT
3830	81.8	MDOT
3876	76.7	MDOT
5514	81.6	MDOT
5647	95.8	MDOT
6242	60.1	MDOT

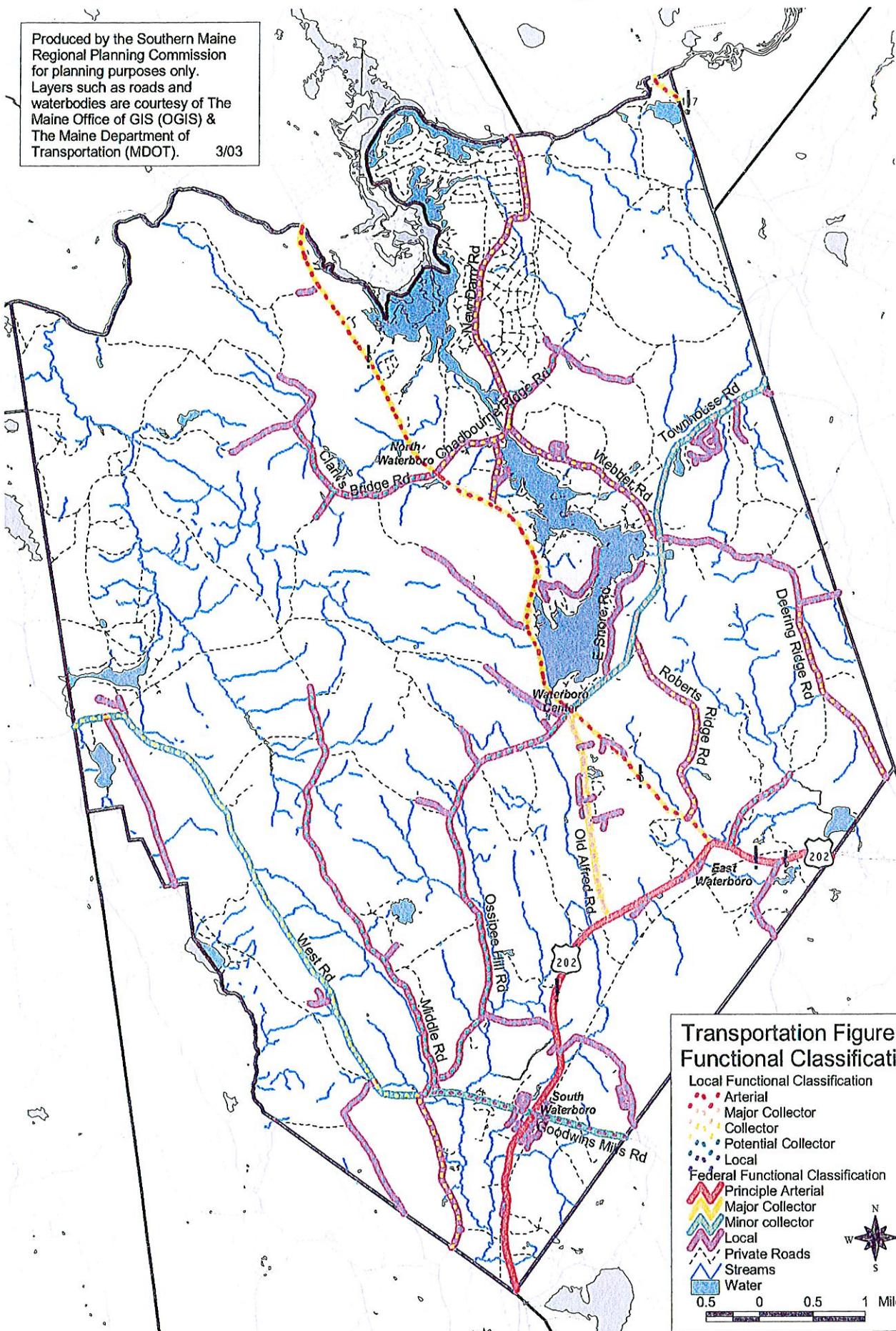
Transportation Figure 1:  
Jurisdiction

- X State Maintained Bridges
- X Town Maintained Bridges

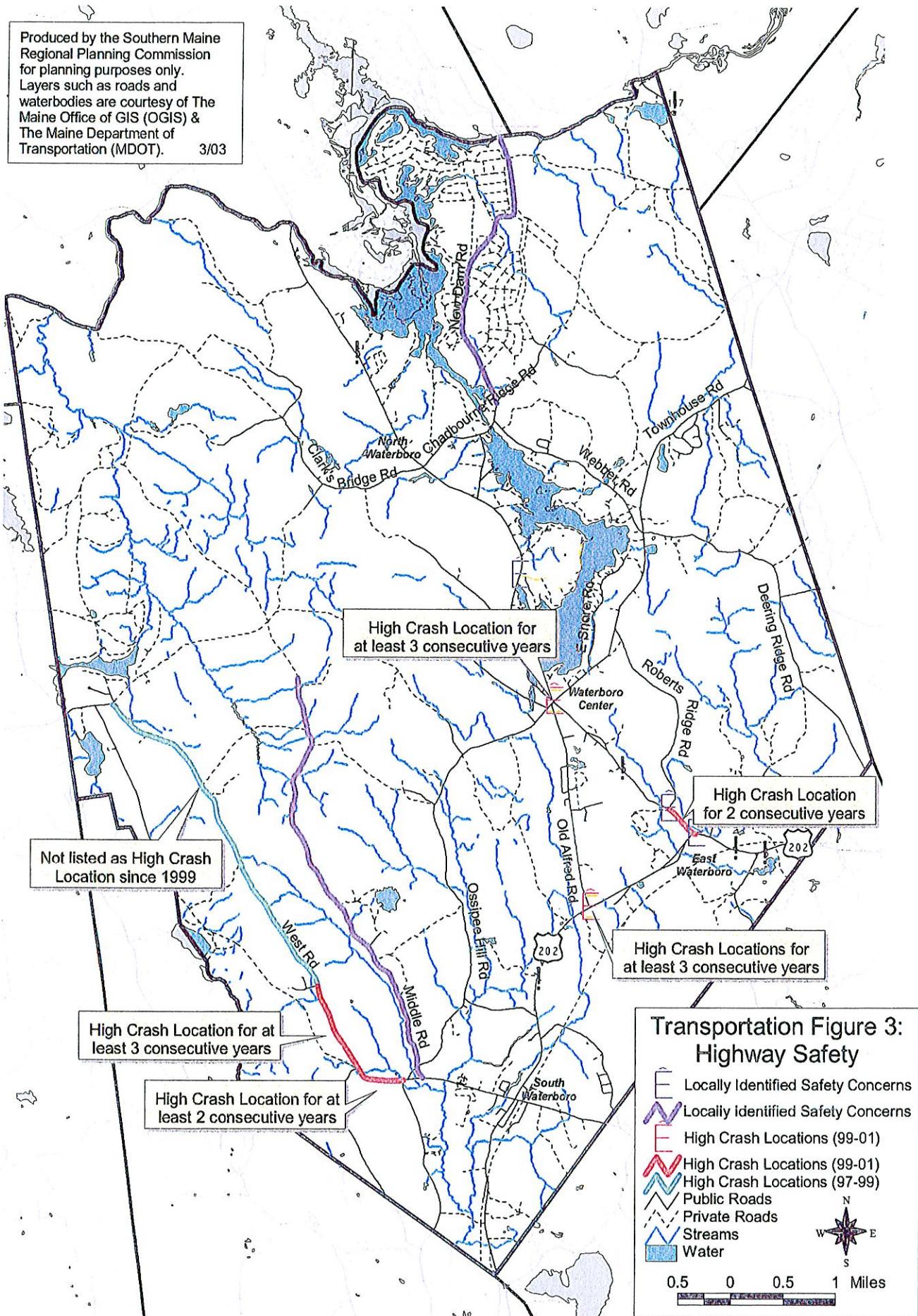
- Roadways
- Reservation
  - State Highway
  - State-Aid
  - Townway
  - - - Private Roads
  - Streams
  - Water

0.5 0 0.5 1 Miles

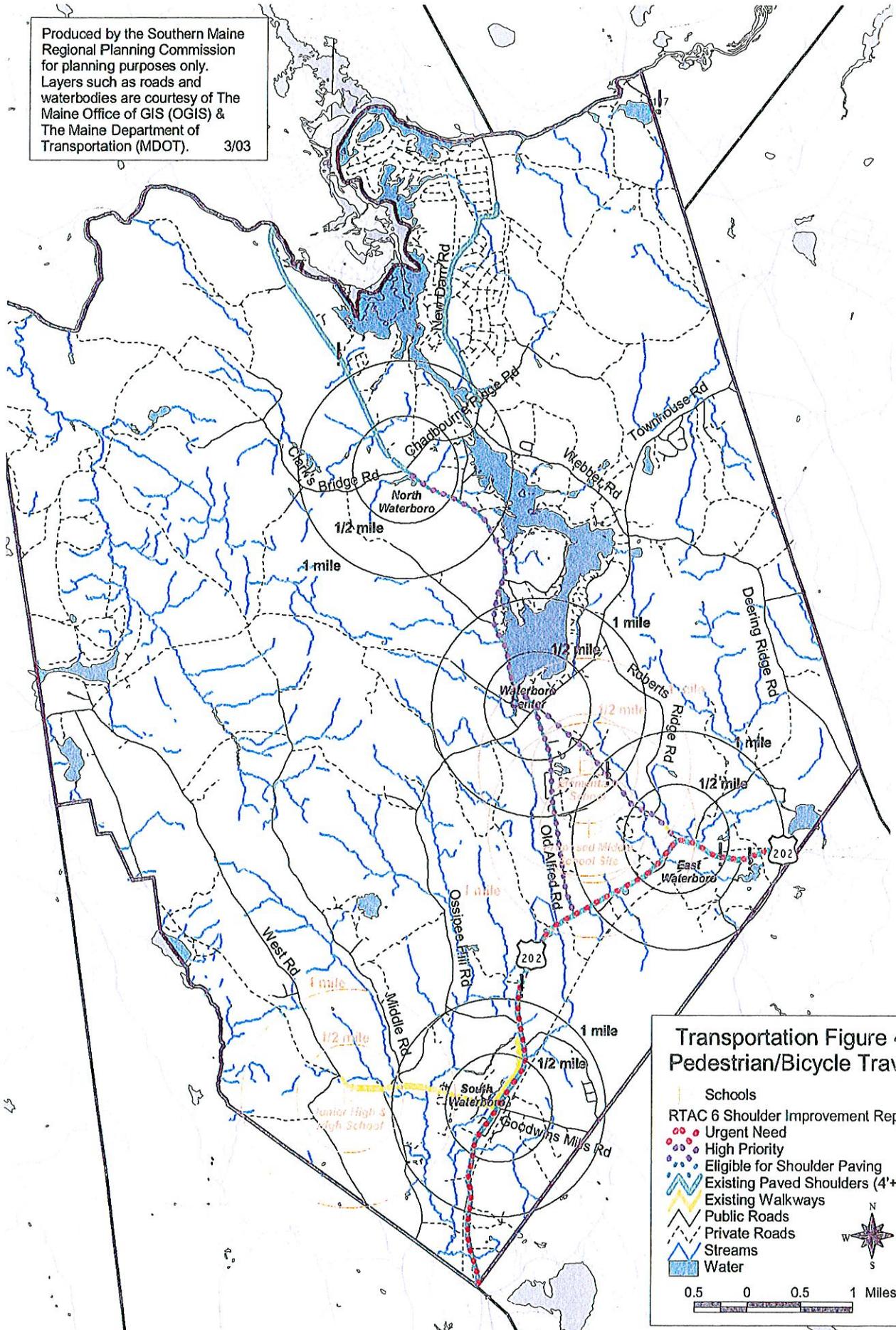
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**Transportation Figure 4:  
Pedestrian/Bicycle Travel**

- Schools
- RTAC 6 Shoulder Improvement Report
  - Urgent Need
  - High Priority
  - Eligible for Shoulder Paving
  - Existing Paved Shoulders (4'+)
- Existing Walkways
- Public Roads
- Private Roads
- Streams
- Water

0.5 0 0.5 1 Miles

**Section 2 Chapter 6  
FISCAL CAPACITY**

**Introduction**

The fiscal capacity of a community is a key factor in its ability to accommodate growth while providing the facilities and services needed by the community. This section examines the current financial condition of Waterboro.

**Valuation**

Both the Town and State calculate property valuation annually. By State law, a revaluation needs to be conducted when a community's valuation drops below 70% of the State's valuation, which is typically adjusted to reflect market value. Fiscal Capacity Table 1 lists Waterboro's local and state valuations for the past decade. From 1991 to 2000, the assessed local valuation rose to over 210 million, a 26% increase. Likewise, the state valuation rose by 28% to over 278 million in 2000.

**Fiscal Capacity Table 1: State Valuation vs. Town Valuation 1991-2000**

Year	State Valuation	Town Valuation	70% of State Valuation
1991	217,600,000	167,520,306	152,320,000
1992	263,700,000	167,273,822	184,590,000
1993	248,850,000	170,819,549	174,195,000
1994	246,850,000	176,664,782	172,795,000
1995	247,700,000	179,996,170	173,390,000
1996	242,800,000	196,152,573	169,960,000
1997	247,350,000	198,633,482	173,145,000
1998	253,750,000	202,080,568	177,625,000
1999	271,700,000	198,601,019	190,190,000
2000	278,300,000	210,774,455	194,810,000
Change	+28%	+26%	

Source: Maine State Bureau of Taxation and Waterboro Town Records

**Tax Rate**

At the beginning of the decade, Waterboro’s tax rate was 16.20 per thousand. Ten years later, it had risen to 18.50. Fiscal Capacity Table 2 shows the history of Waterboro’s assessed valuation and the tax rate from 1991 through 2000.

**Fiscal Capacity Table 2: Historic Tax Rate 1991-2000**

Year	Valuation	% Change	Tax Rate	% Change
1991	167,520,306		16.20*	
1992	167,273,822	-0.1%	16.20	0.0%
1993	170,819,549	2.1%	16.20	0.0%
1994	176,664,782	3.4%	17.20	6.2%
1995	179,996,170	1.9%	17.60	2.3%
1996	196,152,573	9.0%	17.00	-3.4%
1997	198,633,482	1.3%	17.85	5.0%
1998	202,080,568	1.7%	18.30	2.5%
1999	198,601,019	-1.7%	18.20	-0.5%
2000	210,774,455	6.1%	18.50	1.6%

\* 6 month rate was 13.10

Source: Waterboro town records

**Full Value Tax Rate**

The Bureau of Taxation, Property Tax Division, has defined an “equalized tax rate” or “full value tax rate.” It is calculated by dividing the Annual Tax Commitment for a given year, by the State Valuation figure for the second year following the town tax commitment year. This produces a tax rate that accounts for appreciation, growth, and inflation. The full value tax rates for the last decade are shown in Fiscal Capacity Table 3 and reflect trends more accurately than the municipal tax rate.

**Fiscal Capacity Table 3: Waterboro Full Value Tax Rates: 1991-2000**

Year	Tax Commitment	Full Value Tax Rate
1991	\$2,713,828.96*	10.29
1992	\$2,709,835.91	10.89
1993	\$2,767,276.69	11.21
1994	\$3,038,634.25	12.27
1995	\$3,167,932.59	13.05
1996	\$3,334,593.74	13.48
1997	\$3,545,607.65	13.97
1998	\$3,698,074.39	13.61
1999	\$3,614,538.54	12.99
2000	\$3,899,327.42	13.11

\* 6 month tax commitment was \$1,356,914.48

Source: Waterboro Town Records, SMRPC

**Revenues**

Fiscal Capacity Table 4 illustrates the distribution of revenue from various revenue sources in 2000. Waterboro receives revenue primarily from real estate and personal property taxes assessed to property owners, excise taxes paid by owners of motor vehicles, and governmental funding.

**Fiscal Capacity Table 4: Municipal Revenue Sources, 2000**

Item	Actual Revenues	% of Total
Property Taxes	3,906,316	68.5%
Excise Taxes	746,037	13.1%
State Revenue Sharing	338,375	5.9%
Departmental Revenue	128,225	2.2%
Other Intergovernmental Revenues	152,354	2.7%
Interest Income and Lien Charges	153,145	2.7%
Other Revenue	279,125	4.9%
<b>Total</b>	<b>5,703,577</b>	<b>100%</b>

Source: Town Reports

As indicated in Fiscal Capacity Table 5, the total adjusted annual revenues from all sources increased from \$3,542,346 in 1991 to \$5,703,577 in 2000, a 61% increase. This is an average annual increase of 6.1%.

**Fiscal Capacity Table 5: Municipal Revenue Trends 1991-1999**

	1991*	1992	1993	1994	1995
Property Taxes	\$2,660,568	2,720,032	2,782,511	3,022,462	3,220,584
Excise Taxes	\$342,850	564,643	607,597	674,064	727,787
State Revenue Sharing	\$140,892	148,637	153,691	182,523	207,331
Departmental Revenue	\$41,924	30,505	42,550	28,523	48,289
Other Intergov. Revenue	\$169,382	174,189	209,229	115,830	111,384
Interest/Lien Charges	\$151,574	109,521	95,430	107,581	130,545
Other Revenue	\$35,156	63,161	99,736	73,246	98,348
<b>Total</b>	<b>\$3,542,346</b>	<b>3,810,688</b>	<b>3,990,744</b>	<b>4,204,229</b>	<b>4,544,268</b>
	1996	1997	1998	1999	2000
Property Taxes	3,277,237	3,479,257	3,823,837	3,773,898	3,906,316
Excise Taxes	748,670	826,536	599,392	635,329	746,037
State Revenue Sharing	220,286	243,212	296,167	324,345	338,375
Departmental Revenue	90,890	109,522	104,927	112,269	128,225
Other Intergov. Revenue	92,308	136,768	227,370	146,541	152,354
Interest/Lien Charges	127,350	126,959	118,215	127,853	153,145
Other Revenue	90,713	82,092	74,984	184,923	279,125
<b>Total</b>	<b>4,647,454</b>	<b>5,004,346</b>	<b>5,244,892</b>	<b>5,305,158</b>	<b>5,703,577</b>

\* 6-month revenues were doubled for comparison purposes

Source: Town Reports

## Expenditures

Fiscal Capacity Table 6 shows the town's expenditures, by category, from 1991 to 2000. To illustrate the data in terms of constant dollars, the totals are adjusted for inflation using 2000 dollars. Expenditures increased from \$3,728,240 in 1991 to \$5,574,292 in 2000, a 49% increase. During the same time period, the town's revenues increased by 61%.

**Fiscal Capacity Table 6: Municipal Government Expenditures**

	1991*	1992	1993	1994	1995
General Government	\$364,576	565,972	619,790	645,045	769,266
Public Safety	\$136,726	119,900	95,312	117,043	119,653
Health/Social Services	\$200,990	172,395	206,926	224,338	227,990
Highways & Bridges	\$314,002	367,130	331,164	408,213	465,578
General Assistance	\$87,948	87,563	51,265	42,644	26,532
Education	\$1,762,104	2,034,400	2,025,179	2,279,211	2,549,326
County Tax		74,414	89,435	101,692	95,979
Library				24,842	26,639
Other	\$17,122	40,607	41,841	20,914	8,966
Capital Outlay	\$13,426	55,664	198,906	69,363	87,002
Debt Service	\$37,160	9,847			
<b>Total</b>	<b>\$2,934,054</b>	<b>3,527,892</b>	<b>3,659,818</b>	<b>3,933,305</b>	<b>4,376,931</b>
<i>Adjusted to 2000 dollars</i>	<i>3,728,240</i>	<i>4,302,128</i>	<i>4,333,016</i>	<i>4,521,174</i>	<i>4,903,610</i>
	1996	1997	1998	1999	2000
General Government	740,525	793,938	450,813	535,866	602,387
Public Safety	141,291	224,259	185,925	264,311	256,472
Health/Social Services	336,534	390,457	394,303	371,935	418,448
Highways & Bridges	692,801	512,306	550,171	510,638	495,794
General Assistance	21,268	28,785	87,463	56,267	46,068
Education	2,615,707	2,768,338	2,935,826	3,006,417	3,134,184
County Tax	98,373	105,149	108,028	119,627	125,058
Library/Culture Rec.	29,213	92,175	105,624	127,581	144,971
Other	18,596	22,887	30,694	26,048	28,103
Capital Outlay	51,933	188,386	204,435	246,512	322,807
<b>Total</b>	<b>4,746,241</b>	<b>5,126,680</b>	<b>5,053,282</b>	<b>5,265,202</b>	<b>5,574,292</b>
<i>Adjusted to 2000 dollars</i>	<i>5,187,667</i>	<i>5,440,281</i>	<i>5,272,756</i>	<i>5,407,362</i>	<i>5,574,292</i>

\* 6-month expenditures were doubled for comparison purposes

Source: Town Reports

Fiscal Capacity Table 7 shows trends in expenditures from 1991 to 2000 ranked from the category with the greatest percentage increase to the one with the least. The values for 1991 have been adjusted to 2000 dollars. The three categories showing the greatest percentage increase in expenditures were: Capital Outlay; Culture Recreation; and Health and Social Services. The three lowest categories, two of whose expenditures actually decreased, were: Debt Service; General Assistance; and Highways and Bridges.

**Fiscal Capacity Table 7: Percent Change In Expenditures,  
by Category, 1991-2000, Adjusted to 2000 Dollars**

Category	1991	2000	% Change
Capital Outlay	17,060	322,807	1792.2%
Culture Recreation	0	144,971	100.0%
Health/Social Services	255,394	418,448	63.8%
Public Safety	173,735	256,472	47.6%
Education	2,239,068	3,134,184	40.0%
General Government	463,259	602,387	30.0%
Other	21,757	28,103	29.2%
Highways & Bridges	398,996	495,794	24.3%
General Assistance	111,754	46,068	-58.8%
Debt Service	47,218	0	-100.0%

Source: Town Reports

## **Appendix**

**A Vision for Waterboro: Based on citizen comments at the March 22 and 23, 2002, visioning sessions by Planning Decisions, Inc., May 22, 2002**

Insert

A Vision for Waterboro  
Based on Citizen Comments of the March 22 and 23, 2002, visioning sessions  
Prepared by Planning Decisions, Inc.  
May 22, 2002

## A Vision for Waterboro

Based on citizen comments at the March 22 and 23, 2002, visioning sessions

Prepared by Planning Decisions, Inc.

May 22, 2002

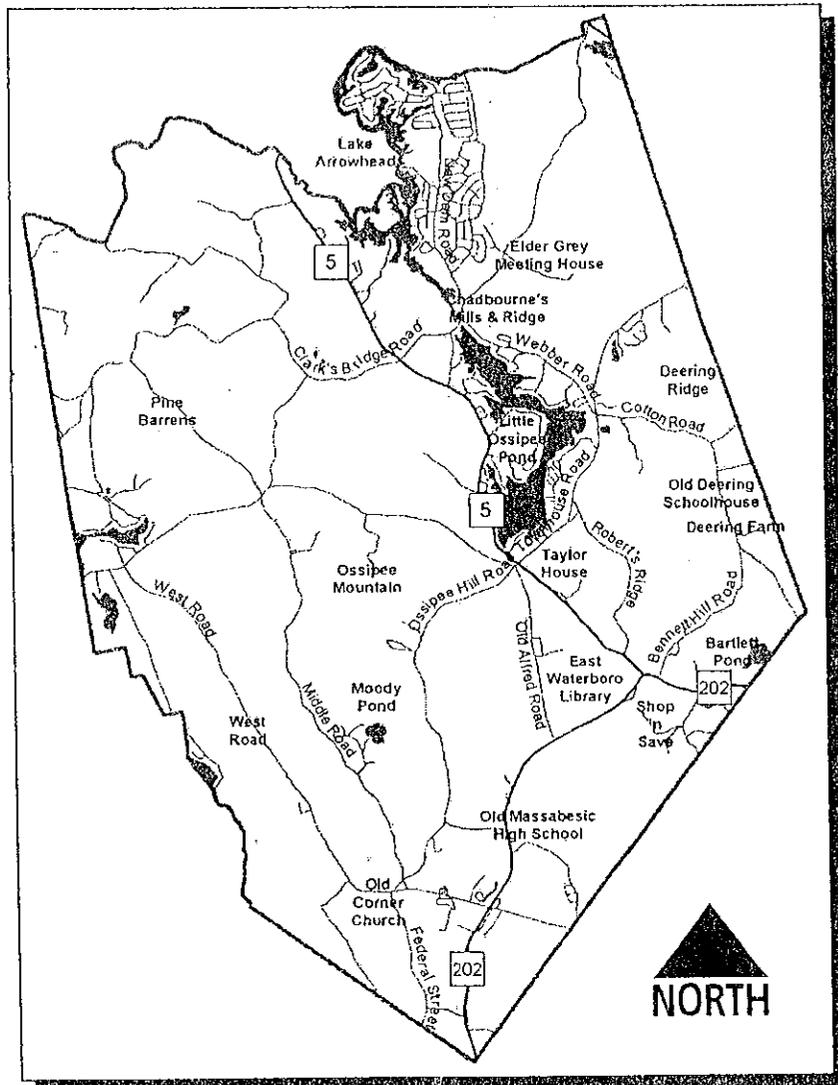
### General Character

Waterboro is a peaceful rural town with historic village centers, uncrowded lakes, hills and nature preserves – all located within easy driving distance of the Maine Turnpike and Greater Portland.

Waterboro is a place where you can listen to loons and observe wild turkeys. It has old country roads with farms and stone walls alongside. It has hills and mountains, lakes and ponds. It is a friendly community. It is a great place to raise children – with excellent schools and wonderful outdoor recreation opportunities. It has four distinct historic villages, each with a unique feel and function. It has historic houses, churches, farms, community buildings, and cemeteries.

Some of these special places are shown on the map to the right. These places are part of the permanent identity of Waterboro, in the past, today, and for the future.

Waterboro, in short, is a great place to live.



## Villages and areas

Waterboro is one community, but it is composed of several distinct villages and areas. Each plays a special role in the town fabric, and each has a special future.

**South Waterboro** is the *gateway* to Waterboro, the primary road entrance to the south. In the future it shall have renovated homes and businesses, and a sidewalk and bike path along Route 202. Elm trees and landscaping will shade the stores and sidewalk. Historic buildings will be restored; new buildings will retain a small scale, village character. The roadfront stores will consist of small, locally-owned, attractive retail shops – such as a pharmacy, dry cleaners, bookstore, restaurant, and coffee shop – as well as professional offices. Behind the retail businesses there will be small business parks for wholesale and light manufacturing activities. New housing will be developed in a village-type neighborhood settings. If a new middle school is built, it would be connected by sidewalks and trails to the residential areas. Open space behind the roadways and houses will be preserved.

**Waterboro Center** is the *civic and cultural hub* of the community. A new library and new post office would be located near to the Town Hall. Other possible civic/cultural buildings in the area would include a community center, a senior center, an ecology education center, or an arts center. The Center is also a place for seasonal businesses such as restaurants and food stores, gift shops, sporting goods stores, and craft shops. Finally, this is a place where additional elderly housing or assisted living units could be built. The village will be easily walkable, with sidewalks and safe intersections and new landscaping. Land will be acquired around the village to serve as parks and open space. New recreational opportunities will be developed with winter sports on Ossipee Hill, and possibly a park at the northern end of Town House Road. Outside of the village area, the rural character of the farms and open space will be preserved.

**East Waterboro** is the *shopping/retail center* of the community. The intersection of Routes 202 and 5 is the best place to concentrate retail uses. A grocery store is there now. Other large stores, or an office/business park, could be located right next to or behind the existing development. The retail/business area should be clustered around the intersection, with good sidewalks and landscaping between stores. Outside of this intersection, East Waterboro should remain rural and residential. Open space along Deering Ridge and Roberts Ridge should be conserved, with hiking trails and picnic areas. Housing may be clustered near to the school.

**Lake Arrowhead** is a *new residential village* in the community. It has grown rapidly in the last twenty years, and the vision for the next twenty years is consolidating and managing what has already occurred, and integrating residents into the larger community. The consolidation involves encouraging residents to buy abutting vacant lots (both keeping open space and reducing future construction); upgrading roads; adding an elementary school in the area; creating satellite fire stations; putting in sidewalks and bike paths; improving the water system; creating ballfields and recreation. Over time, the residents of Lake Arrowhead should be encouraged to become more involved in community activities and organizations.

North Waterboro is a *rural village* of the community. It is important that the character of this area be preserved for the future – the Elder Grey meeting house and cemetery, the saw mill, the churches, the farms. Small-scale retail shops would be located in the village along Route 5. Housing for the elderly could also be located near the village. Other new residential housing should be inconspicuous and scattered – no large subdivisions should be allowed. The land along Chadbourne Ridge and Edgecomb ridge should be considered for conservation and nature trails. Recreation should be encouraged in the area.

**Ross Corner and the Pine Barrens** are *rural open space* areas. This area, with its lakes and Pine Barrens, has a wilderness fee. It is rich in wildlife and natural features. Traditional logging, farming, hunting, and fishing activities should continue. Any new housing that is developed should be small in scale and in a cluster arrangement, thus allowing large blocks of open space to remain protected. Roads should not be greatly improved, remaining dirt where possible, so as to discourage trucks and through traffic. The Pine Barrens conservation area should be expanded and linked to Ossipee Hill, creating one large nature preserve. Trails for snowmobiles and ATVs should be designated, as well as trails reserved for hikers only. This area must retain its wilderness character.

### Other considerations

**Business development** should constitute between 10% and 20% of future development in Waterboro – a higher percentage than at present. Residents would most like to see locally-owned businesses (not chains), professional offices, technology-based businesses, recreational businesses (bowling alleys or golf courses), high technology clean manufacturing, book stores and coffee shops, medical offices, a garden center, bakeries and pubs, etc. Any business should be clean, quiet, and compatible with a primarily residential community.

**Town role in creating future** Participants in the Waterboro visioning session indicated strong support for an active Town role in creating the vision. Almost all said that the Town should strongly consider:

- more parks and recreation
- land purchase and protection programs
- stronger zoning regulations
- new bike and walking trails
- more recycling incentives
- impact fees for new development
- a new business park

For actions such as a growth cap, a sewage disposal plan, and a jet ski ordinance, there remained overall support, but in these cases there were significant minorities in disagreement.