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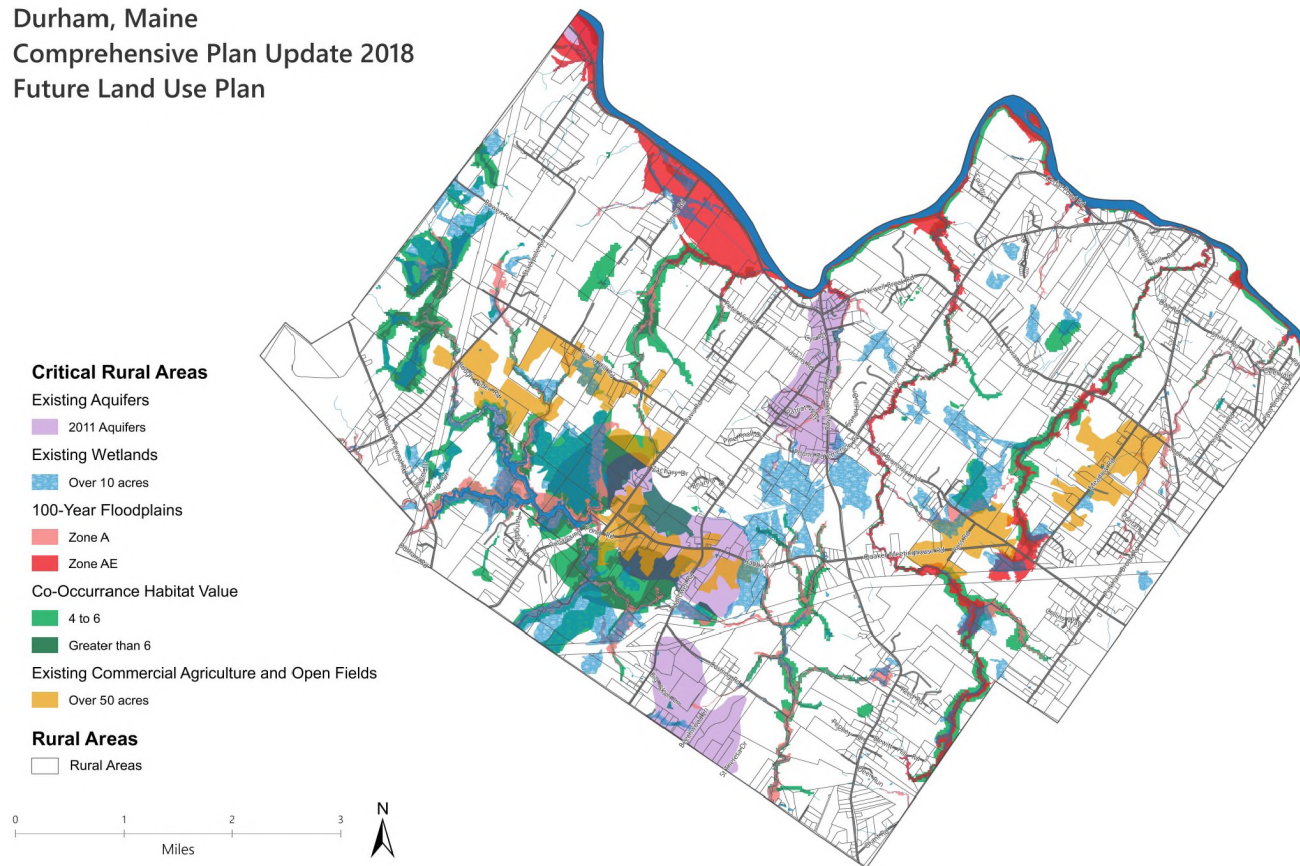
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2018 Durham Comprehensive Plan — Volume I

Future Land Use Plan & Policy Sections

Durham, Maine
Comprehensive Plan Update 2018
Future Land Use Plan



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EXECUTIVE SUMMARY

1. How is this Comprehensive Plan organized?

This 2018 Comprehensive Plan is intended to update and replace the version adopted at Town Meeting in 2002. It follows requirements of the *Maine Growth Management Act* (30-A M.R.S.A. §§ 4312- 4350) and the *Maine Comprehensive Plan Review Criteria Rule* (07-105 CMR 208). The Plan is organized to facilitate review by the State Department of Conservation, Agriculture, and Forestry for consistency with Maine's growth management laws. More importantly, it is organized to enable the citizens of Durham to easily access key information needed to understand, process, and decide the future direction of our community. This plan explores important land use issues and casts a vision for what we want Durham to be as a community in the next decade and beyond.

There are two main policy components that citizens should focus on to understand how the recommendations of this plan were developed and the direction recommended in it. **Section 1—Vision and Future Land Use Plan contained in Volume I** tracks the planning and public participation process that led to this Comprehensive Plan proposal and the vision it is intended to accomplish for Durham's future.

Section 1 also includes an analysis of the key land use issues we are facing and the general actions needed to preserve and protect the special qualities of our community. Finally, Section 1 presents a Future Land Use Plan that divides the community into areas that will be allowed and encouraged to develop at general rural densities and other "critical rural" areas that need special consideration because of the presence of high concentrations of important natural and cultural resources.

While Section 1 presents the vision for preserving and improving the rural character of Durham, **Section 2 — Goals, Policies, and Strategies also in Volume I** sets out the path and process for accomplishing the community's vision for our future. This executive summary presents the main conclusions that led to the recommendations of this Comprehensive Plan and the policies that will be pursued upon its adoption at Town Meeting.

Volume II contains the background data and administrative sections.

2. What are the main conclusions that led to its recommendations?

As presented in the call out boxes of Section 1, the main findings and

conclusions of this Comprehensive Plan are as follows:

- ◆ The Comprehensive Plan is a look back at how the community has developed, current trends, and anticipated changes for goals and policies to effectively manage growth and invest public resources wisely.
- ◆ The Comprehensive Plan is being updated to legally support the Town's land use ordinances and more importantly, to explore whether policies are adequate to ensure future development doesn't degrade our natural resources or cause problems for neighbors.
- ◆ The Comprehensive Plan Committee (CPC) was formed in May of 2016 and organized that summer.
- ◆ An initial citizen survey was distributed at the November election.
- ◆ In January of 2017, the CPC conducted a community visioning session with a professional facilitator.
- ◆ In the spring of 2017, CPC members met with 9 Durham stakeholder groups.

Vision Statement

- ◆ Looking to the future, we, the citizens of Durham, Maine, want to plan the future of our town with hopes of improving upon the rural qualities we value, heightening engagement within our small community, and increasing opportunities for active lifestyles. These goals all contribute to the overarching vision to see Durham grow while it remains a stable and secure community.

Key Land Use Issues

- ◆ Based on its research and public input, the Comprehensive Plan Committee identified 3 general and 3 specific land use issues:
- ◆ **General Issues**—1) Preserving Rural Character, 2) Preserving Farming and Forestry, & 3) Balancing Private Property Rights with Public Interests.
- ◆ **Specific Issues**—1) Road Standards, 2) Fire Protection Water Supplies, & 3) Back Lot Development.

Future Land Use Survey Questions

- ◆ The CPC prepared an on-line citizen survey asking questions about past experi-

ences with development and potential requirements for future growth.

- ◆ Three alternative growth management scenarios were presented in the survey:
 - a. Focus growth on smaller lots in a central location.
 - b. Allow growth across town on larger lots.
 - c. Roll back regulations to make development easier.

Future Land Use Survey Results

- ◆ A fairly strong majority (55%) favored allowing growth to occur across town on larger lots over concentrating growth on smaller lots in some areas (27%) or rolling back regulations on all development (19%).
- ◆ The survey input indicated strong support for commercial farming (90%) and forestry (75%). There is also fairly strong support for increasing regulatory protections for natural resources (72%), existing property owners (66%), and public safety (66%) when development occurs.

Future Land Use Plan Forum

- ◆ On October 12, 2018 the CPC hosted a public forum at the Durham Community School to provide opportunity for in-depth discussion of growth management issues.
- ◆ Participants were asked for input on three important questions:
 - 1. What parts of Durham should be kept natural?
 - 2. What parts should develop at rural densities?
 - 3. What areas should be suburban with smaller lots?

Future Land Use Plan Forum Input Summary

- ◆ Three themes that arose from small group discussions were:
 - 1. Preserving Rural Character;
 - 2. Preserving farming and forestry; and,
 - 3. Respecting property rights.
- ◆ None of the 3 growth management scenarios drew consensus support, but

there was considerable interest in keeping the rate of growth ordinance intact and reviewing Resource Protection restrictions.

State Requirements for Future Land Use Plans

- ◆ The Town must designate one or more growth areas where 75% of future growth is expected to occur and the Town must provide the capital investment to support that development.
- ◆ The Town is exempt from the requirement to designate growth areas if: 1) there are severe physical limitations, 2) there has been minimal growth, or 3) there is no village or densely populated area.
- ◆ Towns that claim an exemption from this requirement cannot have a rate of growth ordinance.

Request for Exemption for Growth Areas & Repeal of Rate of Growth Ordinance

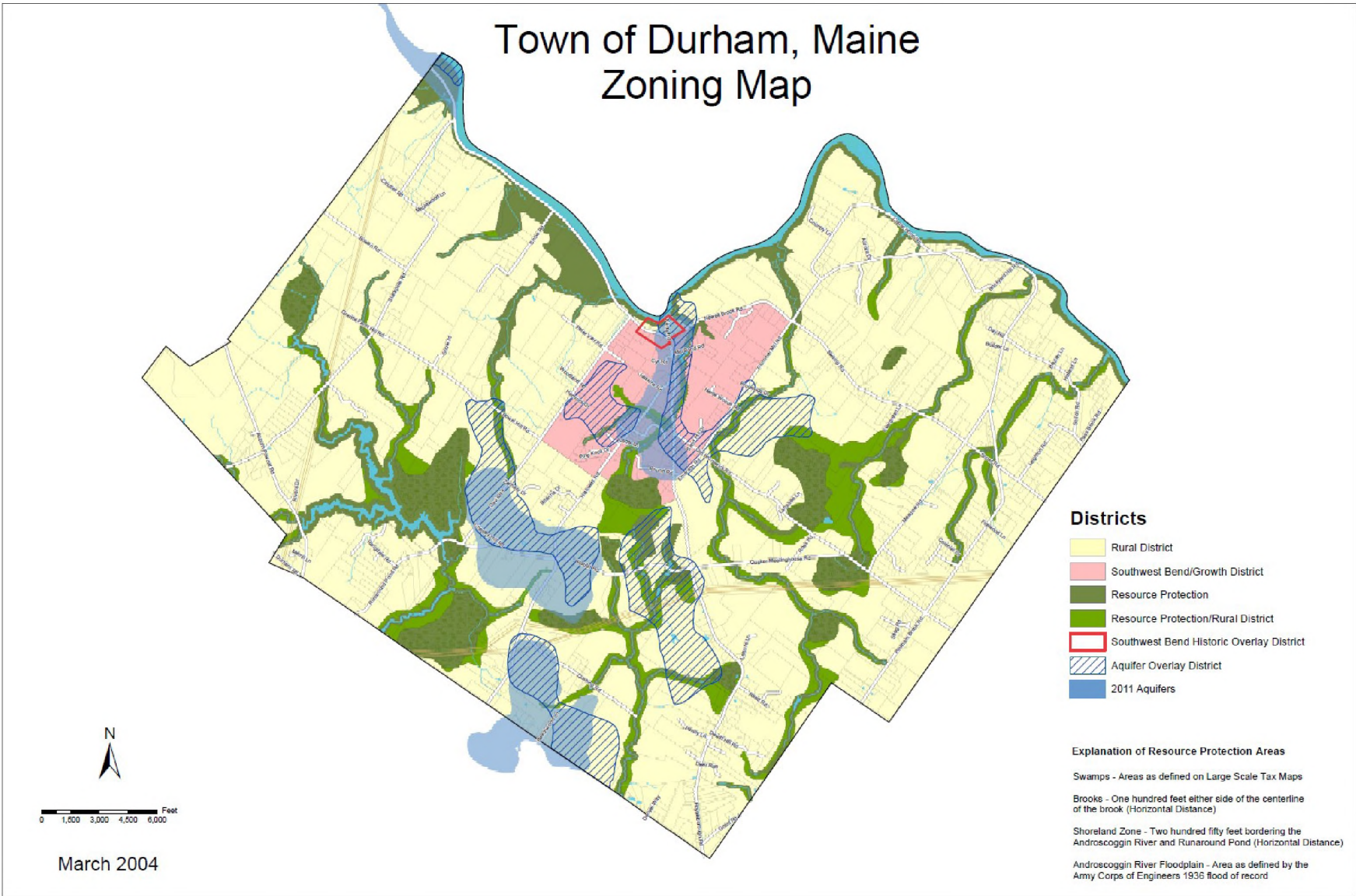
- ◆ Based on the lack of need for a cap on housing starts and the lack of financial capacity to support a growth area, the Town is seeking exemption from the requirement to designate growth areas.
- ◆ Based on lack of need for a cap on housing starts and the State requirements for rate of growth ordinances, this comprehensive plan update will seek repeal of the existing Durham rate of growth ordinance.
- ◆ Based on the potential for housing development conditions to change, this comprehensive plan update will include an addendum with a process for enacting a rate of growth ordinance if one is needed.

The Future Land Use Plan

- ◆ The Future Land Use Plan is a summary of how we want our town to grow over the next 20 years and a road map for how we will get there.
- ◆ Durham's existing 2002 Land Use Plan and the 2018 Future Land Use Plan proposed by this Comprehensive Plan update are presented on the following two pages:

Existing Land Use Plan & Zoning Districts

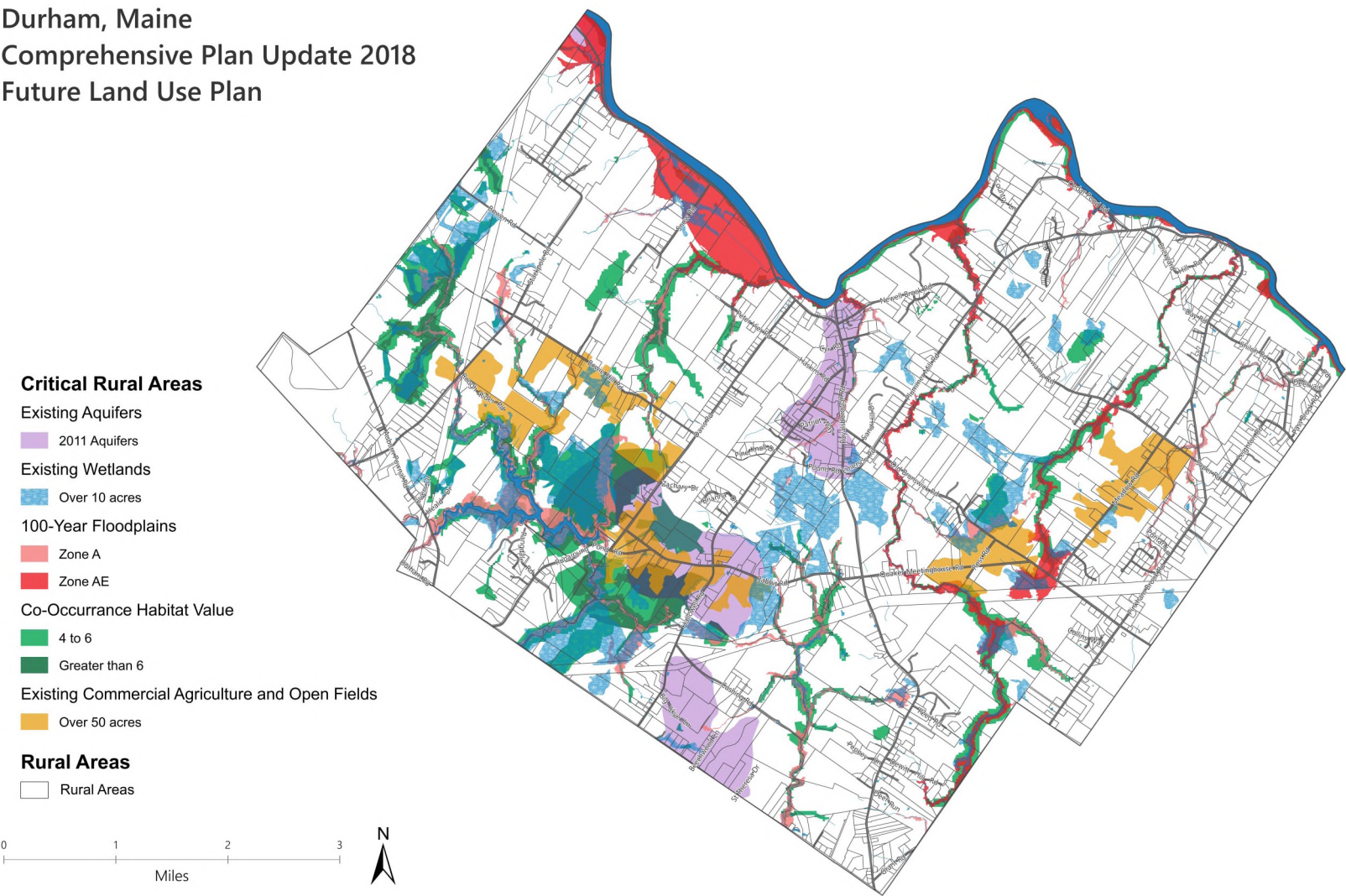
The current Durham Land Use Plan is contained in the Official Zoning Map. Per recommendations of the 2002 Comprehensive Plan, that map was amended in 2004 to establish the Southwest Bend Growth District in the center of town as a designated growth area. The rest of the town was separated into Rural and Resource Protection Districts as indicated on the Zoning Map. Finally, two overlay districts for aquifer protection and historic preservation were established as indicated on the Map.



Proposed Future Land Use Plan

Based on the research contained in this comprehensive plan update and the public participation process, the Comprehensive Plan Committee is recommending a new Future Land Use Plan to accomplish the vision of Durham as a rural, engaged, active, and stable community. This plan eliminates the current designated growth area and treats the whole town as rural. Rural areas are further distinguished as “Critical Rural Areas” based on preserving and protecting natural and cultural resources that are critical to our vision and the future of the community.

Durham, Maine
Comprehensive Plan Update 2018
Future Land Use Plan



3. What policies will be set in motion with adoption of the new Future Land Use Plan?

Based on research of community conditions and trends and input from citizens, Section 1 of this comprehensive plan update casts a vision for the future of Durham that will improve upon our rural qualities, heighten public engagement, and increase opportunities for active lifestyles to contribute to an overarching vision of a stable and secure community.

Section 2 is an action plan for seeing that vision continue and become reality over the next decade and more as the Town faces future challenges and opportunities. Section 2 sets out general goals, desired policies, and specific implementation strategies (actions) that will carry out recommendations of the Future Land Use Plan in Section 1 and will address issues identified in the Section 3 inventory and analysis of the following topical areas important to our future as a community:

- A. Historical and Archaeological Resources;
- B. Water Resources;
- C. Natural Resources;
- D. Agriculture and Forest Resources;
- E. Economy;
- F. Housing;
- G. Recreation;
- H. Transportation;
- I. Public Facilities & Services; and,
- J. Fiscal Capacity.

This Executive Summary provides goals and proposed policies for each topical area. For the proposed strategies, responsibilities, and time frames to accomplish those policies, see Section 2.

A. Historic and Archaeological Resources

Comprehensive Plan Goal: To preserve and protect historic and archaeological resources in Durham.

HISTORIC & ARCHAEOLOGICAL POLICIES

1. To promote the maintenance and restoration of historic structures and properties.

2. To seek funding to preserve sites on the National Historic Register and repair or maintain other historic sites in town.
3. To assure that before historic structures are altered or demolished or archaeological sites are disturbed, their values are fully assessed.
4. To update the Town's ordinances to protect significant historic and archaeological resources in the community with recognition of the need for reasonable and flexible treatment of property owners.
5. To improve communication and public education on the presence and importance of historic and archaeological resources in Durham.

B. Water Resources

Comprehensive Plan Goal: To protect the quality and manage the quantity of water resources, including aquifers, great ponds, streams, and rivers.

WATER RESOURCES POLICIES

1. To protect current and potential drinking water sources.
2. To protect significant surface water resources from pollution, both point and non-point sources, and improve water quality where needed.
3. To raise public awareness about the potential negative impacts of land use activities, including non-point source pollution, on Durham's water resources and about reasonable and appropriate measures to protect water quality.
4. To cooperate with neighboring communities and regional/local advocacy groups to protect water resources.

C. Natural Resources

Comprehensive Plan Goal: To protect critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, shorelands, scenic vistas, and unique natural areas.

NATURAL RESOURCES POLICIES

1. To conserve critical natural resources in the community.
2. To prohibit development in flood plain areas to protect human life and property and to preserve natural habitats.
3. To protect identified rare and endangered plant and animal species habitats from degradation.

4. To preserve and protect areas with a significant level of natural resources that overlap and provide multiple ecological benefits and opportunities for outdoor recreation.
5. To coordinate with local groups, neighboring communities, and regional and state resource agencies to protect shared critical natural resources.

D. Agriculture and Forest Resources

Comprehensive Plan Goal: To safeguard agricultural and forest resources from development which threatens those resources.

AGRICULTURE & FOREST POLICIES

1. To support farming and forestry and encourage their economic viability.
2. To consider farming and its infrastructure an untapped part of the Town's economic base. Agriculture will be encouraged and supported as a form of economic development.
3. To promote locally grown food production and consumption.
4. To protect agricultural and forestry industries from incompatible development.
5. To safeguard lands identified as prime farmland or capable of supporting commercial agriculture.

E. Economy

Comprehensive Plan Goal: Promote an economic climate that increases job opportunities and overall economic well-being.

ECONOMY POLICIES

1. To support the type of economic development activity the community desires, reflecting the community's role in the region.
2. To consider farming and its infrastructure an untapped part of the Town's economic base. Agriculture will be encouraged and supported as a form of economic development.
3. To continue to allow home-based businesses that fit into the character of rural residential neighborhoods.
4. To maintain the quality of life of residents as the Town pursues economic development opportunities.

5. To support regional efforts to improve telecommunications infrastructure needed to support hi-tech, information based companies.
6. To maintain and improve access by Durham residents to regional job opportunities.

F. Housing

Comprehensive Plan Goal: To encourage and promote affordable, decent housing opportunities which are consistent with the other goals of this plan.

HOUSING POLICIES

1. To maintain the quality, energy efficiency, and affordability of the existing housing stock.
2. To allow a greater diversity of housing options.
3. To support efforts to develop affordable workforce housing.
4. To support development of housing for the elderly and disabled.

G. Recreation

Comprehensive Plan Goal: To promote and protect the availability of outdoor recreation opportunities for all Durham citizens, including access to surface waters.

RECREATION POLICIES

1. To preserve open space and expand existing trail networks for recreational use as appropriate.
2. To maintain public access to the Androscoggin River, Runaround Pond and Chandler Brook areas for boating, fishing, and swimming, and work with nearby property owners to address concerns.
3. To maintain/upgrade existing recreational facilities as necessary to meet current and future needs.
4. To improve identification and development of recreational resources.

H. Transportation

Comprehensive Plan Goal: To plan for, finance, maintain, and develop an efficient transportation system to accommodate anticipated growth and economic development.

TRANSPORTATION POLICIES

1. To promote fiscal prudence by maximizing the efficiency of Town roads and the state or state-aid highway network.
2. To prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.
3. To promote public health, protect natural and cultural resources, and enhance livability by improving the efficiency of the transportation system.
4. To meet the diverse transportation needs of residents (including children, the elderly and disabled).

I. Public Facilities & Services

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

PUBLIC FACILITIES & SERVICES POLICIES

1. To efficiently meet identified public facility and service needs.
2. Improve the efficiency of operations and control costs of services delivered by the Public Works Department.
3. Improve the efficiency of operations and control costs of Public Safety services.
4. Improve the efficiency of operations and control costs of solid waste and recycling services.

J. Fiscal Capacity

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

FISCAL CAPACITY POLICIES

1. To finance existing and future facilities and services in a cost effective manner to maintain a stable property tax burden in an accountable and transparent manner.

3. What are the other sections of the Comprehensive Plan update about?

As stated previously, the first two sections of the update contain the important policy sections that will drive change in the coming years. The remain-

ing sections provide background data, analysis, and maps that support the findings, conclusions, and recommendations of this Comprehensive Plan update:

Section 3 — Inventory and Analysis contains an analysis of data provided to the Town by the State Department of Conservation, Agriculture, and Forestry that must be reviewed and referenced in updating our Comprehensive Plan. This data covers each of the topical areas for which the Comprehensive Plan update provides recommended goals, policies, and strategies. The Greater Portland Council of Governments prepared this section that reviews the State data and local Durham conditions and trends. The findings in Section 2 summarize the Section 3 data for each topical area.

Section 4 — Public Participation contains the full results of the various public participation opportunities provided during this Comprehensive Plan update. Section 1 contains a summary of the results of the public participation process. The full tabulations of surveys and other public input are provided in Section 4.

Section 5 — Regional Coordination and Periodic Evaluation addresses State requirements for working with surrounding Towns in the region to coordinate policies and strategies for shared systems like road networks that cross town boundaries and to review implementation and changing conditions in Town.

Appendix 1 — Maps contains the maps provided by the State that contain additional information upon which the Comprehensive Plan update goals, policies, and strategies are based.

Appendix 2 — Request for Exemption for Growth Areas provides an analysis of development densities in Durham to support our request for exemption from the State's requirement to designate one or more growth areas and adopt policies and financial plans to concentrate future growth and development in those limited areas while restricting growth elsewhere in Town.

Appendix 3 — Municipal Certification is a required statement signed by the Board of Selectmen verifying that the Comprehensive Plan update was approved by the voters at Town Meeting.

Addendum 1 — Process for Updating the Comprehensive Plan and Adopting a Rate of Growth Ordinance is a "safety valve" that allows the Town to claim exemption from the requirement to designate growth areas while setting a clear policy and process for adopting a rate of growth ordinance if one is ever needed.

SECTION 1

VISION AND FUTURE LAND USE PLAN

A. INTRODUCTION

1. What is a comprehensive plan?

A comprehensive plan is a long-range planning document that guides town policies on land use regulation and capital investment for public facilities.

It looks back at how the community has developed in the past and assesses current problems and opportunities created by past development.

The comprehensive plan contains an inventory and analysis of Durham's natural resources, housing inventory, economy, public facilities, and transportation network.

The plan identifies trends that are happening in these different aspects of our community and sets goals for effectively managing growth and development that is likely to happen in the future.

It asks and attempts to answer the question, "What kind of community do I want Durham to be in another 20 years?"

2. Why must we update the comprehensive plan?

In addition to helping our community plan for the future, the comprehensive plan is a legal document that supports

Durham's land use regulations, including zoning, subdivision, and rate of growth ordinances.

Maine law requires that local comprehensive plans be reviewed by the Department of Agriculture, Conservation, and Forestry for consistency with Maine's growth management laws.

Durham's comprehensive plan was last updated in 2002 and was determined to be inconsistent with State requirements, which produces some level of risk that some of our land use regulations may not be enforceable.

- ◆ The Comprehensive Plan is a look back at how the community has developed, current trends, and anticipated changes for goals and policies to effectively manage growth and invest public resources wisely.
- ◆ The Comprehensive Plan is being updated to legally support the Town's land use ordinances and more importantly, to explore whether policies are adequate to ensure future development doesn't degrade our natural resources or cause problems for neighbors.

More importantly, conditions in Durham have changed in the past 16 years, and updating the comprehensive plan gives us an opportunity to look at where the community is heading and to influence its future.

Between 2000 and 2015 more than 400 units of housing were built in Durham along existing roads and in new subdivisions.

The comprehensive plan is the starting place to evaluate our ability to effectively respond to the next 400

units of housing that will potentially be built in town over a 20-year period.

Can our public facilities support that level of housing growth? Are our land use regulations adequate to ensure that new housing doesn't degrade our natural resources or cause problems for neighbors?

The comprehensive plan is the blueprint for setting direction and goals for our growth management programs.

B. COMMUNITY VISION

1. How was this plan developed?

a. Establishment of the Comprehensive Plan Committee

In May of 2016 the Board of Selectmen appointed a Comprehensive Plan Committee to review and update the 2002 Durham Comprehensive Plan that failed to receive a letter of consistency from the Maine State Planning Office.

An immediate goal was to bring alignment to the Town’s land use ordinances to improve organization and make them user-friendly. A second practical goal was to provide a more solid legal foundation for the land use ordinances and particularly to maintain legitimacy of the Town’s rate of growth ordinance, which requires a certified comprehensive plan.

But the overarching goal was to help this small town that is located in close commuting distance to multiple larger employment center communities protect its rural character and way of life.

b. Initial Citizen Survey

The new committee met several times over the summer of 2016 getting organized and becoming familiar with the purpose and content of the 2002 Comprehensive Plan. The process kicked off

with a paper citizen survey that was distributed at the November 2016 election. Although the number of responses was limited, this initial feedback from citizens led the Committee to better understand what Durham citizens most like about their community:

- It’s small town, rural character;
- The open spaces;
- The quiet;
- It’s friendly people;
- The easy access to more populated areas; and,
- Durham’s strong school system.

c. Visioning Session

The comprehensive plan update project kicked off in earnest with a visioning session on January 31, 2017 when the Committee engaged a professional facilitator to help attendees discuss and formulate a vision statement to provide direction to

the long-range planning process. A second goal of the visioning session was to educate members of the public on the value of the Comprehensive Plan and the importance of the update process. Finally, the Committee saw this effort as an opportunity to improve communication and connection in the community as residents met each other and shared their perspectives on life in Durham.

◆The Comprehensive Plan Committee (CPC) was formed in May of 2016 and organized that summer.

◆An initial citizen survey was distributed at the November election.

◆In January of 2017, the CPC conducted a community visioning session with a professional facilitator.

◆In the spring of 2017, CPC members met with 9 Durham stakeholder groups.

The facilitator challenged those who attended to explore what aspects of our community we want to keep the same and those things that need to change. After listening to individual citizen views expressed and processing the collective input of the visioning session, the facilitator reported six common themes that came through:

1. Preserve the rural character;
2. Maintain the small town feel;
3. Keep Durham affordable;
4. Maintain a sense of independence from over-regulation;
5. Build a greater sense of community; and,
6. Provide good information for decision-making.

d. Outreach to Community Groups

The next stage of the comprehensive plan update process during the winter and early spring of 2017 was outreach by the Comprehensive Plan Committee to various community stakeholder groups. Individual Committee members contacted or met with the following groups:

- Historical Society;
- Board of Selectmen;
- Fire and Rescue;

- Planning Board;
- Snowmobile Club;
- Shiloh;
- Congregational Church;
- Friends Church; and,
- The Rod and Gun Club.

As a result of reviewing input from the initial citizen survey, the visioning session, and the various stakeholder groups, the Comprehensive Plan Committee drafted a vision statement in May of 2017:

e. Durham Community Vision Statement

Looking to the future, we, the citizens of Durham, Maine, want to plan the future of our town with hopes of improving upon the rural qualities we value, heightening engagement within our small community, and in-

creasing opportunities for active lifestyles. These goals all contribute to the overarching vision to see Durham grow while it remains a stable and secure community.

We have identified four prominent themes that consistently present themselves throughout Durham's varied plans for the future. They represent the characteristics the town will strive to embody as a foundation for all of proposed growth and development. Looking

Vision Statement

◆ Looking to the future, we, the citizens of Durham, Maine, want to plan the future of our town with hopes of improving upon the rural qualities we value, heightening engagement within our small community, and increasing opportunities for active lifestyles. These goals all contribute to the overarching vision to see Durham grow while it remains a stable and secure community.

forward, the Town of Durham is:

1) Rural

- *The presence of our open farmland, county roads, forest groves, and natural streams is a point of pride for the town and we wish to preserve these rural qualities.*
- *A network of recreational trails, parks and conserved land connect the community with nature.*
- *The look of old wooden buildings and aging architecture provides a bridge to our history and contributes to our town's preferred aesthetic.*
- *Agricultural endeavors are very well suited to the town's landscape and support growth within the community that is in keeping with the ideal options for small-scale commercial growth.*
- *New residential and commercial development needs to fit within the rural, small town fabric of Durham.*

2) Engaged

- *Involvement in clubs, committees, community events and outreach programs are of significant importance to a diverse population of Durham townspeople.*
- *The Durham Community School is an integral part of town and provides consistent opportunities for individuals and families to play an active part in shaping Durham's youngest members.*
- *A wide variety of small businesses sustain the town's*

ability to find select services and products locally, providing support to fellow community members.

3) Active

- *With such lovely landscapes and scenic surroundings, Durham residents enjoy the ability to get outdoors for exercise and recreation.*
- *The Androscoggin River and Runaround Pond provide abundant opportunities for water sports.*
- *The town's public facilities, parks, churches, and small businesses are connecting points for residents.*

4) Stable/Secure

- *Property values, tax rates, and housing affordability are of growing concern to many Durham inhabitants and must be taken into consideration when looking at future growth.*
- *As growth is a natural part of a town's future, it is expected but must be carefully managed to best fit the long term goals for the town.*
- *Another reason to carefully manage growth is to ensure town services that currently adequate to serve our needs and budget are not compromised.*
- *We recognize the role of our town government in protecting what we appreciate most about Durham and the importance of land use ordinances.*

f. Inventory and Analysis

During the summer of 2017, the Comprehensive Plan Committee engaged the services of staff at the Greater Portland Council of Governments (GPCOG) to prepare an inventory and analysis as required by Maine's growth management laws. The Maine Department of Agriculture, Conservation, and Forestry provided data on Durham needed to update the comprehensive plan for the following topical areas identified in the comprehensive plan review criteria:

1. **Historic and Archaeological Resources;**
2. **Water Resources;**
3. **Natural Resources;**
4. **Agricultural and Forest Resources;**
5. **Population and Demographics;**
6. **Economy;**
7. **Housing;**
8. **Recreation;**
9. **Transportation;**
10. **Public Facilities and Services;**
11. **Fiscal Capacity and Capital Investment Plan; and,**
12. **Existing Land Use.**

GPCOG reviewed the provided State data package and prepared the required analysis for each topical area and submitted a

report to the Comprehensive Plan Committee (CPC). In August through November of 2017, the CPC worked through each topical area and began to identify land use and development trends and issues based on the inventory and analysis. The inventory and analysis is contained in Section 3 of this comprehensive plan update. From December of 2017 through May of 2018, the CPC developed draft goals, policies, and strategies to address trends and issues identified by the inventory and analysis. Those recommended goals, policies, and strategies are in Section 2 of the update.

g. Identification of Key Land Use Issues

In July of 2018, the CPC met and began working with the new Town Planner and identified six key land use issues generated by the research and public input received during the update process to that point:

GENERAL ISSUES

1. Preserving Rural Character

Zoning is the primary growth management tool used in Durham to preserve community character. Most of the town is zoned for a 2-acre minimum lot size with 300 feet of road frontage per lot. A subdivision in an open field with 2-acre lots will look more suburban than rural, so the effectiveness of current zoning at preserving rural character is questionable.

Another concern with the current larger lot size and road frontage requirements is that it may be driving up the cost of housing. There are other land use management tools such as clustering housing in the woods adjacent to an open field or requiring roadside buffers that might do more to preserve rural character than current

Key Land Use Issues

- ◆ Based on its research and public input, the Comprehensive Plan Committee identified 3 general land use issues:
- ◆ **General Issues**—1) Preserving Rural Character, 2) Preserving Farming and Forestry, & 3) Balancing Private Property Rights with Public Interests.

zoning requirements while reducing housing costs.

2. Preserving Farming and Forestry

The value of land for development is far higher than its value for farming or forestry purposes, which creates economic pressure to develop land rather than keeping it in natural resource industry production. The development of new subdivisions creates potential conflicts between farming activities (e.g., noise, odors, farm equipment on roads, etc.) and those new homes can make it more difficult to continue farming operations.

Environmental standards for farming and forestry tend to be less restrictive than for residential development, and enforcement of those standards is limited.

3. Balancing Private Property Rights and Public Interests

People have a constitutional right to develop their land as long as construction meets adopted environmental and development design standards. Local government has broad authority to adopt zoning and subdivision rules to require orderly development, protect public safety, and preserve community character and natural resources.

The comprehensive plan attempts to create a growth management framework that balances private property rights with public interests. Most people have no interest in land use issues until they are trying to sell land, build a house, or someone builds near them. The Planning Board and the Code Officer can only enforce regulations that have been duly adopted and that are consistent with the comprehensive plan. The Planning Board and the

Code Officer have legal responsibility to enforce those regulations on all development that occurs.

SPECIFIC ISSUES

1. Road Standards

To limit the cost of public road maintenance, the Town only accepts new roads in the Southwest Bend Growth District. All other new roads must be maintained by a private road association formed at the time of development of the road.

To ensure durability and proper maintenance of new roads, the Town requires all roads to be built to appropriate engineering design standards.

To provide access to new development for public safety vehicles, the Town requires a minimum surface width of 20 feet for all roads, including back lot driveways.

To improve road durability and limit dust, the Town requires all new roads with more than 3 homes to be paved. The cost of building a road to Town standards is typically the most expensive part of any development project.

2. Fire Protection Water Supplies

The Town has no public water system to provide water for fire protection services. The subdivision regulations require new development to provide an adequate supply of water for fire-fighting purposes, which can be 1) a dry hydrant connected to a natural water body, 2) construction of a fire pond, or 3) installation of a water cistern.

Key Land Use Issues

- ◆ Based on its research and public input, the Comprehensive Plan Committee also identified 3 specific land use issues:
- ◆ **Specific Issues**—1) Road Standards, 2) Fire Protection Water Supplies, & 3) Back Lot Development.

Another alternative to addressing fire protection requirements in subdivisions is to provide homes with a residential sprinkler system. Design, construction, and long-term maintenance of on-site water supplies are concerns of the Fire Department.

3. Back Lot Development

Back lots provide landowners with limited road frontage and excess back land an opportunity to create one or more lots to develop or sell without building a subdivision.

The minimum size for a back lot is 5 acres. The minimum width of the access strip to the back lot is 50 feet, which must be in addition to the 300 feet of frontage required for the lot it will be split out of.

Since most lots in town were created with the minimum of 300 feet of frontage, very few lots have excess frontage to create back lots.

The minimum surface width of a driveway serving a back lot is 20 feet. Developers of back lots complain about the need to build a 20-foot road to serve one or two homes. The Fire Department advocates for wider access because of the distance back from the main road where back lot homes are built.

h. Future Land Use Plan Survey Questions

The Comprehensive Plan Committee, working with the Town Planner and staff at the Greater Portland Council of Govern-

ments prepared an on-line citizen survey to test public reception to various growth management strategies and gauge public support for increasing regulatory controls on development in Durham. To help the CPC determine public sentiments on important land use issues, the Future Land Use Plan survey asked the following questions:

1. How long have you lived in Durham?
2. Have you ever had a home built for you in Durham?
3. Have you bought an existing home in Durham?
4. Have you ever sold vacant land in Durham for a lot or subdivision?
5. Has a new home or subdivision been built near your home in Durham?
6. Would you support allowing house lots to be smaller than 2 acres?
7. Would you like to see a requirement for house lots to be more than 2 acres?
8. Are you concerned that development is changing the Town’s character from rural to suburban?
9. Do you think it important to preserve commercial farming in Durham?
10. Do you think it important to preserve commercial forestry in Durham?

Future Land Use Survey Questions

- ◆ The CPC prepared an on-line citizen survey asking questions about past experiences with development and potential requirements for future growth.
- ◆ Three alternative growth management scenarios were presented in the survey:
 - a. Focus growth on smaller lots in a central location.
 - b. Allow growth across town on larger lots.
 - c. Roll back regulations to make development easier.

11. Do you support increasing regulatory protections for natural resources?
12. Do you support increasing regulatory protections for abutting homeowners?
13. Do you support increasing regulatory requirements for public safety?
14. Do you think land use regulations unfairly restrict property rights?

i. 3 Future Growth Management Scenarios

The survey also presented three possible scenarios for growth management that could be pursued in the comprehensive plan update:

15. Which of the following three strategies would be the best way to manage growth and development in Durham over the next 20 years? (Choose the one strategy you most think the Town should pursue)
 - a. Adopt policies that will result in the majority of new homes being built on smaller lots in the Southwest Bend Growth District in the center of town and limit the construction of new homes in other parts of town to preserve rural character and protect natural resources.
 - b. Allow new homes to be built anywhere in town as long as the lots are large, natural resources are protected, and views from development to public roads and neighbors are buffered.

Q15 Which of the following three strategies would be the best way to manage growth and development in Durham over the next 20 years? (Choose the one strategy you most think the Town should pursue)

Answered: 321 Skipped: 6

Scenario a.



Focus growth on smaller lots in a central location.

Scenario b.



Allow growth across town on larger lots.

Scenario c.



Roll back regulations to make development easier.

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%

- c. Roll back the land use regulations to make it easier to develop land and build new homes. Allow homes to be built on smaller lots anywhere in town as long as minimum State environmental standards are met.

This last question on the three alternative scenarios presented the spectrum of possible growth management directions the Town could pursue in the comprehensive plan update. The first option (Scenario a.) of designating a central growth area and limiting development outside would be the most restrictive and effective at preserving rural character and natural resources. On the other end of the growth management spectrum, rolling back current regulations would favor private land development interests over public preservation interests (Scenario c.).

The third option (Scenario b.) attempted to describe a growth management approach somewhere between the two extremes. Although there are segments of the community that favor more aggressive growth management and a similar segment that would like to see development regulations reduced, a fairly strong majority (55%) of survey respondents supported the town's current zoning framework with improved regulations to protect rural character and natural resources.

j. Support for stronger land use regulations

As stated above, the on-line survey sent a pretty clear signal that the current zoning framework of 2-acre lots with 300 feet of road frontage throughout town is the desired direction for the town. Interestingly, survey respondents were evenly split on whether such development was impacting the town's rural character. There was also significant opposition to either decreasing the minimum lot size (62%) or increasing the minimum lot size (56%).

In addition to the general questions on the impacts of development and the direction of future growth management, the future land use survey asked fairly specific questions about support for increasing regulations to preserve and protect certain as-

pects of community character and quality of life.

By far, the strongest response of the survey was citizen desire to preserve commercial farming in Durham, with 90% of 320 survey respondents thinking it important. The second strongest support was for commercial forestry, with 75% of respondents thinking that is important to the future of the community.

Future Land Use Survey Results

- ◆ A fairly strong majority (55%) favored allowing growth to occur across town on larger lots over concentrating growth on smaller lots in some areas (27%) or rolling back regulations on all development (19%).
- ◆ The survey input indicated strong support for commercial farming (90%) and forestry (75%). There is also fairly strong support for increasing regulatory protections for natural resources (72%), existing property owners (66%), and public safety (66%) when development occurs.

Nearly three-quarters (72%) of survey respondents supported increasing regulatory protections for natural resources. Two-thirds (66%) of the survey responses indicated support for increasing regulatory protections for abutting homeowners when development occurs.

To ensure that the survey fairly balanced opportunity for questioning the potential impacts of increased regulation on private property interests, the survey asked whether respondents thought that land use regulations unfairly restrict property rights. Of the 320 survey respondents,

42% were concerned that regulations may unfairly limit property rights, while 58% did not see land use regulations as unfair. Although this was not a scientifically valid citizen survey, in combination with other public input the survey results provide the CPC with some sense of direction for the comprehensive plan update.

k. Future Land Use Plan Forum

Recognizing the limitations of citizen surveys in providing opportunity for in-depth discussion and understanding of complex land use issues, the Comprehensive Plan Committee organized and conducted a public forum to review the survey results and consider the three growth management alternatives presented in the survey.

On October 12, 2018, the CPC conducted a public forum at the Durham Community School cafeteria. This event was widely publicized, including a postcard sent to all households and taxpayers. Approximately fifty participants took advantage of this opportunity to influence the direction of the comprehensive plan where they explored the following questions:

- 1. What areas of Durham should be kept natural?
- 2. What parts of town should develop at rural densities with house lots of at least 2 acres?
- 3. What parts should be allowed to develop at suburban densities with lots as small as half an acre?

Future Land Use Plan Forum

- ◆ On October 12, 2018 the CPC hosted a public forum at the Durham Community School to provide opportunity for in-depth discussion of growth management issues.
- ◆ Participants were asked for input on three important questions:
 - 1. What parts of Durham should be kept natural?
 - 2. What parts should develop at rural densities?
 - 3. What areas should be suburban with smaller lots?

To intelligently answer these difficult questions, forum participants were provided maps and handouts on the location of constraints to and opportunities for development, including the constraints of floodplains, steep slope areas, and wetlands. Important wildlife habitats were also presented, as well as the locations of the town’s sand and gravel aquifers, which have the potential to serve as public water supplies and are susceptible to contamination by pollutants. Areas without these development constraints should be

considered as having greater potential opportunity for development.

Although development pressure has substantially decreased in Durham since the Great Recession and demographic projections presented in Section 3 of this update indicate a continued decline in the trend of new housing starts, the CPC felt that using the 400 housing starts that occurred between 2000 and 2015 would be a reasonable projection for the level of development most likely to occur over the next 20

years.

The overarching question posed to forum participants was: Which of the alternative scenarios for future growth management can best accommodate the next 400 units of housing with the least impact on community character, natural resources, and existing residents? Unlike the on-line citizen survey, the public forum gave op-

portunity to compare details of the three alternative growth management scenarios. Details of the first scenario, titled “Focused Growth Area” are presented in the diagram below.

This scenario follows the State’s planning model for designated growth areas where the community will concentrate future growth and preserve the majority of the community as rural. This model was adopted in Durham’s 2002 Comprehensive Plan, but it lacked supporting policies of capital investment and adequate de-

velopment density to make a viable growth area and was deemed inconsistent with State legal requirements.

Scenario 1 presented that option again with policies required to make it consistent. It called for development of a public water system in the growth area and half acre lots, a density that would support public utility service. It also proposed limits on the amount of development that could occur elsewhere in town.

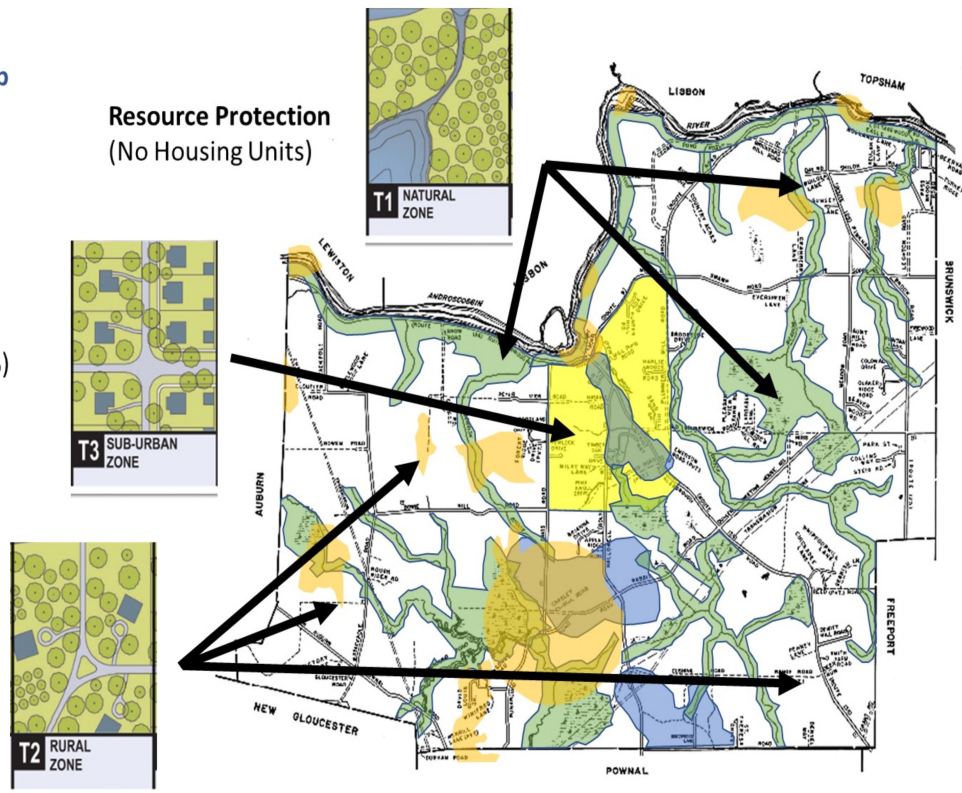
SCENARIO 1 – FOCUSED GROWTH AREA*

***Under Scenario 1 the Town would need to adopt a capital improvement plan to help install public water in the Growth Area.**

Resource Protection
(No Housing Units)

Growth Area
(300 Housing Units 75%)
(1/2+ Acre Lots)

Rural Areas
(100 Housing Units 25%)
(2+ Acre Lots)



SUMMARY OF SCENARIO 1 POLICIES

Resource Protection Areas

- ✓ All Critical Natural Resources
- ✓ No development allowed
- ✓ Open space and recreation uses

Southwest Bend Growth Area

- ✓ 20,000 sq. ft. minimum lot size
- ✓ 100 ft. road frontage
- ✓ No maximum size of subdivision
- ✓ No limit on number of housing starts
- ✓ Public water system to be developed

Rural Areas

- ✓ 90,000 sq. ft. minimum lot size
- ✓ 300 ft. road frontage
- ✓ Maximum of 5 lots in a subdivision
- ✓ No more than 45 housing starts per year

The second growth management scenario presented at the public forum is illustrated and described in the diagram below titled “All Rural.” This scenario abandons the growth area concept and instead allows the next 400 units of housing to be spread equally across town in all areas not constrained by current Resource Protection zoning. In addition to repealing the existing rate of growth ordinance, this scenario also removes an existing limitation on the size of subdivisions (maximum of 5 lots) outside the

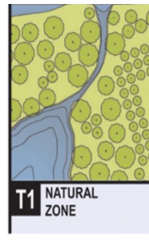
Growth District that has never been enforced.

Under this approach to growth management, the town would look to other measures to protect rural character and natural resources, such as cluster development and buffering of development from public views and abutters. This model could also incorporate policies to increase regulatory requirements to address public concerns for preserving farming and forestry and improving fire protection services.

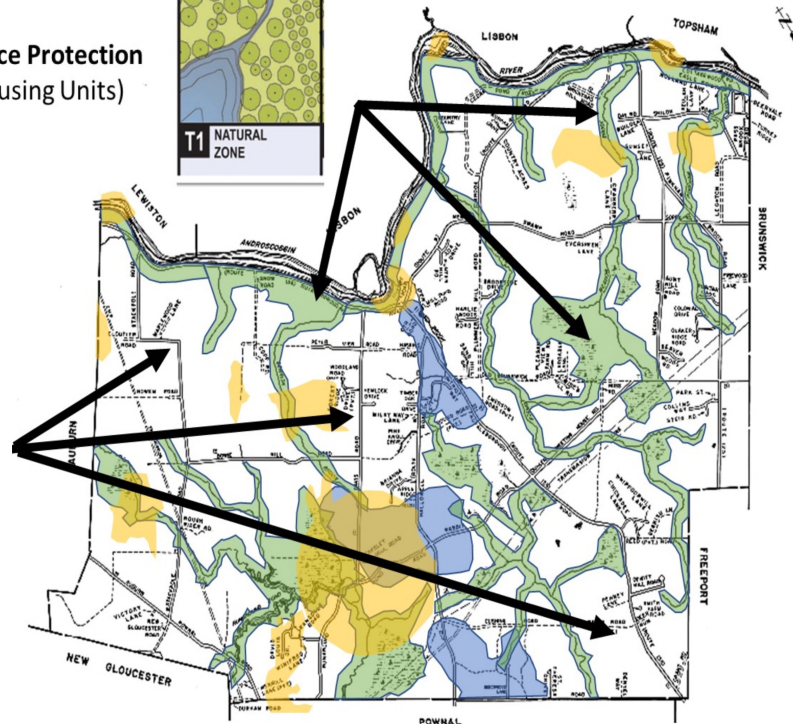
SCENARIO 2 – ALL RURAL*

*Under Scenario 2 the Town would need to repeal the rate of growth ordinance that limits housing starts to 45 units per year.

Resource Protection
(No Housing Units)



Rural Areas
(400 Housing Units 100%)
(2+ Acre Lots)



SUMMARY OF SCENARIO 2 POLICIES

Resource Protection Areas

- ✓ All Critical Natural Resources
- ✓ No development allowed
- ✓ Open space and recreation uses

Southwest Bend Growth Area

- ✓ Growth District removed
- ✓ Rate of Growth Ordinance repealed

Rural Areas

- ✓ 90,000 sq. ft. minimum lot size
- ✓ 300 ft. road frontage
- ✓ No maximum number of lots in a subdivision
- ✓ No limit on number of housing starts

In order to provide Future Land Use Plan forum participants equal opportunity to argue for a less restrictive growth management program than is currently in place, the third scenario titled “Regulation Roll Back,” was also provided as a potential direction for the new comprehensive plan. Like Scenario 2, this scenario abandons the concept of a designated growth area where public utilities will support higher density in a concentrated location.

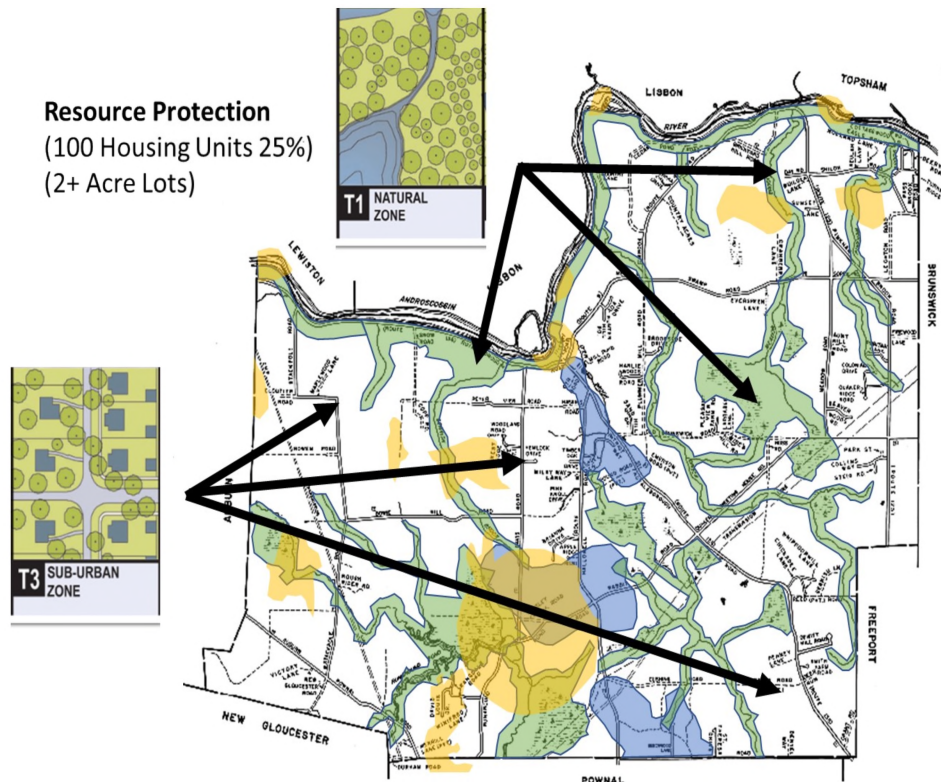
This scenario would also abandon the town’s 2-acre minimum lot size and instead adopt the State’s minimum lot size of one half acre allowed under the Plumbing Code. Finally, the Regulation Roll Back scenario would allow housing units to be built within areas currently protected by Resource Protection zoning, subject to compliance with minimum federal and state environmental standards.

SCENARIO 3 – REGULATION ROLL BACK*

*Under Scenario 3 the Town would need to repeal the comprehensive plan and zoning to go with minimum state environmental regulations.

Resource Protection
(100 Housing Units 25%)
(2+ Acre Lots)

Suburban Areas
(300 Housing Units 75%)
(1/2+ Acre Lots)



SUMMARY OF SCENARIO 3 POLICIES

Resource Protection Areas

- ✓ All Critical Natural Resources
- ✓ Some development on larger lots
- ✓ Open space and recreation uses

Southwest Bend Growth Area

- ✓ Growth District removed
- ✓ Rate of Growth Ordinance repealed

Suburban Areas

- ✓ 20,000 sq. ft. minimum lot size
- ✓ 100 ft. road frontage
- ✓ No maximum number of lots in a subdivision
- ✓ No limit on number of housing starts

I. Future Land Use Plan Forum Input

The forum had two small group discussion sessions. During Session 1, the groups discussed general and specific land use issues that should be addressed in the new comprehensive plan. There were three themes that seemed to come out of most of the groups:

1. Preserve rural character;
2. Preserve farming and forestry; and,
3. Protect investment-based expectations of people who purchased land based on current regulatory programs.

Session 2 asked participants to pick a growth management scenario (Focused Growth, All Rural, or Regulation Roll Back) that they thought would best address the identified land use issues.

There was not a lot of consensus between groups except that most groups favored a hybrid of two or more of the three scenarios. Three groups favored a hybrid consisting of parts of the Focused Growth Area and All Rural scenarios. Two groups chose different scenarios as their main goal, but agreed that the current Resource Protection zoning may be overly restrictive and should be examined.

Five out of the six discussion groups favored keeping the growth area concept alive but wanted the boundaries/locations reviewed and also favored allowing a minimum lot size of 1 acre rather than the Scenario 1 proposed half-acre lots in the designated growth area.

Finally, four of the six groups favored keeping a limit on the rate of growth in terms of the number of housing units that can be built per year.

Future Land Use Plan Forum Input Summary

- ◆ Three themes that arose from small group discussions were:
 1. Preserving Rural Character;
 2. Preserving farming and forestry; and,
 3. Respecting property rights.
- ◆ None of the 3 growth management scenarios drew consensus support, but there was considerable interest in keeping the rate of growth ordinance intact and reviewing Resource Protection restrictions.



B. PROPOSED FUTURE LAND USE PLAN

1. What is The Future Land Use Plan?

As explained in *Updating Your Comprehensive Plan:50 Recommendations for Making Plan Updates More Effective*, a 2003 publication by the Maine State Planning Office, a Future Land Use Plan is a graphic and written summary of our community’s growth policies.

It includes: a future land use map that delineates growth and rural areas and subcategories of land or districts within these major classifications; a narrative that explains the rationale or purpose behind the classifications and the uses and characteristics that define them; and a description of the strategies that will be used to direct future growth and development relative to these designations.

An effective Land Use Plan serves both as a foundation for zoning and other regulatory approaches, and as a clear vision for how our town wants to grow. It does not need to be nearly as specific nor as comprehensive as a zoning ordinance, but it should be detailed enough to provide adequate support and direction to the drafters or revisers of those ordinances.

It is a summary of the vision for how we want our town to grow over the next 20 years and a road map for how we will get there.

The Future Land Use Plan

◆ The Future Land Use Plan is a summary of how we want our town to grow over the next 20 years and a road map for how we will get there.

2. State Requirements for Future Land Use Plans

The Future Land Use Plan divides the community into geographical areas identified as either most suitable for growth or most suitable for rural uses unless exempted under 30-A M.R.S.A. §4326(3-A), more fully described below. The Future Land Use Plan also incorporates a map of critical natural resources and any designated critical rural areas within the community. The Future Land Use Plan will be the focus of the State’s review for consistency with the Growth Management Act.

A community’s Future Land Use Plan must identify a growth area or areas. The designation of growth areas is intended to ensure that planned growth and development and related infrastructure are directed to areas most suitable for such growth and development. Land areas designated as growth area must be consistent with the following provisions:

- 1) Growth areas must be designated as areas to which the town will commit at least 75% of its growth-related capital improvements to support a majority of future growth and development;
- 2) Built-out or developed areas with infill development capacity must also be designated growth areas;
- 3) Growth areas must include land that is suitable for development and exclude land that is not;

- 4) Growth areas should be located next to existing densely populated areas;
- 5) Growth areas should be limited to the amount of land needed to accommodate 75% of the growth that will occur over the next 20 years; and,
- 6) Growth areas should be configured to avoid strip development along major road corridors.

Maine's Growth Management Act and related statutes recognize that conditions in some communities may make the designation of such growth areas where future development will be concentrated inappropriate. The specific criteria for granting an exemption from the requirement to designate growth areas are:

- 1) Severe physical limitations such as floodplains or mountainous areas that preclude creating growth areas;
- 2) Minimal or no growth (less than 5% or 50 housing starts over the past 10 years); or,
- 3) The lack of a village or densely populated area.

If a growth area exemption is proposed, the plan's descrip-

tion of existing trends and conditions must support the exemption request. Communities with growth caps or rate-of-growth ordinances are not eligible for a growth area exemption.

3. Request for Exemption from Requirement to Designate Growth Areas

In 2002, the Town approved at Town Meeting and submitted

a comprehensive plan update recommending that the Southwest Bend Growth District be designated as a growth area. An important motivation for submitting the draft plan with a designated growth area for State approval was to support adoption of a rate of growth ordinance that limits issuance of building permits for new housing units to 45 in any calendar year.

This decision to adopt a cap on housing starts was precipitated by a building boom in southern Maine and similar ordinances being adopted in neighboring communities. Since

adoption of the building permit cap in 2004, the cap has never been exceeded, and the low rate of housing starts since the great recession (averaging 10 per year over the past 5 years) has led to it being completely ignored.

In addition to a current and foreseeable lack of need for a

State Requirements for Future Land Use Plans

- ◆ The Town must designate one or more growth areas where 75% of future growth is expected to occur and the Town must provide the capital investment to support that development.
- ◆ The Town is exempt from the requirement to designate growth areas if: 1) there are severe physical limitations, 2) there has been minimal growth, or 3) there is no village or densely populated area.
- ◆ Towns that claim an exemption from this requirement cannot have a rate of growth ordinance.

cap on issuance of building permits for new housing starts, the *Durham Growth Management and Establishment of Districts Ordinance* (a rate of growth ordinance) adopted in 2004 is potentially invalid for two reasons.

First, State law requires that any rate of growth ordinance enacted in Maine be consistent with a comprehensive plan adopted in accordance with the State requirements. The comprehensive plan update approved by voters in 2002 was determined by the State Planning Office to be inconsistent with the Growth Management Act.

The second reason to conclude that the Durham Growth Management Ordinance is probably invalid is that it does not meet statutory requirements for rate of growth ordinances. Title 30-A M.R.S.A., Chapter 187, §4360 sets out a formula for setting the rate of growth based on issuing 105% or more of the prior 10 year average number of permits. The Rate of Growth Ordinance statute further requires that at least 10% of the building permits issued for new housing be dedicated to affordable housing units.

It is unclear whether original enactment of the rate of

growth ordinance was based on a calculation of the number of housing permits issued over the prior 10 years. It is clear, however, that the Growth Management Ordinance makes no provision for affordable housing units as required by Maine law. The Town has not recalculated the rate every 3 years since its adoption in 2004.

**Request for Exemption for Growth Areas
& Repeal of Rate of Growth Ordinance**

- ◆ Based on the lack of need for a cap on housing starts and the lack of financial capacity to support a growth area, the Town is seeking exemption from the requirement to designate growth areas.
- ◆ Based on lack of need for a cap on housing starts and the State requirements for rate of growth ordinances, this comprehensive plan update will seek repeal of the existing Durham rate of growth ordinance.
- ◆ Based on the potential for housing development conditions to change, this comprehensive plan update will include an addendum with a process for enacting a rate of growth ordinance if one is needed.

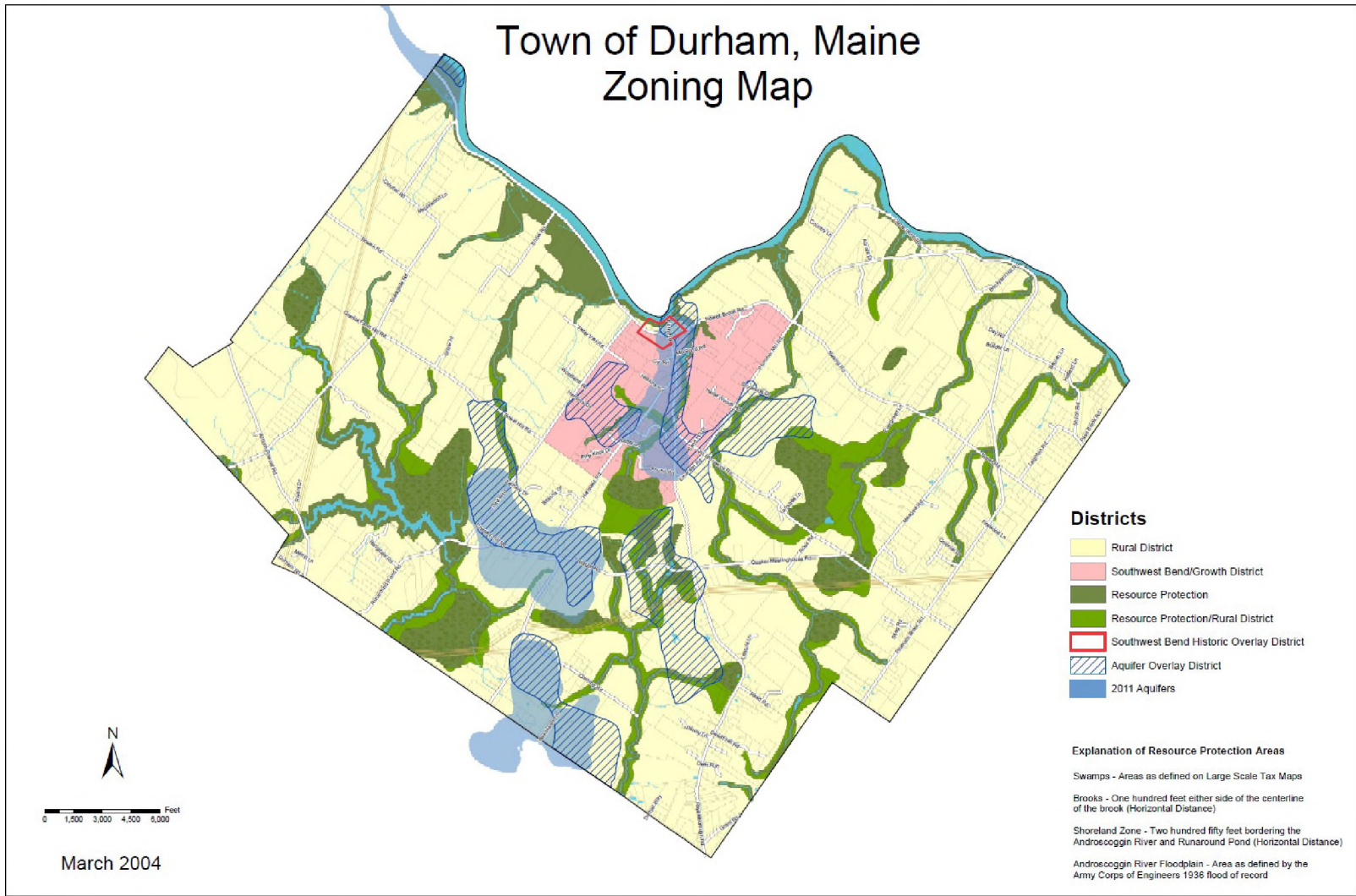
Based on the lack of need for a cap on housing starts and the lack of financial capacity to support a growth area, the Town is seeking exemption from the requirement to designate growth areas. One of the requirements for a community to qualify for the growth area exemption is a prohibition on growth caps or rate-of-growth ordinances (Chapter 208, Section 4.B).

Therefore, the Durham Growth Management Ordinance (a rate of growth ordinance) adopted in 2004 must be repealed in order to qualify for the exemption. In addition to a warrant article on the 2019 Town Meeting Warrants seeking approval of the 2018 Durham Comprehensive Plan, a second warrant

article will request repeal of the 2004 *Durham Growth Management and Establishment of Districts Ordinance*. A third warrant article will propose an Addendum to the draft comprehensive plan update to include a framework for instituting one or more designated growth areas and a corresponding rate of growth ordinance should development conditions indicate a need in the future.

4. Existing Land Use Plan & Zoning Districts

The current Durham Future Land Use Plan is contained in the Official Zoning Map. That map was amended in 2004 to establish the Southwest Bend Growth District in the center of town as a designated growth area. The rest of the town was separated into Rural and Resource Protection Districts as indicated on the Zoning Map. Finally, two overlay districts for aquifer protection and historic preservation were established as indicated on the Map. The three land use/zoning designations and two overlay districts are furthered described as follows:



EXISTING DURHAM ZONING DISTRICTS

a. Rural Residential/Transitional District

The Rural Residential District encompasses the vast majority of the Town's land area. According to the 2002 Comprehensive Plan, this district's primary uses will be agriculture, forestry, medium density residential, and home occupations. The Rural Residential District allows almost all uses, including residential, commercial, industrial and other uses, with a minimum lot size of 90,000 square feet.

b. Southwest Bend/Growth District

The 2002 Comprehensive Plan called for the creation of this district in order to accommodate a substantial portion of Durham's growth over the next 10 years. The dimensional standards in this district are slightly smaller than the Rural Residential District and reduce the lot area per dwelling unit requirement for multifamily development to 20,000 sq. ft.

c. Resource Protection District

The Resource Protection District includes shoreland area adjacent to the Androscoggin River, Runaround Pond, other waterbodies, floodplains, and swampy areas. The allowed land uses are mostly limited to agriculture and passive recreation. The State's mandatory Shoreland Zoning provisions are incorporated into the district, but Durham's Resource Protection is more restrictive than State mandatory shoreland zoning and does not meet State requirements.

d. Aquifer Overlay District

Land use activities and practices within Durham's Aquifer Overlay District are designed to protect the quantity and quality of the Town's ground-water resources. New commercial or industrial development is not permitted in this district, except for home occupations. However, the Aquifer Overlay District no longer conforms to the aquifers as mapped and as a result the ordinance only provides partial protection to aquifers and overly restricts land that is not over an aquifer.

e. Southwest Bend Historic Overlay District

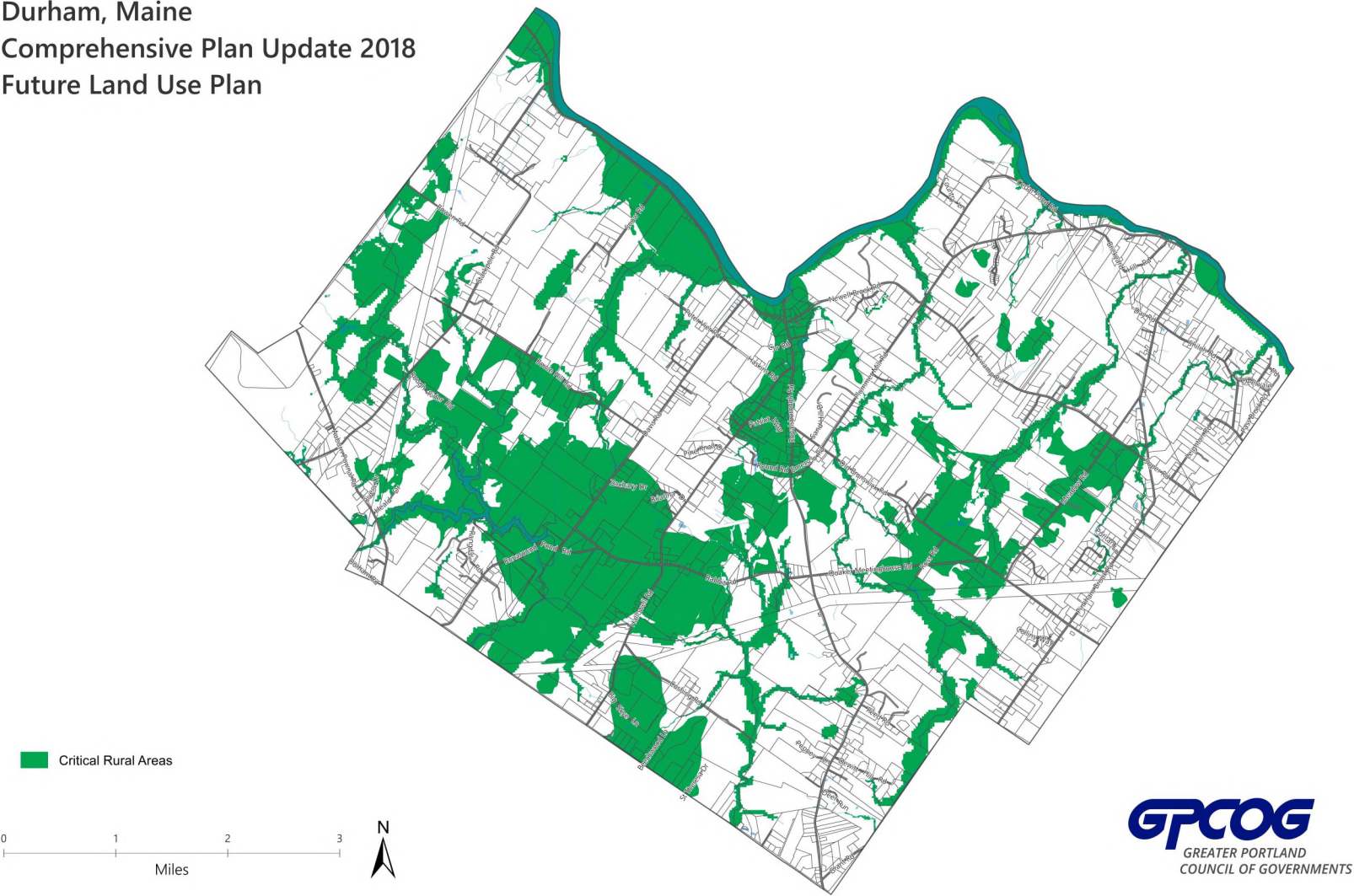
This district is regulated by Durham's Historic District Ordinance. This ordinance's stated purposes are:

- 1) To prevent inappropriate alterations of buildings of historic or architectural value;
- 2) To prevent the demolition or removal of designated sites or landmarks and significant historic structures within designated districts whenever a reasonable alternative exists or can be identified;
- 3) To preserve the essential character of designated districts by protecting relationships of groups of buildings and structures; and,
- 4) To assure that new construction is compatible with the historic character of the district.

5. Proposed Future Land Use Plan

Based on the research contained in this comprehensive plan update and the public participation process, the Comprehensive Plan Committee is recommending a new Future Land Use Plan to accomplish the vision of Durham as a rural, engaged, active, and stable community. This plan applies for exemption from the State requirement for a designated growth area and treats the whole town as rural. Rural areas are further distinguished as “Critical Rural Areas” based on preserving and protecting the following natural and cultural resources that are critical to our vision and the future of the community:

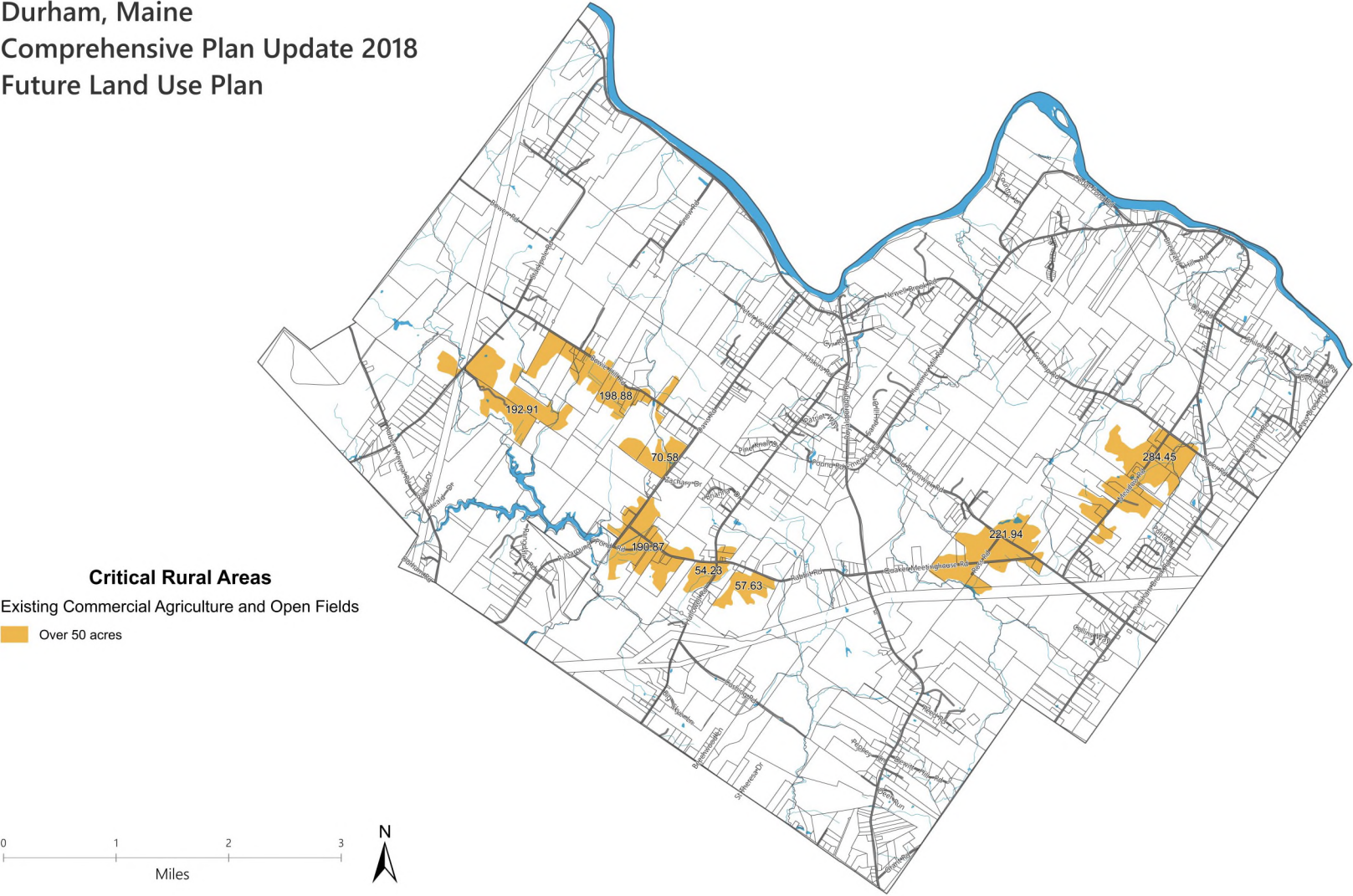
Durham, Maine
Comprehensive Plan Update 2018
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a. Existing Commercial Agriculture & Open Fields

Throughout the public participation process preserving agriculture was the strongest citizen goal. Recognizing the dual benefit farms have on rural character, the Committee recommends that areas with existing commercial farms and open fields that comprise at least 50 acres be considered critical rural areas with special allowances to promote agriculture and special requirements to mitigate the impacts of development on those cultural resources. Specific policies recommended to preserve and protect agriculture and open fields are included in Section 2.

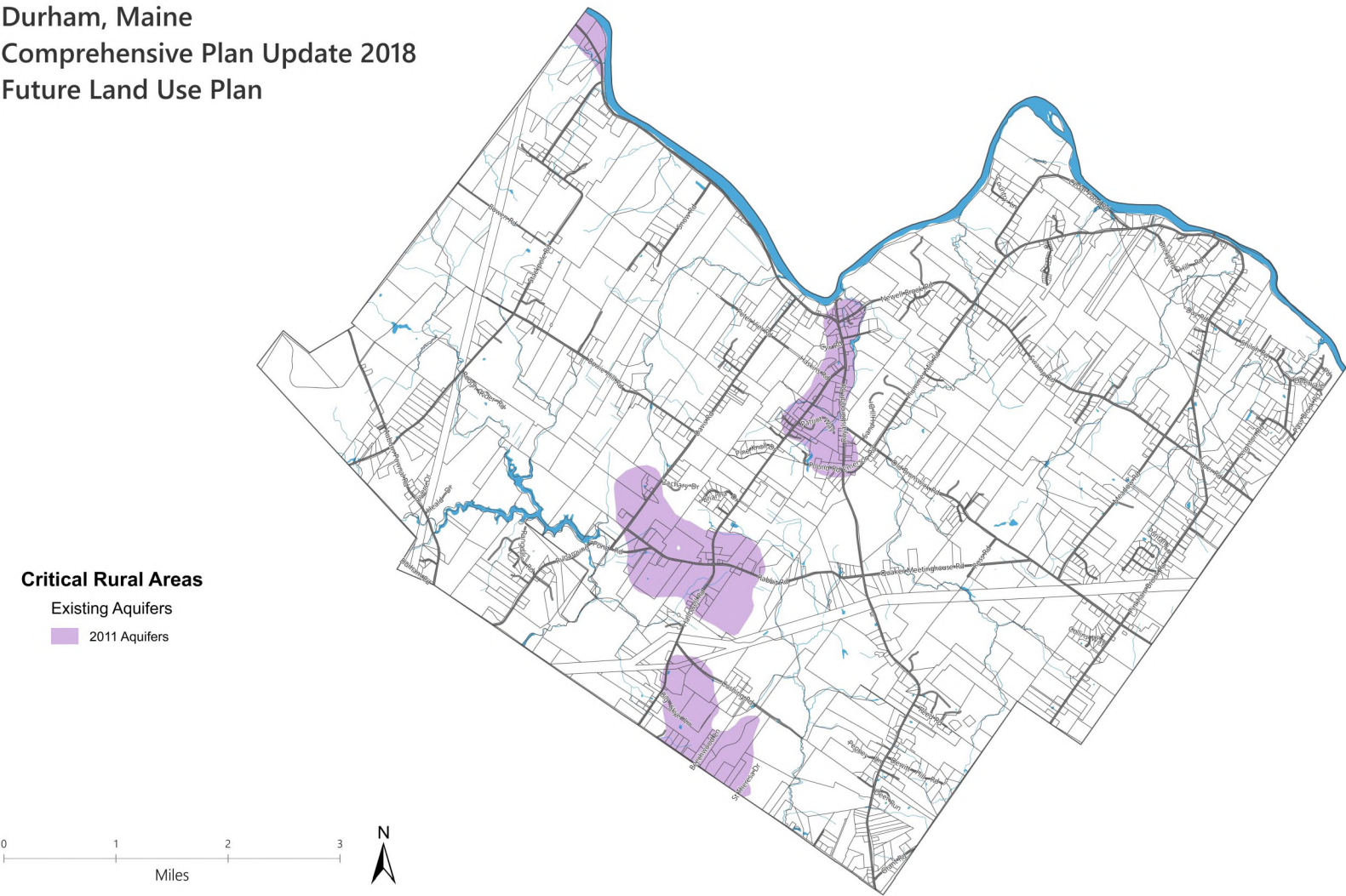
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b. Aquifers

The Town’s sand and gravel aquifers provide a potential source for a public water system if one is ever needed, and they are particularly susceptible to contamination by groundwater pollutants. The existing Zoning Map should be revised to match the latest State mapping of those aquifers and to remove restrictions on property that is not over an aquifer. The regulations should also be reviewed to ensure that they are stringent enough to protect aquifers and existing semi-public water supplies like the Durham Community School while flexible enough to allow uses that do not threaten water quality. Specific policies recommended to preserve and protect aquifers are included in Section 2.

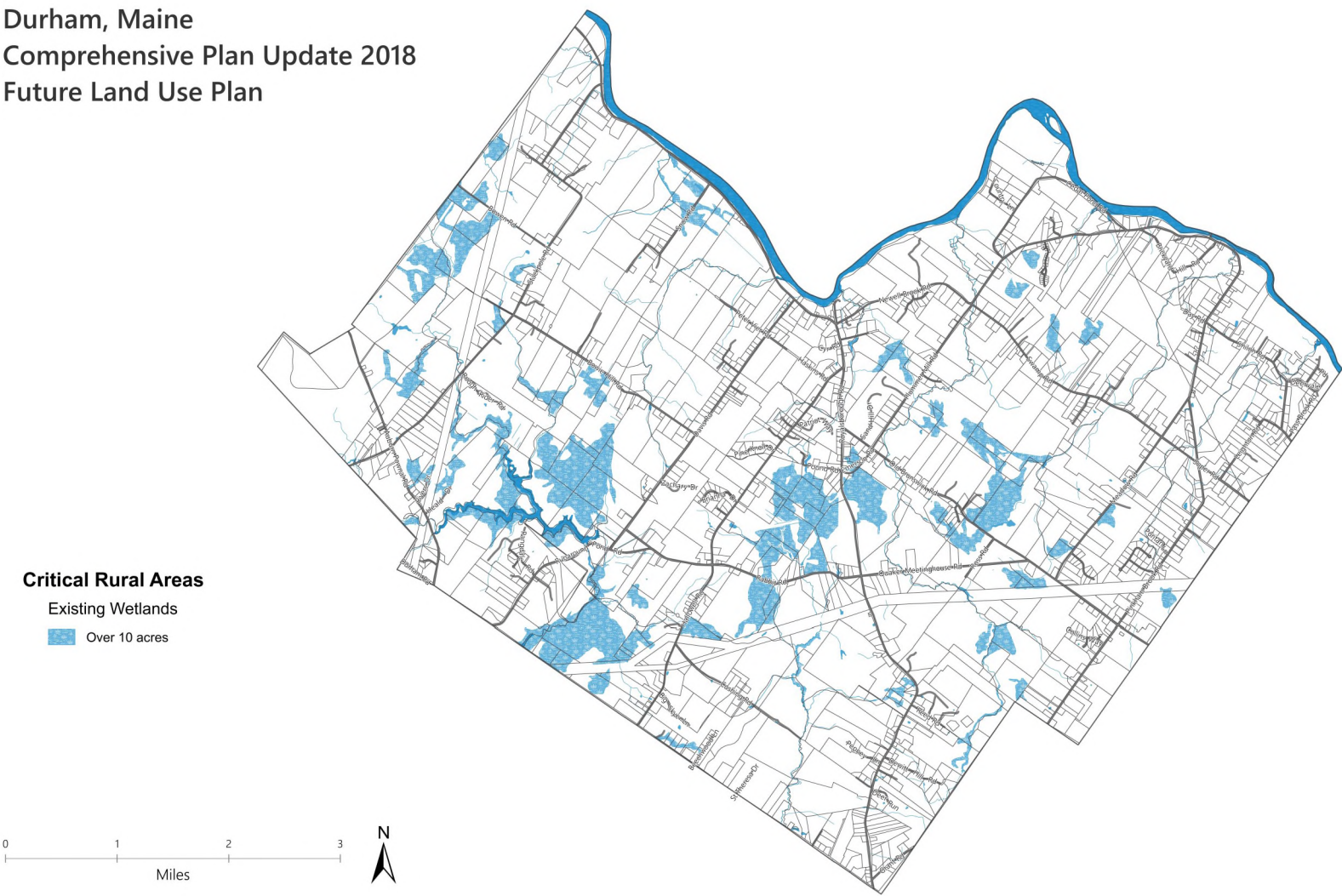
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c. Wetlands Greater than 10 Acres

Federal and State laws regulate filling or alteration of all wetlands. Current Durham zoning treats such areas and adjacent upland areas as Resource Protection. More recent and accurate State data is available than previously used to identify “swamps as shown on large scale tax maps.” The current technical and regulatory definition of wetland that should be treated as Critical Rural Areas is a wetland that is at least 10 acres in size. The upland areas surrounding such large wetlands should follow the State mandatory shoreland zoning guidelines for development, buffering, and clearing of vegetation. Specific policies to preserve and protect large wetland areas are contained in Section 2.

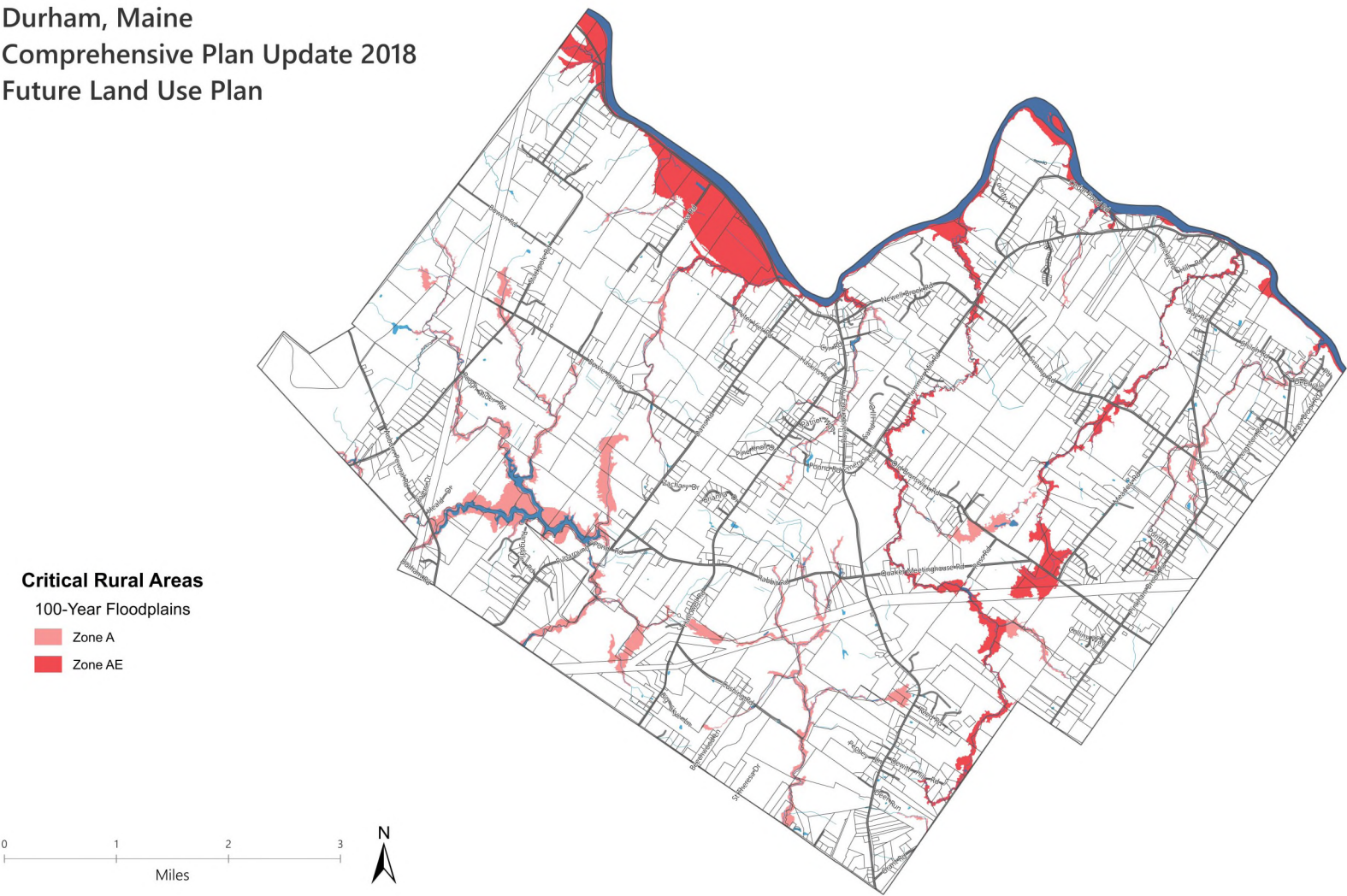
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d. 100-Year Floodplains

Land along the Androscoggin River and some of the Town’s streams are prone to periodic flooding and have historically been restricted against development by Resource Protection zoning. More recent and accurate mapping of the floodplains is available and should be used to determine where restrictions should be maintained, added, or eliminated. Zone A is defined as being subject to flooding based on a 1% chance of being affected by a major flood. Zone AE describes such areas where specific flood elevations have been established as reference points for determining flood hazards. Specific policies to prevent development and flood damage in floodplains are contained in Section 2.

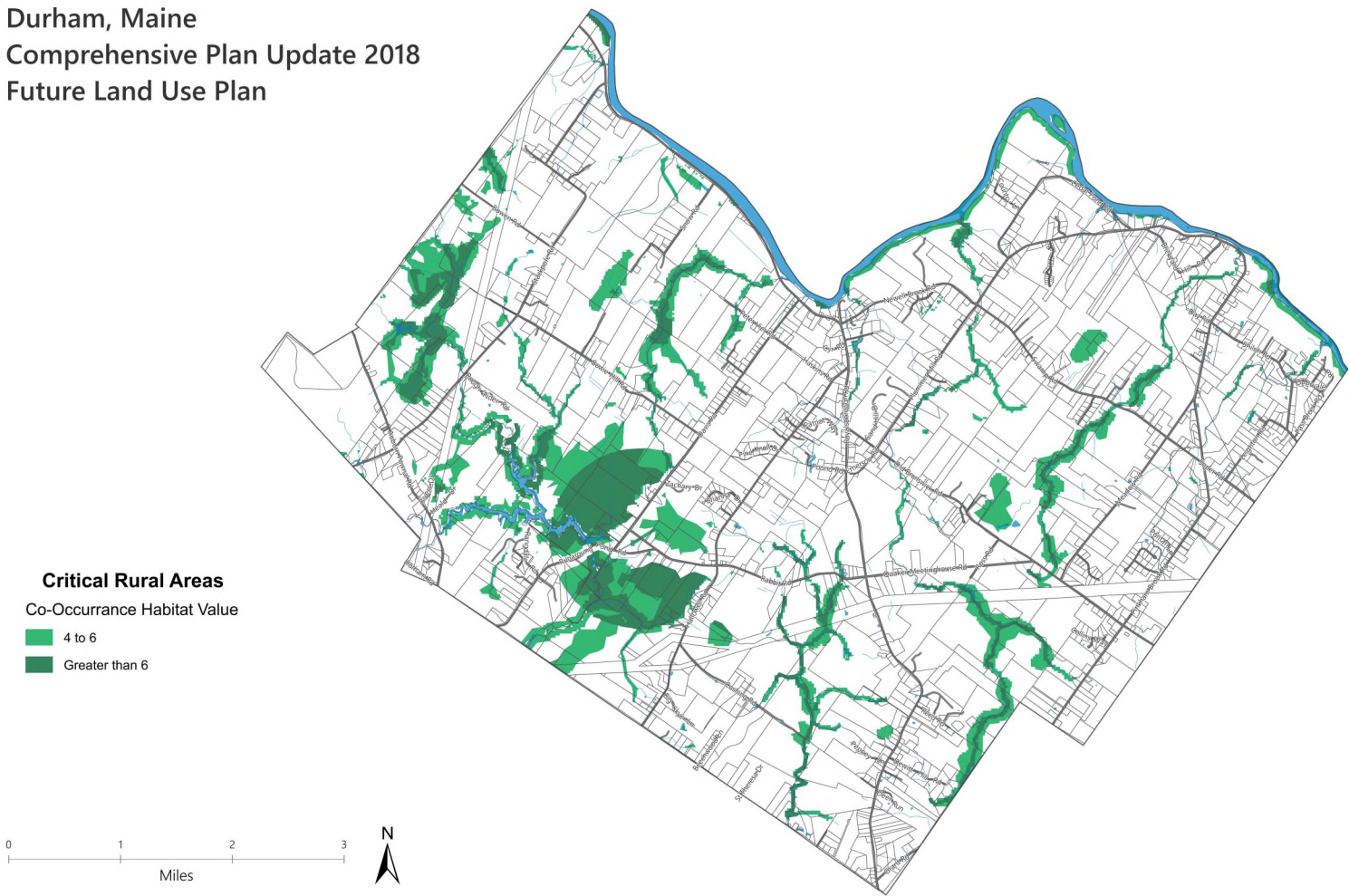
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e. Co-Occurrence of Natural Resources

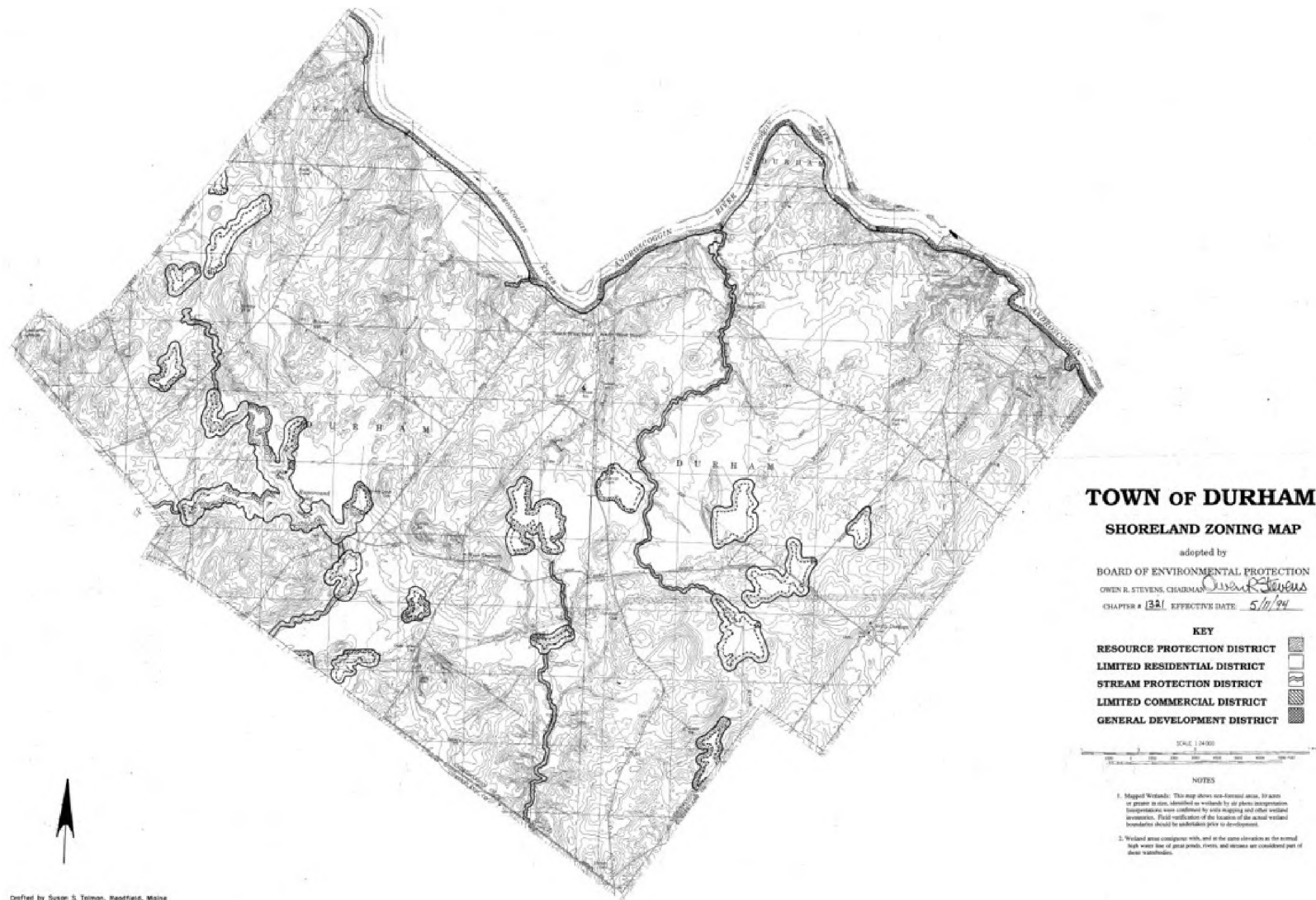
The State Department of Inland Fisheries and Wildlife has provided the most accurate data available on the locations of important wildlife habitats in Durham. The Beginning with Habitat Program has mapped and rated those locations according to the degree of overlap in those natural resources and has offered a qualitative assessment of which areas would provide the best wildlife benefits if preservation is pursued. The Committee recommends that all areas with a value greater than 4 be treated as Critical Rural Areas and those with a value greater than 6 be considered for Resource Protection zoning or mandatory cluster subdivision design to protect as much habitat as possible. Evaluation by a qualified wildlife biologist should inform development of regulations and property. Specific policies to preserve and protect natural resources in areas of significant co-occurrence are contained in Section 2.

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f. Mandatory Shoreland Zoning

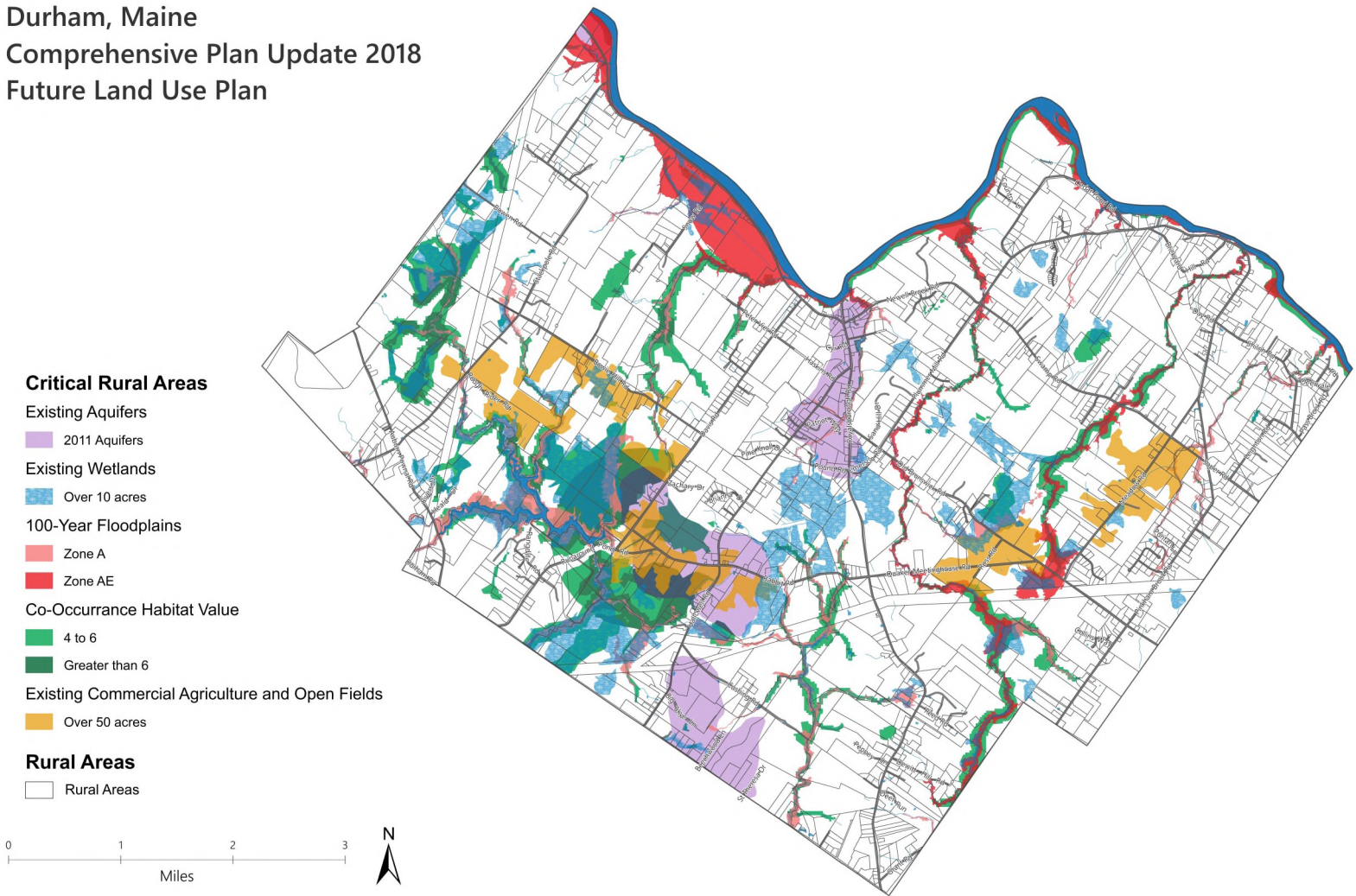
Since 1994, Durham has had State-imposed shoreland zoning. The State requires shoreland zoning within 250 feet of the Androscoggin River, Run Around Pond, and wetlands larger than 10 acres, and within 75 feet of major streams. It requires resource protection zoning within those areas that are floodplains, wetlands, steep slopes, or river banks subject to erosion and collapse. All other shoreland zoning locations can follow State guidelines for development and vegetation clearing. The Land Use Ordinance should be revised to be consistent with the State imposed and current mandatory shoreland zoning. Specific policies to preserve and protect shoreland zone resources are contained in Section 2.



Proposed Future Land Use Plan

The map below shows the composite of all Critical Rural Area criteria except mandatory shoreland zoning, which falls within areas covered by other Critical Rural criteria. All land outside of Critical Rural Areas will be considered Rural and subject to current zoning requirements and any changes recommended in Section 2— Goals, Policies, and Strategies. The proposed growth management vision and program is based on the most accurate resources data available and will help guide development and refinement of land use regulations and capital investment to meet the needs of citizens while protecting the values we cherish.

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Future Land Use Plan



SECTION 2

GOALS, POLICIES, & STRATEGIES

1. How will the vision for Durham’s future set out in this plan be accomplished?

Based on research of community conditions and trends and input from citizens, Section 1 of this comprehensive plan update casts a vision for the future of Durham that will improve upon our rural qualities, heighten public engagement, and increase opportunities for active lifestyles to contribute to an overarching vision of a stable and secure community.

Section 2 is an action plan for seeing that vision continue and become reality over the next decade and more as the Town faces future challenges and opportunities. This section sets out general goals, desired policies, and specific implementation strategies (actions) that will carry out recommendations of the Future Land Use Plan in Section 1 and will address issues identified in the Section 3 inventory and analysis of the following topical areas important to our future as a community:

- A. Historical and Archaeological Resources;
- B. Water Resources;
- C. Natural Resources;
- D. Agriculture and Forest Resources;
- E. Economy;
- F. Housing;
- G. Recreation;
- H. Transportation;
- I. Public Facilities & Services; and,
- J. Fiscal Capacity.

2. Who will accomplish the stated, goals, policies, and strategies?

The success of this vision and comprehensive plan will ultimately be determined by all citizens of the community. Adoption of the update at Town Meeting will be a major accomplishment and will set in motion a process to develop policies, plans, and programs to carry out the vision and accomplish the comprehensive planning goals. Each year following the comprehensive plan update adoption, budgets will be presented that will include funding for carrying out the policies and strategies contained in the plan.

In addition to the goals, policies, and strategies for each topical area, responsibility for carrying out the strategies is included in the implementation tables of Section 2. For most strategies, multiple boards, Town departments, and some outside groups are identified with the primary responsibility being first. In order to accomplish this vision, it will be necessary to create new boards and committees to assist those volunteers currently serving. In the implementation tables, those new committees are identified in gray colored text. If citizens with particular interest and expertise in those areas fail to come forward to volunteer, those policies and strategies will not be accomplished.

3. What are the timeframes over which the plan will be implemented?

“Short-Term” is presumed to be activities which can be completed within two years. “Mid-Term” activities will be commenced and/or completed between two and five years after adoption. “Long-Term” activities are those for which the path to implementation has not yet come into focus. The term “Ongoing” is used to identify strategies which are currently in place and should continue or that will become ongoing after accomplishment of stated strategies.

Historic and Archaeological Resources

Comprehensive Plan Goal: To preserve and protect historic and archaeological resources in Durham.

Summary of Issues:

- ◆ The primary threats to historic resources in Durham are neglect and inadequate financial resources to maintain and restore historic structures.
- ◆ The lack of adequate prehistoric or historic archaeological surveys in Durham means that there may be significant historic and archaeological resources that may be disturbed by new development before they can be properly identified and protected.
- ◆ Durham has one historic preservation district and an ordinance regulating alterations to historic structures and construction of new buildings within the district.
- ◆ There are multiple listed properties and properties potentially eligible for listing that are outside the historic preservation district.

HISTORIC & ARCHAEOLOGICAL POLICIES	HISTORIC & ARCHAEOLOGICAL STRATEGIES	RESPONSIBLE	TIMEFRAME
1. To promote the maintenance and restoration of historic structures and properties.	1.1 Develop a long-range plan for the future use, rehabilitation, funding and ongoing management of the Methodist Church and the Union Church (old Town Hall) involving key stakeholders.	Historic District Commission Board of Selectmen	Mid-Term
	1.2 Contact owners of listed properties and those eligible for listing to offer assistance in identifying and obtaining information and funding for historic preservation projects.	Historic District Commission	Mid-Term
2. To seek funding to preserve sites on the National Historic Register and repair or maintain other historic sites in town.	2.1 Identify public and private funding resources available to support the preservation and rehabilitation of buildings with historic significance.	GPCOG Town Planner	Short-Term

HISTORIC & ARCHAEOLOGICAL POLICIES	HISTORIC & ARCHAEOLOGICAL STRATEGIES	RESPONSIBLE	TIMEFRAME
	2.2 Seek funding to develop and implement an historic preservation master plan that includes a comprehensive list of potential sites.	GPCOG Town Planner	Mid-Term
	2.3 Advise and assist individual property owners on available federal and state tax credits for historic preservation and assist them in the application process.	Historic District Commission	Short-Term Ongoing
3. To assure that before historic structures are altered or demolished or archaeological sites are disturbed, their values are fully assessed.	3.1 Work with the Maine Historic Preservation Commission to assess the need for a comprehensive community survey of the community's historic and archaeological resources.	GPCOG Historic District Commission	Short-Term
	3.2 If the need is confirmed, conduct a comprehensive inventory of historical buildings for potential identification and inclusion on state, or federal historic listings.	GPCOG	Mid-Term
	3.3 Develop or modify checklists for all permit application reviews (building, demolition, subdivision, conditional use) to address historic and/or archaeological preservation applicability and review criteria.	CEO Town Planner	Short-Term
	3.4 Improve coordination between the Code Officer, Planning Board, and Historic District Commission in incorporating information provided by the Maine Historic Preservation Commission in the permit review process.	CEO Planning Board Historic District Commission	Short-Term

HISTORIC & ARCHAEOLOGICAL POLICIES	HISTORIC & ARCHAEOLOGICAL STRATEGIES	RESPONSIBLE	TIMEFRAME
4. To update the Town's ordinances to protect significant historic and archaeological resources in the community with recognition of the need for reasonable and flexible treatment of property owners.	4.1 Review the Historic District Ordinance to consider making it a Historic Protection Ordinance that applies to all listed structures in Durham, both those inside and outside of the current Historic Preservation District.	Historic District Commission CEO Town Planner	Short-Term
	4.2 Require subdivision and conditional use applicants to conduct a review of property proposed for development to determine the potential presence of historic or archaeological resources using readily available information.	Planning Board CEO Town Planner	Short-Term Ongoing
	4.3 If historical or archaeological resources or the potential for such resources are identified on a property proposed for development, require consultation with the Maine Historic Preservation Commission and any agencies that Commission recommends and consider the safeguards and design modifications they recommend.	Planning Board CEO Town Planner	Short-Term Ongoing
5. To improve communication and public education on the presence and importance of historic and archaeological resources in Durham.	5.1 Work with the Durham Community School to incorporate Durham history and historic and archaeological resources into educational programs.	Historic District Commission Public Information Tech	Mid-Term
	5.2 Develop and include pictures and descriptions of historic and archaeological resources for publication in Town Reports, presentation on walls of Town Hall, Eureka Community Center, Durham Community School, and the Town web site.	Historic District Commission Public Information Tech	Short-Term Ongoing

Water Resources

Comprehensive Plan Goal: To protect the quality and manage the quantity of water resources, including aquifers, great ponds, streams, and rivers.

Summary of Issues:

- ◆ The extensive and highly permeable silty-sandy soils in Durham make groundwater levels susceptible to extended drought conditions.
- ◆ Groundwater quantity and quality are highly dependent on the persistence of large undeveloped areas, forest cover, and precipitation.
- ◆ Durham's aquifer protection zoning does not match the boundaries of the mapped aquifers.
- ◆ Runaround Pond has been identified as a water body most at risk from nonpoint source pollution that causes algal blooms.
- ◆ Water quality in the Androscoggin River is impaired by historic pollution loading and from on-going discharges from up-river communities.
- ◆ Activities in the Durham headwaters of Chandler Brook and the East Branch can affect downstream water quality in other communities where those streams are impaired.

WATER RESOURCES POLICIES	WATER RESOURCES STRATEGIES	RESPONSIBLE	TIMEFRAME
1. To protect current and potential drinking water sources.	1.1 Re-establish the Conservation Commission to help implement the Water Resources and Natural Resources recommendations of this Comprehensive Plan update.	Board of Selectmen	Short-Term
	1.2 Maintain, enact or amend public wellhead and aquifer recharge area protection mechanisms, as necessary.	Planning Board CEO Town Planner	Mid-Term
	1.3 Identify and promote hazardous or commercial waste disposal programs, highlighting the importance of protecting wells and aquifers.	Conservation Commission	Mid-Term
	1.4 Develop a strategy and requirements for "community" wells and waste water systems. i.e. shared well and/or septic systems.	Conservation Commission	Long-Term

WATER RESOURCES POLICIES	WATER RESOURCES STRATEGIES	RESPONSIBLE	TIMEFRAME
	1.5 Revise the Aquifer Protection District mapping to accurately depict and regulate important State-identified sand and gravel aquifers.	GPCOG Town Planner	Short-Term
	1.6 Revise the Aquifer Protection District standards in the Land Use Ordinance to increase protections where necessary and to eliminate requirements that needlessly restrict land use activities (e.g., allow small businesses that pose no inherent threat to aquifers, allow standard lot size).	Planning Board Town Planner	Mid-Term
2. To protect significant surface water resources from pollution, both point and non-point sources, and improve water quality where needed.	2.1 Ensure the Town's Land Use Ordinance is consistent with Maine's Stormwater Management laws and regulations.	Planning Board Town Planner	Short-Term
	2.2 Consider implementing Low Impact Design (LID) features into the stormwater management standards of the subdivision regulations.	Planning Board Town Planner	Mid-Term
	2.3 Revise the Land Use Ordinance to require erosion and sedimentation controls on all projects including those not requiring subdivision or conditional use approval.	Planning Board Town Planner	Short-Term
	2.4 Make the Land Use Ordinance and Zoning Map consistent with the Maine DEP Guidelines for Municipal Shoreland Zoning.	Planning Board Town Planner	Short-Term

WATER RESOURCES POLICIES	WATER RESOURCES STRATEGIES	RESPONSIBLE	TIMEFRAME
3. To raise public awareness about the potential negative impacts of land use activities, including non-point source pollution, on Durham's water resources and about reasonable and appropriate measures to protect water quality.	3.1 Provide local contact information at the Town Hall for water quality best management practices from resources such as the Natural Resource Conservation Service, University of Maine Cooperative Extension, Soil and Water Conservation District, Maine Forest Service, and/or Small Woodlot Association of Maine.	Conservation Commission	Mid-Term Ongoing
	3.2 Provide educational materials at appropriate locations regarding aquatic invasive species.	Conservation Commission	Mid-Term Ongoing
	3.3 Conduct educational meetings on best management practices for erosion and sedimentation controls, stormwater management, non-point source pollution, and invasive species.	GPCOG Androscoggin County Soil & Water Conservation District Conservation Commission	Mid-Term Ongoing
	3.4 Prepare and distribute education pamphlets on best management practices for erosion and sedimentation controls, Stormwater management, non-point source pollution, and invasive species.	Conservation Commission Public Information Tech	Mid-Term Ongoing
	3.5 Prepare and distribute a reminder for property owners to periodically have their septic tanks pumped.	Conservation Commission Public Information Tech	Mid-Term Ongoing
4. To cooperate with neighboring communities and regional/local advocacy groups to protect water resources.	4.1 Participate in local and regional efforts to monitor, protect and, where warranted, improve water quality.	Conservation Commission CEO Town Planner	Short-Term Ongoing

Natural Resources

Comprehensive Plan Goal: To protect critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, shorelands, scenic vistas, and unique natural areas.

Summary of Issues:

- ◆ The Blanding's Turtle, a species of turtle reported to live near the eastern shore of Runaround Pond, is the only recorded endangered species in Durham.
- ◆ The Bald Eagle and Creeper mussel are species of concern with habitats along the Androscoggin River.
- ◆ There are five documented vernal pools in Durham that have surrounding land protected by Maine's Natural Resources Protection Act. Other vernal pools may exist that should be identified and evaluated during the development review process.
- ◆ Durham's Land Use Ordinance does not meet requirements of Maine's Mandatory Shoreland Zoning, and the State imposed a Shoreland Zoning Map and development guidelines that must be followed in areas under jurisdiction of the DEP.
- ◆ Durham's Resource Protection zoning is not based on the criteria of Mandatory Shoreland Zoning or the most recent wildlife habitat data.

NATURAL RESOURCES POLICIES	NATURAL RESOURCES STRATEGIES	RESPONSIBLE	TIMEFRAME
1. To conserve critical natural resources in the community.	1.1 Re-establish the Conservation Commission to help implement the Water Resources and Natural Resources recommendations of this Comprehensive Plan update.	Board of Selectmen	Short-Term
	1.2 Pursue public/private partnerships to protect critical and important natural resources such as through purchase of land or easements from willing sellers.	Conservation Commission	Long-Term Ongoing
	1.3 Designate all areas shown on the Future Land Use Plan as having a co-occurrence value of 4 or greater on the Beginning with Habitat maps provided by Maine Inland Fisheries and Wildlife as Critical Rural Areas and adopt appropriate protection measures.	Planning Board Town Planner	Mid-Term

NATURAL RESOURCES POLICIES	NATURAL RESOURCES STRATEGIES	RESPONSIBLE	TIMEFRAME
2. To prohibit development in flood plain areas to protect human life and property and to preserve natural habitats.	2.1 Revise the Zoning Map to reflect the most recent FEMA flood plan mapping and apply Resource Protection zoning.	GPCOG Town Planner	Short-Term
3. To protect identified rare and endangered plant and animal species habitats from degradation.	3.1 Use the Beginning with Habitat maps provided by Inland Fisheries and Wildlife to identify rare and endangered plant and animal habitats and consider Resource Protection zoning designation or mandatory clustering to preserve such habitat to the maximum extent practical.	Planning Board Town Planner	Mid-Term
	3.2 Require analysis by applicants for subdivision or conditional use permits using the Beginning with Habitat maps to identify any rare or endangered plant and animal habitat on project sites and the need for mitigation of development impacts on such habitat.	Planning Board Town Planner	Short-Term Ongoing
	3.3 When such rare and endangered plant and animal habitats are identified on a project site, require consultation with Inland Fisheries and Wildlife and consider the safeguards and design modifications they recommend.	Planning Board Town Planner	Short-Term Ongoing
4. To preserve and protect areas with a significant level of natural resources that overlap and provide multiple ecological benefits and opportunities for outdoor recreation.	4.1 Use the Beginning with Habitat maps provided by Inland Fisheries and Wildlife to identify areas with a co-occurrence value of 6 or greater and consider Resource Protection zoning designation or mandatory clustering to preserve such natural resources to the maximum extent practical.	Planning Board Town Planner	Mid-Term
	4.2 Ensure that land use ordinances are consistent with applicable state law regarding critical natural resources, including deer yards, waterfowl nesting areas, wetlands and endangered plants and animals.	Planning Board Town Planner	Short-Term Ongoing

NATURAL RESOURCES POLICIES	NATURAL RESOURCES STRATEGIES	RESPONSIBLE	TIMEFRAME
	4.3 Require analysis by applicants for subdivision or conditional use permits using the Beginning with Habitat maps for areas with a co-occurrence value of 6 or greater on project sites and the need for mitigation of development impacts on such natural resources.	Planning Board Town Planner	Short-Term Ongoing
	4.4 When such co-occurrence of natural resources are identified on a project site, require consultation with Inland Fisheries and Wildlife and other applicable State agencies and consider the safeguards and design modifications they recommend.	Planning Board Town Planner	Short-Term Ongoing
5. To coordinate with local groups, neighboring communities, and regional and state resource agencies to protect shared critical natural resources.	5.1 Distribute or make available information to those living in or near critical or important natural resources about current use tax programs and applicable local, state, or federal regulations.	Conservation Commission	Mid-Term Ongoing
	5.2 Initiate and/or participate in inter-local and/or regional planning, management, and/or regulatory efforts around shared critical and important natural resources.	Conservation Commission	Mid-Term Ongoing
	5.3 Make available to the public the most recent data on rare plants, animals, and natural communities and important wildlife habitats provided by the Beginning with Habitat program of the Department of Inland Fisheries and Wildlife, included on maps in this document.	Conservation Commission	Mid-Term Ongoing
	5.4 Notify applicants for development approvals and building permits of the potential necessity to obtain state and federal permits for activities near or adjacent to wetlands.	CEO	Short-Term Ongoing

Agriculture and Forest Resources

Comprehensive Plan Goal: To safeguard agricultural and forest resources from development which threatens those resources.

Summary of Issues:

- ◆ Since 2005, approximately 300 acres of forest per year have been harvested in Durham, indicating that commercial timber harvesting is limited and doesn't threaten forest resources.
- ◆ Relatively limited housing and subdivision development are also factors to consider in determining whether Durham's forest resources are being negatively impacted.
- ◆ Durham has extensive prime farmland and soils of statewide agricultural importance, but actual farming of such soils is limited due to the overall decline of farming in recent decades.
- ◆ There are several areas of Town where existing commercial farms and the surrounding open lands are tapping into new markets for continued economic viability. Such areas contribute greatly to the sense of rural character of the community.
- ◆ Residential development in and around existing commercial farms and open lands creates conflicts between farming and residences and permanently removes important agricultural lands from production.

AGRICULTURE & FOREST POLICIES	AGRICULTURE & FOREST STRATEGIES	RESPONSIBLE	TIMEFRAME
1. To support farming and forestry and encourage their economic viability.	1.1 The town should form a Farming and Forestry Advisory Board with members from local farms and forestry businesses to advise the Town, helping guide town policies in a farm-friendly and forestry-friendly way.	Board of Selectmen	Short-Term
	1.2 Review all Town ordinances to ensure they do not overly restrict activities that support small farm and woodlot operations.	Farming & Forestry Board	Short-Term

AGRICULTURE & FOREST POLICIES	AGRICULTURE & FOREST STRATEGIES	RESPONSIBLE	TIMEFRAME
	1.3 Work with Maine Farmland Trust, local land trusts and other programs which offer conservation/agricultural easements and similar programs to preserve valuable farmland.	Farming & Forestry Board	Short-Term Ongoing
	1.4 Encourage owners of productive farm and forest land to enroll in the current use taxation programs.	Farming & Forestry Board	Short-Term Ongoing
2. To consider farming and its infrastructure an untapped part of the Town's economic base. Agriculture will be encouraged and supported as a form of economic development.	2.1 Include agriculture, commercial forestry operations, and land conservation that supports them in local or regional economic development plans.	Farming & Forestry Board	Mid-Term
	2.2 Consider allowing on-farm processing, agri-tourism, and retail sales of products "by right" without requiring a permit or site plan review as long as best practices for soil and watershed protection are adhered to.	Planning Board Town Planner	Short-Term
	2.3 Add provisions in ordinances that accommodate the needs of emerging small scale agriculture, such as roadside stands, greenhouses, farmer's markets, and pick-your-own operations.	Planning Board Town Planner	Short-Term
	2.4 Create a farmer resource package for the website and distribution to farmers.	Farming & Forestry Board	Mid-Term
	2.5 Create a resource package that includes various options for forest management, such as types of timber harvesting, wildlife habitat enhancement possibilities and recreational opportunities for the website and distribution to wood lot owners.	Farming & Forestry Board	Mid-Term

AGRICULTURE & FOREST POLICIES	AGRICULTURE & FOREST STRATEGIES	RESPONSIBLE	TIMEFRAME
	2.6 Support the growth of an organic farm cluster to enhance local and regional agricultural opportunities.	Farming & Forestry Board	Long-Term
	2.7 Explore the interest in and benefit of creating and marketing a Durham brand for agricultural products.	Farming & Forestry Board	Long-Term
	2.8 Incorporate commercial agriculture into the Town's commercial development efforts through planning for financial incentives such as tax credits, business promotion, and veteran's assistance programs.	Farming & Forestry Board	Long-Term
3. To promote locally grown food production and consumption.	3.1 Facilitate meetings between local institutions, wholesalers, growers, and others to grow markets and opportunities.	Farming & Forestry Board	Short-Term
	3.2 Encourage development of local-grown food networks involving all businesses in the food production chain in the region.	Farming & Forestry Board	Long-Term
4. To protect agricultural and forestry industries from incompatible development.	4.1 Consider and treat existing commercial agricultural operations and surrounding open fields as critical rural resources to be preserved and protected as indicated on the Future Land Use Plan.	Planning Board Town Planner	Short-Term
	4.2 Consider mandatory clustering with permanent open space to preserve critical rural agricultural land when property is developed to preserve as much open field space as possible available commercial agriculture.	Planning Board Town Planner	Short-Term

AGRICULTURE & FOREST POLICIES	AGRICULTURE & FOREST STRATEGIES	RESPONSIBLE	TIMEFRAME
	4.3 Limit non-residential development in critical rural areas to natural resource-based businesses and services, nature tourism/outdoor recreation businesses, farmers' markets, and home occupations.	Planning Board Town Planner	Short-Term
	4.4 Consult with the Soil and Water Conservation District, Maine Forest Service, and the Department of Conservation Agriculture and Forestry before revising land use regulations affecting farming and forestry.	Planning Board Town Planner	Short-Term
5. To safeguard lands identified as prime farmland or capable of supporting commercial agriculture.	5.1 Require identification of prime farmland soils on any subdivision plans.	Planning Board Town Planner	Short-Term
	5.2 Amend land use ordinances to require commercial or subdivision developments in critical rural areas with prime farmland soils to cluster development to preserve open space to the greatest extent practicable.	Planning Board Town Planner	Short-Term
	5.3 Amend land use ordinances to limit topsoil mining in critical rural areas with prime farmland soils.	Planning Board Town Planner	Mid-Term

Economy

Comprehensive Plan Goal: Promote an economic climate that increases job opportunities and overall economic well-being.

Summary of Issues:

- ◆ Durham's close proximity to multiple service center communities, its limited population size, lack of public utilities, and limited access to major transportation systems indicate that Durham will likely remain primarily residential and is not expected to become a business center for the region.
- ◆ Durham has a fairly large number of small employers (66) with the vast majority having less than 10 employees.
- ◆ More than 3/4 (77%) of Durham residents participate in the regional work force with more than 90% of those workers commuting to work in surrounding communities. The Durham unemployment rate is less than 3%.
- ◆ Durham conducts less than 1% of the County's retail trade in its few sales & service businesses.

ECONOMY POLICIES	ECONOMY STRATEGIES	RESPONSIBLE	TIMEFRAME
1. To support the type of economic development activity the community desires, reflecting the community's role in the region.	1.1 Form an economic development committee to work with local businesses and provide input on town policies needed to promote desired economic development activity.	Board of Selectmen	Short-Term
	1.2 Attract complimentary businesses that support the Town's vision. Once established, develop further strategies to encourage local businesses to adapt, or newly form.	Economic Dev. Committee	Long-Term
	1.3 Create and distribute a new resident package that includes a Durham business directory and Durham business coupons.	Economic Dev. Committee Public Information Tech	Short-Term

ECONOMY POLICIES	ECONOMY STRATEGIES	RESPONSIBLE	TIMEFRAME
	1.4 Amend land use ordinances to support complimentary businesses, or at least not restrict desired business development.	Planning Board Town Planner	Mid-Term
	1.5 Add a link and develop content for the Town's website that serves as an introduction or guide to developing a business in town as well as a link to the business directory.	Economic Dev. Committee Public Information Tech	Short-Term
	1.6 Support and promote business workshops for Durham businesses and invite surrounding towns.	Economic Dev. Committee	Short-Term
2. To consider farming and its infrastructure an untapped part of the Town's economic base. Agriculture will be encouraged and supported as a form of economic development.	2.1 Include agriculture, commercial forestry operations, and land conservation that supports them in local or regional economic development plans.	Farming & Forestry Board Economic Dev. Committee	Mid-Term
	2.2 Consider allowing on-farm processing, agri-tourism, and retail sales of products "by right" without requiring a permit or site plan review as long as best practices for soil and watershed protection are adhered to.	Planning Board Town Planner	Short-Term
	2.3 Add provisions in ordinances that accommodate the needs of emerging small scale agriculture, such as roadside stands, greenhouses, farmer's markets, and pick-your-own operations.	Planning Board Town Planner	Short-Term
	2.4 Support the growth of an organic farm cluster to enhance local and regional agricultural opportunities.	Farming & Forestry Board Economic Dev. Committee	Long-Term
	2.5 Explore the interest in and benefit of creating and marketing a Durham brand for agricultural products.	Farming & Forestry Board Economic Dev. Committee	Long-Term

ECONOMY POLICIES	ECONOMY STRATEGIES	RESPONSIBLE	TIMEFRAME
3. To continue to allow home-based businesses that fit into the character of rural residential neighborhoods.	3.1 Review and revise the Land Use Ordinance to ensure needed flexibility to conduct home-based businesses while ensuring that such businesses do not create nuisance effects on abutting properties.	Planning Board Town Planner	Mid-Term
4. To maintain the quality of life of residents as the Town pursues economic development opportunities.	4.1 Develop specific performance standards for commercial site development that address issues of street access, lighting, landscaping, signage, and buffering.	Planning Board Town Planner	Short-Term
5. To support regional efforts to improve telecommunications infrastructure needed to support hi-tech, information based companies.	5.1 Participate in regional efforts to improve telecommunications infrastructure needed to support hi-tech, information based companies.	Economic Dev. Committee	Short-Term Ongoing
6. To maintain and improve access by Durham residents to regional job opportunities.	6.1 Explore regional opportunities for car pooling and ride share programs.	GPCOG Economic Dev. Committee	Mid-Term

Housing

Comprehensive Plan Goal: To encourage and promote affordable, decent housing opportunities which are consistent with the other goals of this plan.

Summary of Issues:

- ◆ Between 2000 to 2015, the housing stock in Durham increased by 34%, or 422 units. Over that time period, the annual rate of new housing starts was just under 30 per year.
- ◆ Over the past 5 years, the rate of new housing construction has dropped to about half that amount or 12 units per year.
- ◆ Regional demographic projections indicate the number of new housing starts in Durham could decline by half again over the next 20 years.
- ◆ Just under 90% of Durham's 1700 homes are single family dwellings. There also approximately 100 mobile homes and a hundred duplexes.
- ◆ The vast majority of homes in Durham are owner-occupied and there is very limited rental housing available.
- ◆ Unlike many communities in southern Maine, Durham has not seen dramatic increases in median home prices in recent years, and homes are still relatively affordable.
- ◆ The lack of available rentals and the aging population do create a need for more rental housing, accessory units, and affordable housing development.

HOUSING POLICIES	HOUSING STRATEGIES	RESPONSIBLE	TIMEFRAME
1. To maintain the quality, energy efficiency, and affordability of the existing housing stock.	1.1 Seek grants to assist homeowners in improving the energy efficiency of existing homes.	GPCOG Community Concepts Board of Selectmen	Mid-Term
	1.2 Allow accessory apartments in single family dwellings as a permitted use subject to specific design standards that encourage owner occupancy and require neighborhood compatibility.	Planning Board Town Planner	Short-Term

HOUSING POLICIES	HOUSING STRATEGIES	RESPONSIBLE	TIMEFRAME
	1.3 Provide more flexible standards for home occupations that typically fit well with neighborhood character while increasing performance standards for home occupations involving high traffic, product storage, and noise generation.	Planning Board Town Planner	Mid-Term
2. To allow a greater diversity of housing options.	2.1 With elimination of the Southwest Bend Growth District, consider allowing 3-unit and 4-unit multifamily housing in addition to duplexes in the Rural Residential District with design standards to make them compatible with typical Durham housing (e.g., duplex with accessory apartment, farmhouse-style 4-plex).	Planning Board Town Planner	Mid-Term
	2.2 Explore options for allowing “tiny homes” as accessory dwelling units or as starter homes.	Planning Board Town Planner	Mid-Term
3. To support efforts to develop affordable workforce housing.	3.1 Amend the Land Use Ordinance to allow duplexes on a standard 2-acre lot unless there is an objective basis for requiring a larger lot, such as requirements for on-site wastewater disposal or aquifer protection.	Planning Board Town Planner	Short-Term
	3.2 To reduce road construction and housing construction costs while preserving rural character, allow cluster lot development that reduces lot size and road frontage by up to 50% provided that an effective 100-foot vegetated buffer is maintained or installed along existing external roadways and abutting residential yards.	Planning Board Town Planner	Short-Term
4. To support development of housing for the elderly and disabled.	4.1 Investigate the feasibility, and community interest in creating local community housing for senior residents.	Board of Selectmen GPCOG	Long-Term
	4.2 Allow accessory apartments in single family dwellings as a permitted use subject to specific design standards that encourage owner occupancy and require neighborhood compatibility.	Planning Board Town Planner	Short-Term

Recreation

Comprehensive Plan Goal: To promote and protect the availability of outdoor recreation opportunities for all Durham citizens, including access to surface waters.

Summary of Issues:

- ◆ Durham citizens have public access to the Town's most significant water bodies; Runaround Pond and the Androscoggin River.
- ◆ There are athletic fields, off-road trails, and public and private camping facilities.
- ◆ Durham's recreational resources and opportunities appear to meet existing and future needs, especially in light of recent improvements and acquisitions that have been made over the past decade.
- ◆ The availability of recreational facilities and lands in nearby towns further enhances the community's recreational options.
- ◆ The Durham Conservation Commission, which has historically managed Town parks has been inactive for several years.
- ◆ Working with private landowners, a snowmobile club maintains an extensive trail network. In addition to snowmobiling, these trails also are used by residents for hiking, cross-country skiing, and horseback riding.
- ◆ Residential development in rural areas can reduce outdoor recreation opportunities and block existing and potential trail linkages.
- ◆ Attempting to formalize public access on such trail networks can cause private landowners to limit land access, as can activities that damage or denigrate private property.
- ◆ Maine law limits private landowner liability when members of the public use their land for passive recreational activities.
- ◆ The Town has several private businesses that provide camping opportunities for residents and visitors.
- ◆ Durham has a number of clubs and organizations that support and promote recreational activities.

RECREATION POLICIES	RECREATION STRATEGIES	RESPONSIBLE	TIMEFRAME
1. To preserve open space and expand existing trail networks for recreational use as appropriate.	1.1 Re-establish the Conservation Commission to help implement the open space recommendations of this Comprehensive Plan update.	Board of Selectmen	Short-Term

RECREATION POLICIES	RECREATION STRATEGIES	RESPONSIBLE	TIMEFRAME
	1.2 Develop a comprehensive open space plan for the community that evaluates the potential for expanding protected open space in the Town. This plan should assess the value of open space for a range of benefits including recreational use, retention of scenic views, wildlife habitat protection, protection of groundwater quality and quantity, protection of the quality of surface waters including Runaround Pond.	Conservation Commission	Mid-Term
	1.3 Work with Royal River Land Trust, Androscoggin Land Trust, other conservation organizations, other towns, state agencies, and landowners to explore ways to protect important open space and recreational land.	Conservation Commission	Ongoing
	1.4 Provide educational materials regarding the benefits and protections for landowners allowing public recreational access on their property. At a minimum this will include information on Maine's landowner liability law regarding recreational or harvesting use, Title 14, M.R.S.A. §159-A.	Conservation Commission	Mid-Term
2. Maintain public access to the Androscoggin River, Runaround Pond and Chandler Brook areas for boating, fishing, and swimming, and work with nearby property owners to address concerns.	2.1 Monitor conditions of existing public access to the Androscoggin River, Runaround Pond and Chandler Brook areas for boating, fishing, and swimming, and recommend repairs & improvements.	Conservation Commission Public Works	Ongoing
3. To maintain/upgrade existing recreational facilities as necessary to meet current and future needs.	3.1 Create and maintain an inventory of our recreational resources, including ball fields & other sports facilities, water access points, conservation lands, and trails.	Conservation Commission	Mid-Term
4. Improve identification and development of recreational resources.	4.1 Create a map of existing trails, abandoned roads and future trails and potential linkage with regional recreational resources, including nearby Bradbury-Pineland Corridor Trails.	Conservation Commission GPCOG	Mid-Term

Transportation

Comprehensive Plan Goal: To plan for, finance, maintain, and develop an efficient transportation system to accommodate anticipated growth and economic development.

Summary of Issues:

- ◆ The automobile represents the primary means of getting around in Durham.
- ◆ Within Durham there are three types of roads: major/urban collectors maintained by the State, minor collectors maintained by the Town, and local roads maintained by the Town or private associations.
- ◆ The State owns and maintains two of seven bridges in Durham, and the remainder are the Town's responsibility. Most bridges in Durham have been assessed as a range of good to fair condition, but three bridges only have limited assessment information available.
- ◆ The Tracy Brook Bridge, built in 1918, is the oldest bridge in Durham and has a poor rating for the condition of both the deck and supports.
- ◆ The Town's road design standards encourage high traffic speeds on low volume residential streets, do not support bicycle and pedestrian transportation, and add significant maintenance costs to the Town and private homeowner associations.
- ◆ The Town's regulations and administrative procedures for approving new roads in subdivisions may be inadequate to assure proper completion and long-term maintenance.
- ◆ The State and Town have access management policies to limit new curb cuts on roadways for maintenance, safety, and roadway carrying capacity.
- ◆ All collector road corridors in Durham have a Customer Service Level of A, indicating that there are few if any traffic congestion issues.
- ◆ There are a few high crash and intersection locations that are being addressed with intersection and safety improvements.
- ◆ Durham has no access to public transportation and no dedicated on or off-road bicycle or pedestrian infrastructure.
- ◆ Almost all subdivision roads constructed in Durham are dead-ends, and the Town's roadway design standards do not have any provisions to encourage connectivity and/or compact, efficient design. This development pattern does not allow for expansion to adjacent undeveloped land or encourage the creation of a local street network.

TRANSPORTATION POLICIES	TRANSPORTATION STRATEGIES	RESPONSIBLE	TIMEFRAME
1. To promote fiscal prudence by maximizing the efficiency of Town roads and the state or state-aid highway network.	1.1 Develop a long-term capital improvements plan for needed reconstruction of roads.	Board of Selectmen Planning Board Public Works	Short-Term
	1.2 Annually budget adequate funds for road maintenance and to put into reserves for road reconstruction based on the capital improvements plan.	Board of Selectmen	Ongoing
	1.3 Coordinate the Town's road maintenance and reconstruction programs with the State's road improvements projects where possible and where it is in the Town's interests.	Public Works	Ongoing
	1.4 Investigate opportunities to obtain grants for transportation planning and implementation.	GPCOG Public Works	Short-Term
	1.5 Use training provided by the Maine DOT Local Roads Center for Public Works staff.	Public Works	Ongoing
	1.6 Review requirements for the creation and long-term maintenance of new subdivision roads to ensure that there are adequate performance guarantees and administrative procedures.	Planning Board Town Planner	Short-Term
	1.7 With elimination of the Southwest Bend Growth District, review the Town's road acceptance policy.	Board of Selectmen	Short-Term
2. To prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.	2.1 Develop and implement a road maintenance plan and make the plan public to help inform residents.	Public Works	Short-Term
	2.2 Monitor high-risk road segments and intersections as population and traffic increases.	Public Works	Ongoing

TRANSPORTATION POLICIES	TRANSPORTATION STRATEGIES	RESPONSIBLE	TIMEFRAME
	2.3 Be pro-active on bringing attention of high risk or troublesome areas to the attention of MDOT.	Public Works	Ongoing
	2.4 Submit projects to address high risk or troublesome areas for inclusion in MDOT's Capital Work Plan.	Public Works	Ongoing
	2.5 Be as proactive as possible in reporting needed road maintenance to MDOT, relative to State roads.	Public Works	Ongoing
3. To promote public health, protect natural and cultural resources, and enhance livability by improving the efficiency of the transportation system.	3.1 Develop a sign upgrade plan based on road use, accident rates and state recommendations.	Public Works	Short-Term
	3.2 Encourage MDOT to create bike lanes and more bicycle safety signage on Route 9 and 136.	Public Works	Mid-Term
	3.3 Consider adding paved shoulders adequate to accommodate bicyclists whenever the Town is reconstructing its roads.	Public Works	Ongoing
	3.4 Work with the Androscoggin County Sheriff and the State Police on improving traffic enforcement.	Board of Selectmen Town Administrator	Ongoing
	3.5 Review the Town's road construction standards to explore whether alternative designs could provide better opportunities for multiple travel modes and have less impacts on natural and cultural resources.	Planning Board Town Planner	Short-term
4. To meet the diverse transportation needs of residents (including children, the elderly and disabled).	4.1 Review whether Durham's transportation needs can be best met by participation in PACTS, LACTS, and/or BACTS.	Board of Selectmen Town Administrator	Short-Term
	4.2 Investigate options for encouraging carpooling for commuters and volunteer driver networks to provide needed transportation for underserved populations.	GPCOG	Mid-Term

Public Facilities & Services

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

Summary of Issues:

- ◆ Durham has limited municipal staff and resources. To supplement municipal staff and resources, the Town depends on a regional approach for some services and volunteer resources for others.
- ◆ Continued growth may make it difficult to meet service needs, but growth projections indicate that the current approach could meet service needs for the foreseeable future.
- ◆ The Town Hall has limited meeting space and is not fully ADA compliant. The nearby Eureka Community Center provides supplemental meeting space and is ADA compliant.
- ◆ There is no formal Capital Improvements Plan, but Public Works and the Fire Department have reserve accounts for vehicle & equipment replacement.
- ◆ The recycling rate is well below the State goal of 50%.
- ◆ In 2014, the Town shifted from private contracting for road maintenance to a Public Works Department.
- ◆ The Town does not have a police department and relies on law enforcement services provided by the Androscoggin County Sheriff's Department and State Police Barracks in Gray. There are no dedicated patrols for the community.
- ◆ The Fire Department is a volunteer force with a paid Fire Chief and part-time administrative assistant.
- ◆ Call volumes for EMS services are increasing even as trained volunteers available to provide service is decreasing.
- ◆ The lack of public water service anywhere in Town presents serious problems for fire protection water supplies.
- ◆ Durham has mutual aid agreements with surrounding communities, but there are issues with communications equipment.
- ◆ Durham is part of RSU #5 Freeport and Pownal, offering Pre-K through 8th grade educational services at the Durham Community School, which was a replacement for the prior elementary school and was constructed in 2010.
- ◆ There are no current projections of increased student enrollment that would require expansions.
- ◆ Due to rural densities and the lack of pedestrian facilities, all students are transported to the school by buses or private automobile.

PUBLIC FACILITIES & SERVICES POLICIES	PUBLIC FACILITIES & SERVICES STRATEGIES	RESPONSIBLE	TIMEFRAME
1. To efficiently meet identified public facility and service needs.	1.1 Explore alternative options for delivery of local services, including regional sharing agreements and contracted services.	Board of Selectmen Town Administrator	Ongoing
	1.2 Continue to participate in existing cooperative purchasing programs and explore alternatives with greater cost savings.	Board of Selectmen Town Administrator	Ongoing
	1.3 Review all Town-owned facilities for ADA compliance and develop plans to make them fully accessible and compliant with federal and state laws.	Board of Selectmen Town Administrator CEO	Mid-Term
	1.4 Develop a plan to update computer systems and software every 3-5 years to improve speed and reliability.	Town Administrator Public Info Tech	Short-Term Ongoing
	1.5 Develop the Town's information database and technology to include the following online services; vehicle registrations, hunting/fishing licensing, electronic funds transfer for property tax, and other fee payments, submission of building permit applications, real estate assessment data and expand over the next 10 years.	Town Administrator Public Info Tech	Long-Term
	1.6 Actively recruit new members to community and municipal boards. Work with families and schools to instill a culture of civic pride and understanding of the importance of civic participation.	Board of Selectmen Town Administrator Planning Board	Ongoing
	1.7 Provide relevant training for Town boards and committees.	GPCOG Maine Municipal Assoc.	Ongoing
	1.8 Develop or improve new resident packages to make them aware of available Town services and facilities.	Town Administrator Public Info Tech	Short-Term Ongoing

PUBLIC FACILITIES & SERVICES POLICIES	PUBLIC FACILITIES & SERVICES STRATEGIES	RESPONSIBLE	TIMEFRAME
	1.9 Explore transitioning to a Town Manager/Select Board form of government.	Board of Selectmen Town Administrator	Mid-Term
2. Improve the efficiency of operations and control costs of services delivered by the Public Works Department.	2.1 Evaluate Public Works equipment for refurbishing or replacement to help decide either to upgrade or extend the life of the equipment.	Public Works	Ongoing
	2.2 Based on the evaluation in Strategy 2.1, include periodic equipment replacement in the Capital Improvements Plan and provide reserve funds in annual budgets.	Board of Selectmen Planning Board Town Administrator	Ongoing
	2.3 Develop an objective system based on MDOT standards for evaluating the condition of all Town-maintained roads and determining maintenance, rehabilitation, and reconstruction needs.	Public Works	Short-Term
	2.4 Based on the evaluation in Strategy 2.3, develop a formal maintenance program for all Town-maintained roads and construction cost estimates for road rehabilitation and reconstruction projects to be placed in the CIP. Include funding for reserves in annual budgets.	Public Works Board of Selectmen Town Administrator	Mid-Term
3. Improve the efficiency of operations and control costs of Public Safety services.	3.1 Develop a plan for ensuring adequate water supplies for firefighting needs.	Fire Department Planning Board Town Planner	Mid-Term
	3.2 Include any capital needs identified by Strategy 3.1 in the CIP and provide reserve funds in annual budgets.	Board of Selectmen Planning Board Town Administrator	Mid-Term Ongoing
	3.3 Evaluate Fire Department equipment for refurbishing or replacement to help decide either to upgrade or extend the life of the equipment.	Fire Department	Ongoing

PUBLIC FACILITIES & SERVICES POLICIES	PUBLIC FACILITIES & SERVICES STRATEGIES	RESPONSIBLE	TIMEFRAME
	3.4 Based on the evaluation in Strategy 3.3, include periodic equipment replacement in the Capital Improvements Plan and provide reserve funds in annual budgets.	Board of Selectmen Town Administrator	Ongoing
	3.5 Keep the Hazard Mitigation Plan updated in order to qualify for Federal disaster relief.	Fire Department Public Works Planning Board	Mid-Term
	3.6 Participate in a regional firefighter training and recruitment program with automatic/mutual aid departments and seek funding under FEMA's Staffing for Adequate Fire and Emergency Response (SAFER) and other sources.	Fire Department	Mid-Term Ongoing
	3.7 Encourage residents to improve access to and identification of their homes for emergency services.	Fire Department Planning Board CEO	Ongoing
	3.8 Explore the public interest and cost in contracting additional law enforcement coverage.	Board of Selectmen Town Administrator	Mid-Term
	3.9 Collaborate with the County Sheriff's office to ensure adequate police coverage while securing an equitable funding policy.	Board of Selectmen Town Administrator	Mid-Term
	3.10 Conduct a study of emergency response times for all Public Safety services to determine level of need and adequacy of services.	Fire Department GPCOG	Mid-Term
4.0 Improve the efficiency of operations and control costs of solid waste and recycling services	4.1 Raise public awareness on single stream recycling. Create a list of incentives to meet the state goal of 50%.	Conservation Commission	Mid-Term

Fiscal Capacity

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

Summary of Issues:

- ◆ Most of Durham's nearly \$8 million in annual revenues come from property and excise taxes.
- ◆ Because of significant reductions in State revenue sharing, the proportion of total revenues represented by property taxes has continued a steady upward trend since the early 1990s.
- ◆ The school budget is separate from the municipal budget and is administered by the RSU.
- ◆ The largest expenditure component of the 2016 \$3 million municipal budget was Public Works (50%), followed by Fire and Rescue (16%), County taxes (13%), and Town Administration (11.5%). The remaining budget categories combine for less than 5% of municipal expenditures.
- ◆ Durham's property tax mil rate increased by nearly 20% between 2000 and 2017.
- ◆ Since 2000, the category of school budget has accounted for about 75% of the mil rate.
- ◆ Even though Durham's mill rate has increased over time, the rate is generally below the state and county average, and on par with surrounding communities.
- ◆ According to the Maine Municipal Bond Bank, Durham currently has three municipal bonds with a total outstanding balance of approximately \$2.7 million as of November 1, 2017, well within limits set by the State.

FISCAL CAPCITY POLICIES	FISCAL CAPACITY STRATEGIES	RESPONSIBLE	TIMEFRAME
1. To finance existing and future facilities and services in a cost effective manner to maintain a stable property tax burden in an accountable and transparent manner.	1.1 Maintain healthy fund balance.	Budget Committee Board of Selectmen Town Administrator	Ongoing
	1.2 Over the long term, manage for a local net assessed valuation of 90% or above compared to the State's full valuation.	Budget Committee Board of Selectmen Assessor	Long-Term

FISCAL CAPACITY POLICIES	FISCAL CAPACITY STRATEGIES	RESPONSIBLE	TIMEFRAME
	1.3 Make annual contributions to a reserve fund for periodic town-wide revaluations in order to maintain a local net assessed valuation of 90% or above compared to the State's full valuation.	Budget Committee Board of Selectmen Town Administrator	Ongoing
	1.4 Explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies.	Board of Selectmen Town Administrator All Departments	Ongoing
	1.5 Participate in regional initiatives in solid waste, transportation, and cooperative purchasing and tax assessment/ revaluation services that improve efficiency and control operating costs.	Board of Selectmen Town Administrator All Departments	Ongoing
	1.6 Explore grant opportunities available to assist in the funding of services and capital investments within the community.	GPCOG Board of Selectmen Town Administrator All Departments	Short-Term
	1.7 Maintain a listing of grants and deadlines for financing special projects.	GPCOG Town Administrator	Ongoing
	1.8 Complete a comprehensive review of existing fee structures for all departments, review periodically and adjust fees as necessary.	Town Administrator All Departments	Short-Term Ongoing
	1.9 Conduct an analysis of the pros and cons of changing from a calendar year to a fiscal year budget (July 1—June 30).	Budget Committee Board of Selectmen Town Administrator	Short-Term

FISCAL CAPACITY POLICIES	FISCAL CAPACITY STRATEGIES	RESPONSIBLE	TIMEFRAME
	<p>1.10 Implement and maintain a Capital Improvement Plan that will:</p> <p>(a) Identify and summarize anticipated capital investment needs within the planning period in order to implement the comprehensive plan;</p> <p>(b) Establish general funding priorities among the community's capital investments; and</p> <p>(c) Identify potential funding sources and funding mechanisms, including grant funding options.</p>	<p>Board of Selectmen</p> <p>Town Administrator</p> <p>Planning Board</p> <p>All Departments</p>	Short-Term
	<p>1.11 Develop a maintenance plan for all public facilities and identify upcoming areas of repair or replacement to include funds in the CIP and annual budgets.</p>	<p>Board of Selectmen</p> <p>Town Administrator</p> <p>All Departments</p>	Short-Term
	<p>1.12 Anticipate the possibility of further reductions in state support and develop contingency plans for how lost funds will be compensated for.</p>	<p>Board of Selectmen</p> <p>Town Administrator</p> <p>All Departments</p>	Mid-Term
	<p>1.13 Support legislative initiatives to increase state financial support to towns and schools.</p>	<p>Board of Selectmen</p> <p>Town Administrator</p> <p>State Representatives</p> <p>Maine Municipal Assoc.</p>	Ongoing
	<p>1.14 Advocate for required fiscal impact analysis of all State incentive programs that result in revenue losses to municipalities.</p>	<p>Board of Selectmen</p> <p>Town Administrator</p> <p>State Representatives</p> <p>Maine Municipal Assoc.</p>	Ongoing