HALLOWELL COMPREHENSIVE PLAN

CITY OF HALLOWELL, MAINE

PREPARED FOR THE CITY OF HALLOWELL BY LEVINE PLANNING STRATEGIES, LLC MARCH 2022



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CITY MANAGER

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INTRODUCTION AND SUMMARY

2022 Hallowell Comprehensive Plan 3

LAND ACKNOWLEDGMENT

If you are a settler in the state we call Maine, you live on unceded land of the Wabanaki. We extend our respect and gratitude to the many Indigenous peoples and their ancestors - whose rich histories and vibrant communities include the Abenaki, Maliseet, Micmac, Passamaquoddy, and Penobscot Nations and all of the Native communities who have lived here for thousands of years - who were forcibly removed from their lands, and who live here still, in what is known today as Maine, New England, and the Canadian Maritimes.

We are sustained by these living lands and waters. We affirm the inherent sovereignty of the Wabanaki. This acknowledgment does not rectify the ongoing violence of settler colonialism, but is rather meant to cultivate an unsettling awareness of its persistence, toward building reconciliation which we recognize as we work for climate justice.

We can take a moment to reflect on how we might collectively liberate ourselves from the structural oppression and inequity inherent in the relationship between our predominantly white settler culture and those indigenous to this place, to the land and water itself, and to all beings who dwell here. We all have a responsibility to continue working to change the systems that continue to allow injustice and inequity to exist. This document is Hallowell's Plan, a Comprehensive Plan under the Maine Growth Management Act (30-A M.R.S.A. §4312 et seq.) More importantly, however, it is a vision and an action plan for the City of Hallowell in the 2020s.

Many challenging factors are coming together in this small city on the Kennebec River:

- → The COVID-19 pandemic has created challenges for local businesses and residents alike. At this point there is no clarity about how the pandemic will play out and how it will affect Hallowell. For this reason, this plan needs to be flexible and responsive to changes in conditions;.
- ➔ An increasing gap between what households can afford to pay for housing and what housing costs in Hallowell and across Maine;
- An increasing concern about Climate Change, not as something that may happen in the future, but something that is happening in Maine right now; and
- ➔ A newfound awareness of the challenges of racism and the role of institutions in promoting and preserving inequities.

At the same time, there are many assets in Hallowell's people and institutions that can help address challenges:

- ➔ An active and informed public that is guided by a concern for the common good;
- ➔ An interest in welcoming new residents into the City, while at the same time trying to ensure that current residents can remain;
- ➔ A strong commitment to the common good, as shown by local institutions; and

➔ A willingness to do more with less and try to address issues in a cost-effective and smart manner.

While this plan covers all the required elements of the Growth Management Act, it is also structured to prioritize local interests and needs. After identifying a vision for the future of the City, the sections in the primary plan document outline top local issues:

- 1. Housing;
- 2. Mobility;
- 3. Arts & Culture;
- 4. Families & Youth;
- 5. Public Facilities;
- 6. Recreation;
- 7. The Economy & Downtown; and
- 8. The Outdoors.

Additional details on these and other topics are provided in the Appendices, which include details on existing conditions.

Although much of this data was collected prior to the COVID-19 pandemic, the ultimate goals, policies and strategies that are the heart of the plan factor in not just data from 2019, but the concerns that came to light in 2020 and 2021 as schools and businesses adjusted to current conditions.

We don't know for sure what the future holds for Hallowell, the State of Maine, the U.S.A., or the world. But this plan provides a framework for decision-making and action regardless of the specifics of events in the next few years. We hope you take the time to explore it and get involved in civic activities in Hallowell!

- MEMBERS OF THE COMPREHENSIVE PLAN COMMITTEE



PUBLIC PARTICIPATION

Hallowell's population is engaged and interested in their community. Despite that engagement, as this plan was being developed during the COVID-19 pandemic, we knew it would be important to use a variety of outreach methods and provide time for people to engage in the process. Although we still may not have reached as deeply into the community as we would have liked, the outreach process involved feedback from a good crosssection of the population, many of whom connected at more than one time.



WE'VE BEEN LEARNING A LOT ABOUT HALLOWELL!

LEARN ABOUT THE COMPREHENSIVE PLAN

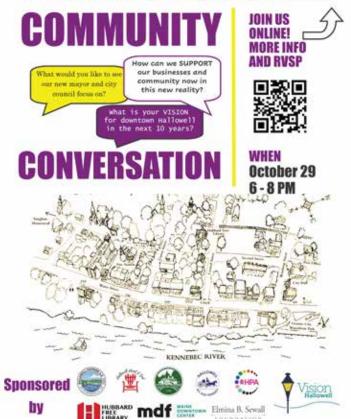
AND

TELL US YOUR THOUGHTS ABOUT HALLOWELL!

Join our online event: Saturday, December 12th 2 to 4 pm.

Also fill out our community survey

For more information: Hallowell Comprehensive Plan web page HTTPS://CUTT.LY/HALLOWELLCOMMUNITYCONVO



There were also other planning efforts under way during the development of this Comprehensive Plan. Hallowell Heart & Soul was working with the national organization Community Heart & Soul on a resident-driven process to identify what residents love about Hallowell, what future they want for it, and how to achieve it. Vision Hallowell was working with a range of organizations to help develop a vision for downtown as a Main Street Maine affiliate. In addition, the All Age-Friendly Committee works to promote and improve the city as welcoming and accessible for people of all ages and abilities. Finally, the Local Task Force on the Municipal Data Across

Sectors for Public Health, or M-DASH, was helpful in sharing information and providing context for our work.

These various efforts complemented our outreach efforts and helped overcome the Zoom fatigue and lack of person-to-person meetings during 2020 and early 2021. As we moved into the summer of 2021, though the pandemic had a resurgence, the



Hallowell Comprehensive Plan

We want to know what issues you think are most important to address in our next Comprehensive Plan. Over the past nine months, we've analyzed existing conditions in Hallowell and come up with these lists of top issues. Right now, we aren't recommending any solutions to these issues. We want to look at which ones are most important to residents before we do that.

We recommend you look at the Existing Conditions report on our web page before filling out this survey, but you don't have to! Feel free to fill out all 11 guestions, or skip some and only fill out the ones you are most interested in

The Existing Conditions report is available here: https://tinyurl.com/HallowellExistingConditions

There are also links to each subject area in each part of the survey

Click forward to the next page to get started

jlevine@levineplans.com (not shared) Switch account



The Hallowell Champion 😁

lowell All-App-Friendly Newslatter, Volume 1 Issue 2 Hallowell 1820: MAINE200 A Celebration of Maine's Bicentennial

in 2020, an -04 owell" has a great story Did you know that it is place of the Maine State Se It that the city was actually chosen the legislature to be the State pital for a few brief hours? These

primit for a few brief hours? These both a few of the bistorieal idebits ing sevored during the year. When Benjamin Vanghan oposed the emblems for the State at that would come to represent aires's identity and advocated Hallbasell to become the State. fallowell to become the State al, he had been living in our for over two decades been born in Jamaica in England, and travelled chof the world, Vaughan ly suited to identify the nat made the new state nd our small city unique. How much did the community

How much did the community e was surrounded by influence he elements he choice to represent dator's identity? Why was fallowell considered size of the top andstates for the Capital, and how it it loss this boont to Augusta? What was Hallowell like in 1820? This year, you'll have plenty of hances to find out! To henor Mane's Bicentermal the year, Hallowell's Bicenterman

us year. Hallowell's Bicentennial committee and local cultural groups have come together to create a series of programs entitled "Hallowell (850" that will include loctures, tours, arts programs, gatherings, and exhibits that celebrate Maine

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Old South Congregational Church party location history and highlight what community was like during

eriod that led up to and followed Maine statebood

Preparty Party!

Row House, Hallowell's Historical Society, invites everyone for cake and see cream to kick off our city's Preparty Party celebration of the State's Bicentennial. The of the state's incentential. The "official" celebration will be held on Sunday, March 15, at the Augusta State Armory. The festivities in Hallowell, however, start a day

BICENTENNIAL Continued on page 2

Small City Big Plans There's a lot to like in Hallo

a be down and no s And of o be missed. Our quality of be taken for granted planning will ensure the Thoug sure those qualities re maintained and enhanced

The City of Hallowell is begin new comprehensive plan, erarching policy and str The tallowell in 2040, eem like a long tir t's no farther than the year 2000 in in the past.

What is a comprehensive ft is a stat ity should be heading good compr good compresenting of current condition in inventory of current condition It looks at subject areas such transportation, housing, histo development places, economic development and natural resources. It describes and matural resources it describes where things are tody and where they have been in the past and isolits at opportunities and challenges in useful of these arous. Based on communities, the collected data, and the successes of other communities, the successes of other communities, the successes

comprehensive plan will outline a future vision for the City Finally

PLANS Continued on page 15

For the full INSIDE SCOOP, see page 3!

relatively high level of vaccinations in Maine allowed us to have some outdoor in-person interactions.

Our outreach efforts included the following:

→ In October 2020, we participated in Vision Hallowell's Community Conversation:

In November and December 2020, we held two online events to explain the Comprehensive Plan process and get feedback from attendees:



➔ Following these events, we developed and publicized an online survey for a deep dive into interested residents' views on key issues, which received over 50 responses;

→ Working with partners from the All Age-Friendly Committee, we wrote a regular column in The Hallowell Champion, a quarterly publication that went out to all households in Hallowell;

➔ For one of the issues of the Hallowell Champion, we included a mail-back short survey in order to reach residents who may not have been comfortable with the online survey or for whom the online survey was too long. We received over 50 mail-back responses;

→ Over the summer of 2021, we set up tables at community events such as Rock on the River and the Stevens Commons Farmers Market to provide information about the Comprehensive Plan vision statement and receive feedback.

➔ In October 2021 we included a "Comprehensive Plan trivia" quiz in the Hallowell Champion in order to encourage residents to look at the draft Plan.







Summary of Public Sentiment

Naturally a variety of opinions exist in the community, we discovered some common themes among the responses we received. Residents care deeply about the community, its schools and natural places, and the vitality of downtown. They are interested in providing for pedestrian and bicycle connections, while ensuring that it is safe to travel around the City in a variety of ways. Residents are interested in promoting a climate-friendly community, as well as improved broadband connections. There is a deep appreciation for arts & culture and the role they play in the character of Hallowell.

Some of the key findings from our initial, online survey include the following:

Trail Systems: Several questions asked about the Rail Trail and trail connectivity. In each category where these topics were covered, Rail Trail questions were selected as priorities by over half of respondents.

Broadband: Broadband questions received significant interest from respondents in both categories where they appeared. Respondents recognize that broadband is a need for residents as well as to support economic activity. Downtown: The downtown is important for both recreational and economic activity, with questions about the boat launch, public parks, downtown walkability, and business activity all scoring highly.

Mobility: Overwhelmingly, respondents were interested in a Complete Streets Policy. Several questions regarding sidewalk connectivity and walkability received interest from respondents, indicating a desire to explore varied modes of transportation.

Economic Activity: Economic growth was a consistent theme in several categories including historic preservation, arts, culture, walkability, and recreation. Respondents are clearly interested in how Hallowell's reputation and assets can be used as economic drivers.

Balance between Growth and Affordability: Affordability of housing was a significant topic of interest, from exploring options to create affordable housing options to the impact of rising taxes on homeowners. Selections also indicate a desire to preserve agricultural land, while still allowing for development.

The short mail-back survey that followed was more focused on specific potential actions and residents' reaction to them. Return Address

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SOME THOUGHTS ON PLANNING

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their plan." - Winston Churchill

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SIDES

Levine Planning Strategies PO Box 7215 Portland, ME 04112-7215



The City is in the process of developing a new Comprehensive Plan — a roadmap for where the City should go over the next ten years. We want you to know about it and give us your thoughts!

This new plan looks at Hallowell today and creates a roadmap to guide public and private action and investment. Hallowell is a highly engaged community, so we are partnering with Vision Hallowell and Heart and Soul Hallowell to ensure that there are lots of chances for public input.

The first phase of the Plan — which outlines existing conditions and identifies issues that warrant further study — is almost complete. Over the winter and spring, we will explore these issues based on the values of the community, and develop a realistic list of initiatives and policies for the City to pursue in the 2020s for the City Council.

The final Plan will likely go to the City Council and state for approval in mid-2021. The development of a new plan is a chance for the City and its residents to collaborate on where Hallowell should go over the next ten years and how to get there! For more information about the committee, check the Comprehensive Planning Committee's web page at: https://tinyurl.com/hallowellcpc

Inside this flyer is a quick survey we'd love for you to take the time to fill out and mail to us. You can fold up this entire flyer, put a stamp on it, and mail it. Or you can put it in an envelope and mail to:

Levine Planning Strategies, PO Box 7215, Portland, ME, 04112-7215

THE SIDES ٠

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top in two places.

If you prefer, you can fill out this survey online at: https://tinyurl.com/HallowellSurvey2021 Take our survey - see inside





"Men [and women] often oppose a thing merely because they have had no agency in plan-

"Those who plan do better than those who do not plan, even should they rarely stick to

to make every decision that we make relate to the welfare and well-being of the seventh generation to come. ... What about the seventh generation? Where are you taking them?

What will they have?" - Oren R. Lyons Jr., Native American Faithkeeper of the Turtle Clan of the Seneca Nation

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ning it, or because it may have been planned by those whom they dislike." - Alexander Hamilton

"We are looking ahead, as is one of the first mandates given us as chiefs, to make sure and

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the back

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The most popular of these potential actions were the following:

- Keep downtown healthy and allow it to thrive and grow
- Improve bike and pedestrian amenities like the Kennebec River Rail Trail
- Protect water resources such as the wellhead in Chelsea, local streams, and the Kennebec River
- Meet the needs of seniors by funding senior housing and services
- City ordinances should be creative in allowing redevelopment of large buildings
- Build more sidewalks to complete walking transportation networks; and

• "Build back better": focus on how the City can quickly recover from COVID-19.

Although these surveys cannot gauge the full opinion of all residents and business owners, they do provide valuable insight into public sentiment. Along with the on-line events and inperson tabling, they helped us create a Vision Statement for the community.

All public input, combined with the detailed existing conditions documents, guided our development of a Future Land Use Map and goals, policies and strategies for the next ten to 20 years.





HOW TO USE THIS PLAN

The "Comprehensive" Nature of the Comprehensive Plan

By its very nature, a comprehensive plan tends to be general. Given both the longer time frame and the broad scope — covering everything from housing and economic development to public services and the preservation of natural and cultural resources —these plans cannot necessarily include the same level of detail or specificity as more focused, neighborhood- or issue-specific plans. But importantly, this should not be taken as an excuse for vague objectives or unclear analysis. Quite to the contrary, the general nature of comprehensive plans dictates that the findings and recommendations be as clear as possible, while still being flexible enough to allow for changing circumstances and new information. (And importantly, as noted below, keeping the plan current over time is an important way to continue the planning process and breathe life into the document.)

There is a difference between clear recommendations and fixed or concrete ones, comprehensive planning should strive for the former, setting a course for direction without necessarily dictating a rigid path of action. The distinction between a compass and a set of directions might be relevant here: while directions will allow you to navigate a known landscape reliably, they fall short when changes are encountered. A compass, on the other hand, can help you find your way even through unfamiliar or shifting terrain.

The goals and objectives presented here can be used to help the City move forward through a likely and expected future (if forecasts and trends are predictable), but will also prove useful when confronting uncertainty or change. Given the number of "unprecedented" developments over just the last two years, the wisdom of this more flexible approach is clear. Imagine if a rigid, detailed, lock-step plan were developed just three years ago, without the knowledge of what was to come?

All that said, skeptics may question the value of bringing all this information and public engagement together in a plan, noting that many such plans seem to "sit on the shelf" without being referenced or implemented. If more specific plans or studies are needed during implementation, what is the value of the overarching plan? To address these objections, the following sections describe a number of functions that this plan can serve, now and in the years ahead.

Required Certification Under Growth Management Act

One of the most basic reasons for a comprehensive plan is quite simple: it's required by state law. Communities in Maine have been making local land use plans since the early 1900s, and they have been an essential part of the state's framework for land use and zoning since the 1940s. Legislation passed in the 1980s and subsequent revisions shaped the present regulatory environment for local comprehensive plans, including the requirement that local plans be consistent with the state's Growth Management Act. (The current plan has been developed with these requirements and certifications in mind — see the Appendices.)

State Planning Incentives for Certified Plans

Beyond the requirement for a plan consistent with the Growth Management Act, the state has outlined a number of other incentives for local comprehensive plans, noting that only those communities with a certified comprehensive plan can:

- Enact legitimate zoning, impact fees, and rate of growth ordinances;
- Require state agencies to comply with local zoning standards;
- Guide state growth-related capital investment towards locallychosen growth areas;
- Qualify for Site Location of Development Act exemptions for certain growth-area developments;
- Qualify for relaxed MaineDOT traffic permit standards for certain growtharea developments; and
- Qualify for authority to issue Natural Resources Protection Act (NRPA) and Site Location of Development Act permits.

Statewide Grants and Other Financial Incentives

Having a current certified plan will also help the City receive priority for certain grants and other funding opportunities. According to the state, over \$80 million is awarded annually through 25 state grant and loan programs with some level of consideration of local comprehensive plans, including Community Development Block Grants, Land for Maine's Future, the Municipal Investment Trust Fund, DEP 319(h) Non-Point Source Protection Grants, DEP State Revolving Loan Fund, SPO Plan Implementation Grants, and grants from the Land and Water Conservation Fund. (The background data and analyses contained in the plan's various sections may also prove useful when applying for these and other programs.)

Benefits of Inter-Plan Consistency

Beyond these statewide requirements and incentives, a local comprehensive plan helps ensure consistency across a wide range of subsequent planning efforts at the local and regional levels, providing the benefits of coordination and efficiency. Local capital plans, neighborhood plans, open space and recreation plans, downtown revitalization efforts, and even regional transportation plans can all be coordinated through a process that seeks and enforces consistency with the comprehensive plan — and through it, the State Growth Management Act — resulting in better decision-making, attention to possible connections or synergies across issues (or, conversely, any potential conflicts), and the ability to seize opportunities to advance long-term or complex objectives through these component processes.

Providing Guidance for Future Decisions

Just as the recommendations of the comprehensive plan can provide a framework to coordinate other sector-specific planning efforts, attention to the goals and objectives of the comprehensive plan will help guide the many decisions made throughout the City, both routine and unexpected. Everything from zoning approvals and ordinance changes or the structure of local economic incentive programs to questions of land acquisition, infrastructure design, or the development of schools and other public services can be connected to the comprehensive plan. While each situation or context is different and the answers to future questions cannot be simply "looked up" in the plan, the relevant section can be consulted by boards and officials, to ensure that whenever possible municipal actions advance these goals.

The Process is as Important as the Plan

Finally, although the plan itself contains a wealth of information, solid analysis, and clear goals for the future of Hallowell, what it represents is much more than just data and recommendations. This plan did not fall from the sky, nor was it written by a single consultant or committee working alone. It was the result of a prolonged process bringing together neighbors, City officials, business owners, service providers, developers, nonprofit and cultural groups, and other stakeholders to find common ground and chart a course for the City's future. As such, the plan is simply the physical representation of hundreds of conversations sharing experiences and perspectives. Although less tangible, the relationships formed through this process are as important as are words on the page, and to the maximum extent possible, they should be maintained in the years ahead to ensure that the plan is a living, breathing document.



Photo: Rosemary Presnar



VISION STATEMENT & FUTURE LAND USE

TYING ALL THE ELEMENTS INTO A VISION

Through extensive conversations throughout the community, we have thought about what makes Hallowell a great place. These essential elements are what should be preserved and enhanced in the next ten years as we implement this plan. The vision for Hallowell below is the essence of the plan. All the goals, policies and strategies that follow come out of this essential vision.

The elements of this vision are also interconnected. The visual on the next page helps reinforce the idea that all six of the elements of the vision must be completed as a set and will reinforce one another to help Hallowell thrive in the 2020s.

In particular, we want to acknowledge the work of the IDEA Task Force to make Hallowell a more inclusive and welcoming community. We also want to express our gratitude to Vision Hallowell and the Hallowell Heart & Soul work that went on as we developed these plans. This plan is designed to complement all of that work and reinforce the dynamic and diverse elements of Hallowell.

In addition, we want to emphasize the challenges that climate change will present to Hallowell, and the entire planet, over the next generation. This vision should be viewed as an effort for the City to do its part to make sure we leave a livable world to the next generation and beyond.

A VISION FOR HALLOWELL IN 2030

Home for many centuries to the Wabanaki people, Hallowell became the shire town of Kennebec County. In the industrial era, maritime shipping and railroads connected Hallowell to the country and to the world. Today, digital technologies give us the ability to once again bring the world to Hallowell and Hallowell to the world.

Hallowell will continue to be a welcoming place to live, work, raise a family, and enjoy arts and culture. We will welcome all people to visit and live:

• By providing a variety of quality neighborhoods, housing options, schools and community engagement opportunities, Hallowell will be *home*.

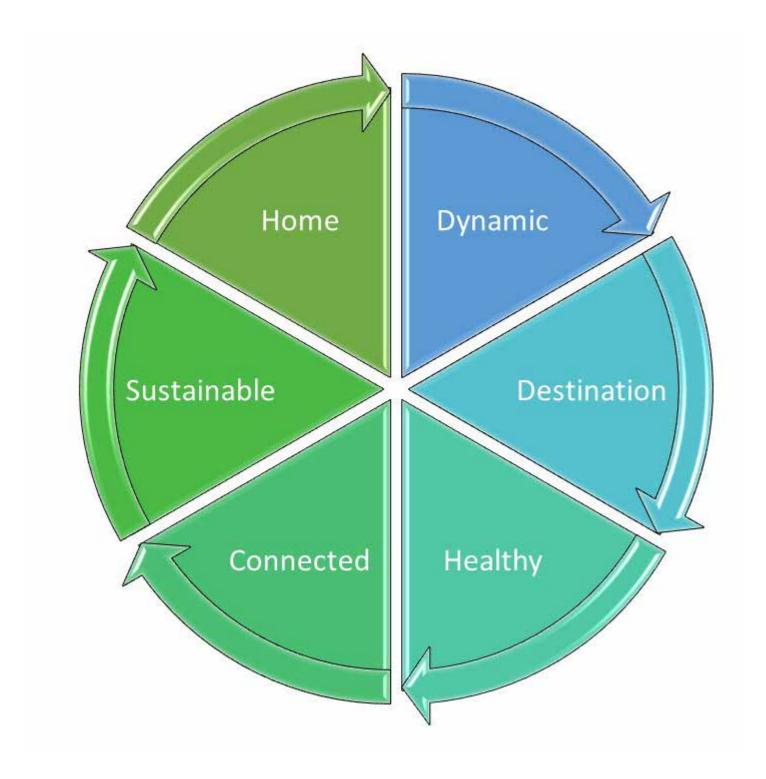
• By investing in a thriving downtown and employment opportunities, Hallowell will be *dynamic*.

• By providing unique and quality recreational, artistic and cultural opportunities for all, Hallowell will be a *destination*.

• By providing a variety of ways for people to live actively while protecting our natural resources, Hallowell will be *healthy*.

• By embracing new ways to link to the rest of the world, Hallowell will be *connected*; and

By investing in low-carbon initiatives and lifestyles, Hallowell will be *sustainable*.



RURAL AND GROWTH AREAS

Under the Growth Management Act, communities are asked to identify rural and growth areas, as well as having an option to designate transition areas. In Hallowell, we have chosen to identify "rural" areas where low-level residential development and some very light commercial and agricultural uses dominate and "growth" areas where growth is more likely to occur.

We do not imply that "growth" areas would become urban in the sense of some highly developed communities in the state, but that these are areas of the community where future development needs should primarily be accommodated.

The map on p. 25 outlines our designations of growth and rural areas. The growth areas include much of the City east of the interstate highway, with some notable exceptions in the southern part of Hallowell, as further specified below. The rural areas include most of the City west of the interstate, as well as a large portion on the Farmingdale boundary to the south.

One area that is subject to additional discussion is the Whitten Road corridor leading from Winthrop Street to the Augusta city line. This area is identified as a transition area under the Growth Management Act, with the understanding that further analysis of the zoning district designations is warranted.

In addition, all critical natural resources areas are designated as Critical Resource Areas in this future land use map, though the scale is not adequate to show that detail.

This map helped build a framework for the future land use map which outlines more specific land use categories based on this general characterization.

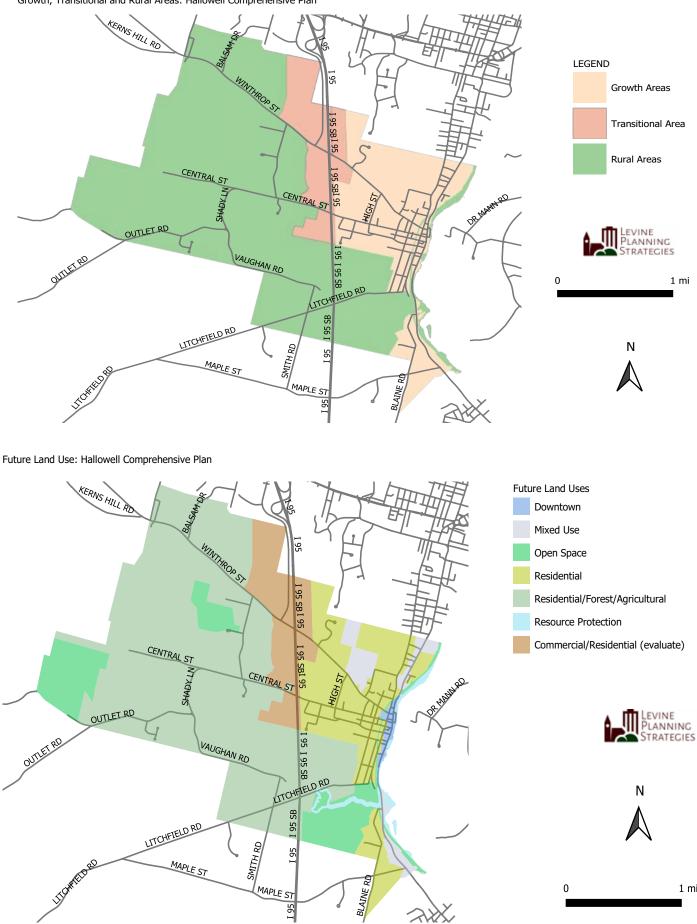
More details on the current uses, and a general framework for thinking about the land uses in Hallowell, are in the Existing Land Use section in Appendix 1.

FUTURE LAND USE

The future land use map for Hallowell is on p. 25. This map shows the generalized planned land uses that will serve as the basis for goals, policies and strategies in this plan. Each land use is briefly described as follows:

- Downtown: This is the core of downtown Hallowell, centered by Water Street. This area will continue to consist of a mix of uses, with retail and artistic uses dominating the bottom floors and office and residential uses upstairs. On Second Street, residential will be common on the first floors as well. This area is a regional as well as a local attraction.
- Mixed Use: These are areas with more than one primary use, similar to Downtown, but with a somewhat lower density and a wider variety of ground floor uses. This area is primarily Stevens Commons and the northern and southern ends of Water Street. These are areas where attractions may be regional, but the intensity of use is less than Downtown.
- Open Space: These are public and private areas that are likely to remain as open space and recreational areas to provide local and regional recreational areas, as well as areas to provide habitat and watershed protection.
- Residential: These areas are primarily single- and two-family homes at low- to medium-densities with a walkable street grid in many places. A focus of new development in these areas should be connectivity, both in terms of roads and sidewalks, but also through connection to public services.
- Residential/Forest/Agricultural: These parts of Hallowell have lower levels of residential density, generally along major road corridors. Some denser planned developments exist in these areas, but the overall pattern is of clustered development that preserves open space and potential agricultural lands.
- Resource Protection: These are areas immediately adjacent to sensitive resources where development should be minimized.
- Commercial/Residential (evaluate): These areas consist of commercial, residential and light industrial uses, including office space, housing, and other uses. Unlike the Mixed Use districts, however, this is a lower density area. The uses and zoning in these districts should be evaluated to determine if these characteristics are appropriate, or whether some of these areas should be more traditionally mixed use or residential. These are not transitional areas in that they have their own characteristics, but could transition to new use patterns over time.

Growth, Transitional and Rural Areas: Hallowell Comprehensive Plan



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LAND USE STRATEGIES

There are a number of land use strategies in this plan. However, there are a few strategies that relate specifically to the future land use map that are not directly referenced in other sections:

- Evaluate the desired future land uses of the BB and BC zones (identified in the future land use map in brown.) Explore the existing land uses, desired future land uses, and the effects of regulatory changes made after the last comprehensive plan. Options that should be explored include evaluating the commercial and light industrial uses in this zone and if they still represent the best uses for that area. The possibility of including housing in those zones as allowed uses should be considered.
- Rezone the Effie L. Barry Conservation Area to Open Space;
- Create an extended level of resource protection upstream from Cascade Pond to key tributaries along the Vaughan Watershed; and
- Ensure that all public open spaces that are intended to be permanent are zoned Open Space.

Hallowell is also committed to the policies and strategies for future land use plans outlined in Section 4 of Chapter 208 ("Comprehensive Plan Review Criteria Rule") as further refined in this Plan.

SPECIFIC GROWTH AND TRANSITIONAL AREAS

The following areas are designated as specific growth areas in Hallowell, a subset of the overall growth area in the map on p. 25 where most of the new growth is expected and should be accommodated:

Downtown areas and the Northern Gateway - Including the majority of residential & commercial development in the city, the area between the highway and Water Street (along Central St.) and from the boundary with Augusta to the southern Rail Trail trailhead (Water St/Rt 201).

The Southern Gateway - abutting the downtown area and extending west to the highway and south to the Farmingdale boundary. This area includes public works, residential neighborhoods, and some mixed-use development along Route 201. Although not in Hallowell, the Hall-Dale Middle and High Schools are just over the boundary in Farmingdale and contribute to the development pattern in this area.

As shown in the map, the following transitional area is designed in Hallowell:

Whitten Road from Winthrop Street to the Augusta Boundary. As described above, the City should think carefully about whether significant additional development is appropriate back toward the elementary school along Winthrop St. given concerns about runoff into the Vaughan Brook watershed, the potential for increased traffic congestion from additional curb cuts, and the continuation of gradual sprawl along one of the main entrances to Hallowell.







What are Goals, Policies and Strategies?

You see them referred to throughout this Plan.

Here's a summary of what they are.

Goals

What Hallowell looks and sounds like if strategies are implemented and policies are followed

If all actions are completed and policies followed, this is the anticipated and desired outcome.



Best practices to make the goals happen

When the City is confronted with decisions to be made, these policies create a framework to support the decision-making process. All tasks, workplans, and actions should be in alignment with these policies, even if not specifically outlined in the Comprehensive Plan strategies.



Tasks that allow actual practices in Hallowell to more closely align with the best practices outlined in the policies

These tasks can help the City to move closer to the goal. They are not intended to be a complete list of all actions that need to occur to achieve the goal, but a starting place to move toward it.





FOCUS ON... HOUSING

HALLOWELL'S PLAN

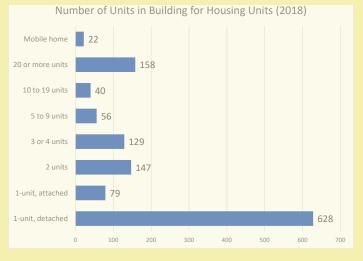
As with many cities and towns in Maine, Hallowell includes excellent examples of a historic business district and homes with many building types including single- and multifamily homes, both intown on smaller lots and rural homes on larger lots. Single family homes dominate the building stock.

As Hallowell's population becomes more diverse, its housing stock will need to do the same. Residents who wish to remain in the community may need to move to smaller or larger homes depending on their life change. Newcomers to Maine may have different family sizes, transportation resources and household needs. Professionals moving to town may wish to live in a different type of housing than a single-family home and have high speed Internet needs.

A large portion of Hallowell's intown buildings are within a historic district. There are over 1,250 homes in Hallowell, of a variety of types, sizes and prices. Approximately two-thirds of those units are owner-occupied; while the other third are renteroccupied.

Year	Median	an Median	
	House Value	Tax Bill	
2010	\$182,700	\$2,740.50	
2014	\$206,400	\$3,675.98	
2018	\$193,200	\$4,115.16	
Sources: U.S. Census, State of Maine, & City			

of Hallowell



Homes Not Affordable to a Median Income Household				
Location	Percentage of			
	Unattainable Homes			
Farmingdale	70.6%			
Hallowell	58.5%			
Augusta	43.6%			
Gardiner	34.3%			
Augusta Housing Market	41.8%			
Maine	56.3%			

Households Unable to Afford Median Home			
Location	Percent	Number	
Farmingdale	56.0%	708	
Hallowell	51.0%	621	
Augusta	48.2%	4,193	
Gardiner	45.8%	1,110	
Augusta Housing Market	45.4%	16,873	

Almost exactly half of all housing in the City consists of detached single-family homes, of which most are owner-occupied, and a large intown percentage are covered by historic zoning. In addition to single family detached homes, Hallowell's housing includes significant numbers of attached single family homes, as well as two-, three- and four-family buildings. About one-eighth of the units in the City are in larger buildings of 20 units or more.

The City's housing market is largely driven by the private sector, as there are only a few units regulated with respect to income levels of tenants and rents charged.

While the housing stock seems to generally be in good shape and sales seem solid, recent market developments have raised community concerns about affordability which need to be addressed. Possible avenues to address this need are zoning changes to increase availability and diversity of housing units as well as developing incentives and partnerships with state, nonprofits, developers and landlords.

As with other communities in Maine, where municipal services are highly dependent on property taxes, the median tax bill has increased in the past 10 years. This is primarily because municipal operations are highly labor-dependent, and the cost of labor increases every year. As a result, in the absence of other significant funding sources, property taxes will continue to increase. From 2010 to 2018, the estimated median tax bill in Hallowell increased by 3.68% annually. Although this rate seems high, it's within the typical range of property tax rate increases in the state.

The number of available housing units is expected to increase to approximately 1,326 units over the next few years, an increase of 76. In order to achieve the vision for Hallowell outlined in this Plan, we will follow these goals, policies and strategies:

Goal

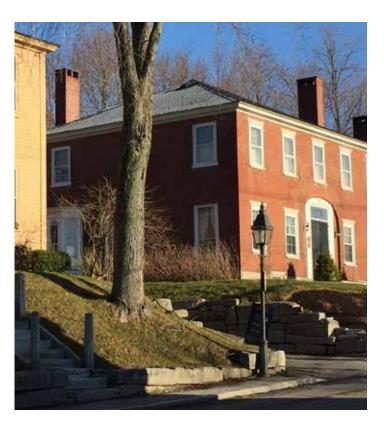
What Hallowell looks and sounds like if strategies are implemented and policies followed

Hallowell is a place where diverse households of all ages, from families to those living alone, have affordable, decent rental and homeownership opportunities. SG8(A)

Policies

Best practices used to create the goal above

We understand and analyze trends in housing availability versus incomes to support diverse city demographics and life stages, including new residents moving in and current residents aging in place.



We ensure that land use controls encourage the development of quality affordable housing, including rental housing, while protecting existing agricultural land. SP8(D)(2)

We encourage higher population density development in existing residential and mixed use zones and spaces where public water and sewer are available.

We promote the preservation and adaptive reuse of historic houses and large, underutilized buildings to support creation of affordable and market-based housing within walking distance of downtown.

We collaborate with regional housing coalitions in addressing affordable and workforce housing needs to support the community's and region's economic development. SP8(D) (1), SP8(D)(3)

We encourage construction practices that mitigate environmental hazards in sensitive areas, such as the Vaughn Brook Watershed.

Strategies

Tasks that allow actual practices in Hallowell to more closely align with the best practices

Create a plan on how to make at least 10% of new residential development built or placed during the next decade be affordable. SST8(E)(6)

Evaluate City ordinances and development processes for improvements which can create incentives, expedite housing development, increase density, facilitate adaptive reuse and infill development, and encourage development of affordable/workforce housing. SST8(E)(1) Implement an ordinance to accommodate tiny houses, micro apartments, accessory dwelling units, manufactured housing and other forms of affordable housing subject to site suitability with appropriate guidelines to be developed. SST8(E)(2); 30-A M.R.S.A. §4358(2). SST8(E)(4)

Work with, create incentives with, and support partnerships, including housing coalitions, state and federal partners to fulfill diverse affordable and workforce housing needs regardless of age and ability. SST8(E) (3), SST8(E)(5)

SG = State Goal SP = State Policy SST = State Strategy



WHAT IS "AFFORDABLE HOUSING"?

There is often some confusion with respect to "affordable" housing and how it relates to income levels and ability to pay. These definitions help explain some of the nuances of the terms used in the housing field.

→ "Affordable Housing": Housing that costs a household 30% or less of its overall income, generally including utilities, insurance, and other direct housing expenses. Affordable housing is often assumed to be below-market affordable housing (see below) but exists at all income levels. While household assets are not usually directly used as a measurement of affordability, the income derived from those assets is considered part of household income.

→ "Area Median Income": A calculation of the median household income of a region completed by the U.S. Department of Housing & Urban Development and updated annually. The Area Median Income is calculated based on household size, so the amount would vary depending on the number of people living together. Often the Area Median Income for a household of four is used as a simpler version of the calculation.

→ "Below-Market Affordable Housing": Affordable housing that is available for households below the Area Median Income. This is what is often meant when someone refers to "Affordable Housing." Below Market Affordable Housing is often calculated based on 50%, 60% or 80% of Area Median Income.

HOUSING PRODUCTION IN PRACTICE: STEVENS COMMONS



One of the challenges facing the City in the early 2000's was what to do with the Stevens School site. The 2010 Comprehensive Plan recommended that the City "[c]reate a master plan that achieves appropriate housing, business, and public uses; good jobs; open space and trails; minimal traffic impacts; environmental quality; neighborhood quality of life; and property tax revenues."

Since that time, a master developer has made significant progress in redeveloping the site, including 29 units of senior housing as well as additional housing planned. Redevelopment of the site, now called "Stevens Commons," is an example of how to turn planning strategies into actions.





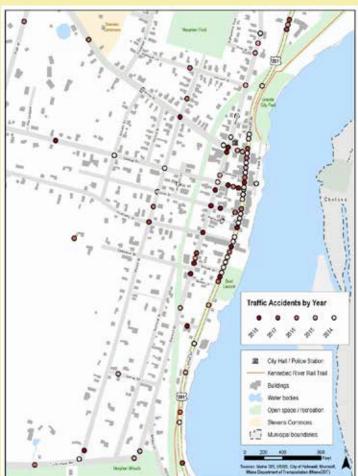
FOCUS ON... MOBILITY

HALLOWELL'S PLAN



Hallowell's transportation system was originally centered on the Kennebec River. As a result, the highest-intensity development follows a corridor along the riverbank from Farmingdale to Augusta. As the city grew, a street grid with sidewalks grew up the hill from the river valley. Longer roads connected outlying parts of the city to businesses and wharves downtown. In the 19th Century, the Lower Road railroad line was built through the downtown, partially occupying what was once Third Street. In the middle of the 20th Century, Interstate 95 was constructed across Hallowell, with the nearest exits in Augusta and Gardiner. While use of the river eventually evolved away from freight and long-distance transport toward recreational boating, the connection to the waterfront remains an important part of Hallowell's infrastructure and culture.

Hallowell's current transportation system consists primarily of paved roads, and mobility is highly reliant on the use of private motor vehicles. Road infrastructure is one of the largest uses of public land in Hallowell, and traffic volumes are high for a city of its size.



Transportation is also estimated to be the largest source of air pollution and greenhouse gases in Hallowell and a major contributor to water pollution. Much of downtown land is occupied by vehicle travel lanes and parking. On the other hand, Hallowell also possesses several alternative transportation assets that can serve as a foundation for building a multimodal transportation network and improving mobility for residents and visitors. These resources include a walkable downtown district with newly constructed sidewalks and ADA accessible crossings, sidewalks on some residential streets, the disused railroad corridor, and the Kennebec River Rail Trail, a paved multiuse path which connects Hallowell with Augusta to the north and Gardiner to the south.

The challenge for Hallowell is to modernize its infrastructure to embrace additional forms of mobility for diverse users, including walking, cycling, use of wheelchairs and other mobility aids, car-sharing, and any form of public transit. A quality multimodal transportation network would bring benefits in health, environmental, economic, and social conditions. Currently, a car is required to access most places locally and regionally with ease, which can present a disadvantage for people based on their age, disability, or economic situation.

To make Hallowell healthier and more friendly for all people, we need to invest in pedestrian and cycle infrastructure. This infrastructure also needs to be accessible to people using mobility aids, strollers, or other alternative vehicles. Higher rates of active transportation will reduce automobile traffic, reduce air and water pollution, improve physical and mental health, increase quality of life in residential areas, connect neighbors and communities with one another, and give children the freedom to walk to school and play throughout their hometown. Active transportation options are also correlated with higher property values, more visits to local businesses, lower road maintenance spending, and a lower cost of living for residents.

Hallowell needs to devote more planning and financial resources to repairing and upgrading pedestrian infrastructure and making it accessible for people with disabilities. Existing sidewalk networks between neighborhoods are often missing key sections or crossings, and there are many residential areas that would benefit from new sidewalks. Many existing sidewalks are in poor repair or are too narrow for wheelchairs, strollers, or winter plowing equipment. Crossing the city on foot often requires navigating dangerous sections of roadside, unmarked road crossings, or unplowed snow and ice. Ideas include creating a longterm multimodal transportation plan, including pedestrian and cycle upgrades in capital planning and future road work projects, devoting an annual budget line to sidewalk repair, and instituting developer fees directed to public sidewalk upgrades.

Other than the Rail Trail, bicycle amenities in Hallowell are limited. There are no other separated cycle facilities, and no identified cycle lanes on roadways. Cyclists are required to either "take the lane" as a vehicle or rely on sidewalks or road shoulders. Furthermore, the roads that lead from downtown into Ward 5 (most of the area west of the Interstate) are not conducive to safe cycling or walking. Hallowell should identify one or more designated routes for cyclists and pedestrians to travel from downtown through Ward 5. A suggested route would be a loop that follows from Second Street up Central Street, then to Shady Lane, Vaughan Road, Smith Road, and Litchfield Road back to Second Street. Such a route would make it easier to traverse the I-95 barrier, and connect the downtown with resources like Vaughan Woods, the Little League field, Jamies Pond (off Outlet Road) and the Hallowell Reservoir (off Town Farm Road).

Hallowell also faces a barrier in winter snow and ice conditions, but it is a challenge that other northern cities have overcome with appropriate infrastructure and maintenance, leading to a renaissance of winter enjoyment of the outdoors. Hallowell should prioritize winter maintenance of sidewalks, accessible parking spaces, curb ramps, and road crossings, so that people with disabilities, families with strollers, and children can walk to school and navigate the city safely.

Traffic speeds are a perennial concern to residents of Hallowell. Main arterials through town and some residential neighborhoods experience too many vehicles traveling at unsafe speeds, which discourages use of the outdoors and lowers quality of life, especially for children. US DOT studies show that pedestrian-vehicle crashes are 5% fatal at 20 mph but rise to 45% fatal at 30 mph. Hallowell should aim for a design speed of 20 mph or lower in residential neighborhoods and downtown by adding traffic calming measures to road design, which will improve the safety and enjoyment of public spaces and nearby properties. Traffic calming measures to be considered in future designs should include wider sidewalks and narrower travel lanes, roadside trees, and modest engineered modifications like curb extensions, chicanes or chokers, small neighborhood traffic circles, or speed tables. Local artists, landscapers, and gardeners can collaborate on designing traffic calming measures that add to neighborhood aesthetics and values.

While there are always challenges finding parking downtown at certain times, there are close to 750 parking spaces near downtown, of which about one-third are public on-street spaces. Adding more parking may negatively impact the vibrancy of downtown by taking space away from other diverse uses. The city should add electric vehicle charging stations and accessible bike racks to existing public parking facilities.

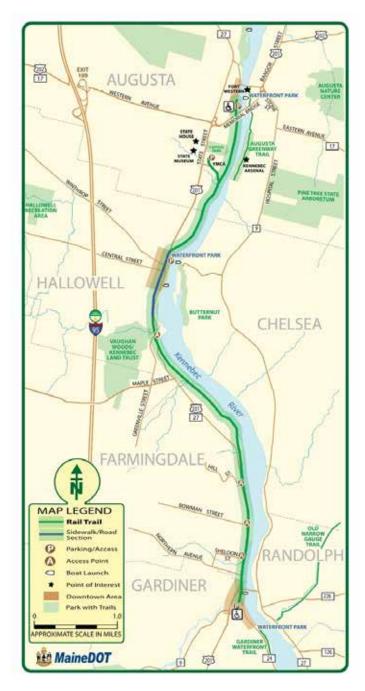
Public transit options are extremely limited. The KVCAP Kennebec Explorer bus makes a few trips a day into Augusta, where there is also a bus terminal; however, it's unclear

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if there are sufficient potential riders to add service. One option for transit in Hallowell might be an on-demand service that could connect users with Transportation-as-a-Service (TAAS) companies like Lyft to provide a transit-style option. Such a system would likely require public funding to be sustainable. There were some limited TAAS options before the COVID-19 pandemic, but there appear to be few, if any, providers at present.

Finally, the Kennebec River Rail Trail provides an excellent transportation option for those traveling along the river corridor to Augusta or Gardiner and draws many visitors to Hallowell. Unfortunately, the Rail Trail, otherwise complete from Augusta to Gardiner, is broken by a 0.6-mile missing segment through downtown Hallowell. Trail users must navigate heavy vehicle traffic on Water Street to make connections between the north and south ends of the city, which prevents residents and potential visitors from reaching downtown businesses or traversing Hallowell safely. A priority for the next ten years should be to complete the Rail Trail through Hallowell along the disused railroad corridor. An interim goal should be to connect Greenville Street to Second Street by a path built on the railroad grade, so that Second Street can serve as a pedestrian and cycle corridor to access the rest of downtown and the northern section of the Rail Trail from the south.







In order to achieve the vision for Hallowell outlined in this Plan, we will follow these goals, policies and strategies:

Goal

What Hallowell looks and sounds like if strategies are implemented and policies followed

Hallowell has an efficient system of transportation which balances motorized and non-motorized transportation modes to support economic development and anticipated growth. Transportation methods and pathways provide a sense of connectedness within the community and support all users with a focus on mobility for travelers, including children, cyclists, users of mobility aids, and pedestrians. (SG10A)

Policies

Best practices used to create the goal above

We meet the diverse transportation needs of residents and visitors by providing a safe, efficient and ADA-compliant transportation networks for all types of users with clear direction and education about pedestrian awareness and rules of the road.(SP10D4) We identify dangers to all types of users, including but not limited to walkers, bikers, rollerbladers, boaters, and drivers, and prioritize implementing creative, safe solutions. (SP10D2)

We work with regional and state partners to create safe, multi-use pathways between communities, including the state highway network. (SP10D5, SP10D1)

We manage land use to provide centralized community shopping and gathering downtown, promote public health, protect natural and cultural resources, and enhance livability. (SP10D3)

Strategies

Tasks that allow actual practices in Hallowell to more closely align with the best practices

Create a long-term multimodal transportation plan and identify funding sources to improve Hallowell's transportation network. (SST 10E1).

Increase planning and funding for sidewalks, road crossings, and trails, with a focus on connectivity between neighborhoods, the two public schools, and recreational resources.

Include sidewalk repairs, sidewalk installation, crosswalks, curb ramps, traffic calming, and non-motorized lanes as part of all road work plans, while working constructively with Maine DOT, regional partners, and community groups. (SST 10E2)

Change road design to calm and slow vehicle traffic in residential areas to make neighborhoods safer, healthier, more pleasant, and more prosperous. Improve winter maintenance of sidewalks, crossings, ADA-accessible parking spaces, and curb ramps. Prioritize clearing of sidewalks, ramps, and crossings before the morning of the first school day after a snowstorm.

Complete the Kennebec River Rail Trail through town along the existing railroad corridor and allow for both access to and bypass of the downtown, while also providing accommodations and signage on Water Street. Actively participate in the MaineDOT Active Transportation Plan and regional Rail Corridor Use Advisory Councils (23 M.R.S.A. §75). (SST 10E2)

Collaborate with regional and state partners to improve the Second Street to Sewall Street corridor connection to Augusta. (SST 10E2)

Identify designated routes for cyclists and pedestrians to travel from downtown through Ward 5 (west of the Interstate), and make improvements along the routes (e.g., sidewalks, paths, bike lanes, or paved shoulders). One example would be a loop connecting outer Central Street and outer Litchfield Road to Second Street. (SST 10E4)

Evaluate local transportation ordinances for compliance with state regulations and healthy land use. (SST 10E3abc)

Make city parking resources multimodal by including improved signage and wayfinding, parking for cycles and other mobility aids, and electric vehicle charging stations. SG = State Goal SP = State Policy SST = State Strategy



FOCUS ON... ARTS & CULTURE

HALLOWELL'S PLAN



allowell is recognized as a center for arts and cultural activities in central Maine. People have been coming to the city for decades to view art, enjoy our local community theater and unique live music scene, and take in other cultural activities. The city hosts annual festivals and events that encourage the arts. In 2010 City Council appointed an official Arts & Culture Committee to oversee this important part of Hallowell's character and economy and to help local cultural organizations connect and collaborate.

The cultural interest in Hallowell dates back to the 1800s when it was home to the granite carving industry, publishing houses, debating societies and literary circles, including a local chapter of the "Blue Stocking Club." Hallowell has been home to world class musicians since the early 1800s. Today Hallowell's creative economy and nonprofit arts organizations provide artistic outlets to benefit and support Maine artists and artisans, actors, authors and musicians. The Harlow has been exhibiting the work of Maine artists since 1963, bringing thousands of artists and cultural tourists to the city and attracting other creative businesses. Gaslight Theater has been producing theatrical performances in the City Hall Auditorium for 40 years.



Key cultural institutions in Hallowell include:

- The Harlow Gallery, named Best Gallery in Maine by Downeast Magazine in 2015, is owned and operated by the membership-based nonprofit Kennebec Valley Art Association, which founded the Harlow Gallery in 1963 at 160 Water Street. The gallery relocated to 100 Water Street in 2018, where they currently offer exhibitions of work by Maine artists, a craft shop supporting local artisans, and art classes and other cultural events.
- The Hubbard Free Library is housed in the oldest library building in Maine still serving its original function. Designed by local architect Alexander C. Currier to look like an English country church, the library was dedicated in March, 1880, as the Hallowell Social Library. Overseen by a 13-member Board of Trustees, the library receives partial funding from the city of Hallowell.
- Gaslight Theatre, Maine's oldest continuously operating community theatre, was formed as the Augusta Players in 1937 as an outgrowth of a women's theater class held at the Augusta YMCA. Their performance venue has been Hallowell City Hall Auditorium since 1979 where Gaslight produces four regular shows each year, plus special events off-site







In order to achieve the vision for Hallowell outlined in this Plan, we will follow these goals, policies and strategies:

Goal

What Hallowell looks and sounds like if strategies are implemented and policies followed

Hallowell will be a city that provides all citizens access to numerous arts and culture events by supporting emerging and diverse artists and organizations and offering accessible and professional venues. The city will incorporate public art into its landscape and continue collaborative partnerships within and outside its borders to build on our reputation as an arts destination on the Kennebec River.

Hallowell is widely known as a regional center for arts and cultural offerings, including our nightlife and dynamic live music scene.

Policies

Best practices used to create the goal above

We will expand offerings, hosting and organizing diverse live performances outside of the bar scene, including open mics, lectures

2022 Hallowell Comprehensive Plan

and public dances suitable for families and elders at City Hall Auditorium and other community venues, and at alternative times.

We support and encourage artists of all types and skill levels who desire to live and work in Hallowell as part of a diverse and vibrant community. Affordable housing and live-work spaces are welcomed.

We partner with and support key nonprofits and committees on strategic marketing to promote our unique art scene, and collaborate with neighboring towns to promote the Kennebec Corridor as a regional destination for arts and culture, including the culinary arts.

Strategies

Tasks that allow actual practices in Hallowell to more closely align with the best practices

Conduct a creative economy impact study of the nonprofit arts and culture industry's impacts on the City's economy. Develop an arts and culture plan for the City and create strategies for marketing the City as an "arts destination."

Continue support of the downtown music gig economy through social media, branding and best communication practices with supporting establishments.

Encourage and facilitate arts events where diverse and emerging artists of all ages may be seen and heard outside of the bar scene.

Encourage collaboration and enrichment programming between local schools and Hallowell's arts & cultural organizations.

Implement a public art policy and conduct

an inventory of all City-owned spaces and buildings for the potential placement of public art.

Identify and invest in existing performance spaces within the City and encourage collaborative use for cultural events.

Encourage development of live-work housing suitable for artists and musicians.

Continue support of cultural nonprofits like the Hubbard Free Library, Gaslight Theater and Harlow Gallery.

Dedicate TIF funds annually to support the arts.

Collaborate with the cities of Augusta and Gardiner as they revitalize their Main Streets to create a "Kennebec arts corridor."



2022 Hallowell Comprehensive Plan



FOCUS ON... FAMILIES & YOUTH

HALLOWELL'S PLAN

amilies and youth of Hallowell make up a significant aspect of life in Hallowell. Many social activities take place around recreational sports fields or children's arts and cultural activities. These events are focused to be accessible for all regardless of experience and/or ability. Households without children benefit from the multigenerational aspect of Hallowell living. On any given weekend year round, you can find our families together at the field, cheering at the court, supporting and staying warm at the rink, enjoying and exploring on the trails or celebrating and appreciating a performance.

Hallowell students generally attend Hall-Dale Elementary School on Winthrop Street and Hall-Dale Middle School and High School at 111 Maple Street in Farmingdale. Currently, Hallowell has a total of 220 students. Hallowell's schools participate at their own pace learning with pre-K classrooms to opportunities for multiple college credit-based classes at the high school.

ł	Hallowell Public School Students							
	Year	Students						
	2009-10	289						
	2010-11	291						
	2011-12	316						
	2012-13	257						
	2013-14	272						
	2014-15	276						
	2015-16	292						
	2016-17	323						
	2017-18	298						
	2018-19	259						
	2019-20	261						



RSU2 Enrollment, 2010 through 2021

	2010				2015			2021				
Enrollment	PreK-5	6-8	9-12	TOTAL	PreK-5	6-8	9-12	TOTAL	PreK-5	6-8	9-12	TOTAL
Hallowell	112	57	120	289	140	59	173	276	121	50	69	240
Total	1102	481	791	2374	939	505	685	2129	943	438	611	1992

In addition to the community's schools, families and other households with children attend local sporting events, plays, art exhibits and other events, both as spectators and often as participants. This aspect of community life reflects the inclusive and welcoming nature of Hallowell's institutions, residents, nonprofits and businesses.

The topic of children and families came up many times during development of this comprehensive plan. Many residents felt the events and organizations related to family households were key to the character of the community. Even those households that do not have children were seen as benefiting from the many families with children in the community. Maine is an aging state, and Hallowell's sense of youth and vibrancy is seen as beneficial to the City and the region. Sharing our generational interests will help bring back more adult-based sports such as softball, soccer and basketball and will help drive a younger appreciation and interest in the arts with more opportunities throughout the venues of our community.



Among the specific interests for the future related to youth and families were:

- Interest in more youth programming in areas such as arts and drama, as well as sports;
- ➔ Creation of a City committee to help engage youth in civic life;
- ➔ Exploration of the possibility of a recreation center, either using an existing facility or a new one; and
- Additional connections with the schools to ensure that they are best serving Hallowell's families.



Photo: Rosemary Presnar

In order to achieve the vision for Hallowell outlined in this Plan, we will follow these goals, policies and strategies:

Goal

What Hallowell looks and sounds like if strategies are implemented and policies followed

Hallowell will be a place where families and youth are an integral part of community development. City committees will collaborate with school district leaders, nonprofits and local businesses to offer greater diversity in education as well as providing safe walking and gathering spaces for their leisure.

Policies

Best practices used to create the goal above

We provide safe routes for children to walk to school.

We support diverse youth programs including, but not limited to, arts, sports, drama, and outdoor opportunities.

We involve more youth and parents in City planning.

We communicate with all education stakeholders to address local school needs.

We partner with organizations to provide more programs specific to Hallowell's cultural and natural resources.

Strategies

Tasks that allow actual practices in Hallowell to more closely align with the best practices

Build safe pedestrian infrastructure for both the downtown and neighborhoods such as sidewalks and trails to schools and other public amenities.

Create a consistent line of communication between municipal leaders, parents, and school officials to address local educational requests.

Sponsor scholarships for youth to attend significant education events.

Partner with the Recreation Commission to promote and coordinate more Hallowell-targeted summer programming options with local cultural, environmental, and arts businesses and organizations.

Provide City or private spaces for a dedicated community recreation center.



FOCUS ON... PUBLIC FACILITIES

HALLOWELL'S PLAN

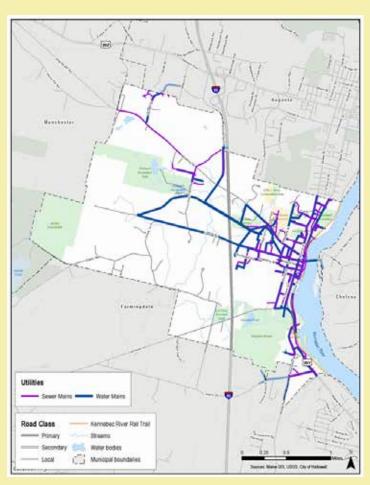
Hallowell provides a range of public services and facilities and is generally well-prepared for the expected population growth over the next 10 years. While the ownership of the services is disparate, and some services are entirely private, that's not unusual for a city the size of Hallowell.

Public services provided include sanitary sewer in part of the community, as well as water service to most of the city.

Utility energy services are provided by Central Maine Power and Summit Natural Gas, which provides natural gas service to much of the city east of I-95. The use of solar and other alternative energy sources is encouraged as part of this plan and hopefully will increase through market forces as well as City policy in the next ten years.

Internet service is available but in need of improvement.

City facilities are in a range of conditions, ranging from a new fire station to a Public Works garage and Police Department offices in need of replacement.





In many ways, Hallowell's public facilities are typical of a community of its size and density. Past investment in the system has put it somewhat ahead of other municipalities in planning for the future, in that much of the city is served by water and sewer, and the public facilities have seen some investment.

Some of the major questions likely to need addressing in the next ten years are as follows:

- Broadband: The City should work with regional, state and private partners to expand, improve and maintain Internet infrastructure in a cost-effective manner to allow for telecommuting and to meet other resident needs.
- Surplus Property: The City should continue to engage in a thoughtful process to address future use of the former Second Street Fire Station and regularly evaluate other City assets.
- Public Works: The City should consider relocating the Public Works garage to a new site that can better meet its needs. If so, there will need to be another thoughtful process to develop a plan for adaptive reuse of that site, which may help fund the relocation.
- Police Department: The City should explore options for relocating the Police Department headquarters.
- Recycling: The City should review its waste management programs to determine the most effective manner in which to meet its recycling and other goals.

These issues, and others, are outlined in the goals, policies and strategies in this section. Hallowell has a good basis to build on in its public facilities planning. It can do a great job in planning over the next ten years to take advantage of opportunities and even challenges it may face.



- SG = State Goal
- *SP* = *State Policy*
- *SST* = *State Strategy*

In order to achieve the vision for Hallowell outlined in this Plan, we will follow these goals, policies and strategies:

Goal

What Hallowell looks and sounds like if strategies are implemented and policies followed

Hallowell has an efficient system of public facilities and services which accommodate anticipated growth and economic development, while serving the needs of the community and beyond. SG11 (A)

Policies

Best practices used to create the goal above

We efficiently meet identified public facility and service needs. SP11(D)(1)

We provide public facilities and services in a manner that promotes and supports growth and development in identified growth areas. SP11(D)(2)

We maintain existing public assets while also budgeting for long-term maintenance and operating costs for new facilities.

Strategies

Tasks that allow actual practices in Hallowell to more closely align with the best practices

Identify any capital improvements needed to maintain or upgrade public services to accommodate the community's anticipated growth and changing demographics, including exploring green energy options and energy upgrades for City buildings. SST11(E) (1) SST11(E)(4)

Locate new public facilities comprising at

least 75% of new municipal growth-related capital investments in designated growth areas. SST11(E)(2)

Encourage local sewer and water districts to coordinate planned service extensions with the Future Land Use Plan. SST11(E)(3)

Collaborate with neighboring municipalities for utilities and common services where feasible. SST11(E)(5)

Evaluate demand for Public Works services in relation to staffing capacity and other resources and relocate Public Works and Police Department operations to facilities that can accommodate current and future needs.

Work with regional, state and private partners to install and provide public electric vehicle-charging infrastructure.

Adaptively reuse City-owned buildings as public departments are relocated, such as the Second Street Fire Station and current Public Works building.

Regularly evaluate Hallowell's broadband infrastructure for accessibility and sufficiency, and work with regional, state and private partners to expand, maintain and improve Internet infrastructure to meet professional, educational and individual needs.

Create an inventory of and evaluate existing stormwater systems for efficiency and necessary improvements.

Develop and follow long-term capital improvement plans.

Regularly evaluate need for, and ability to reuse or sell, the City's assets.



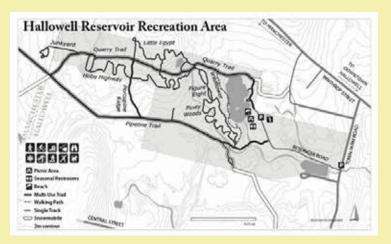
FOCUS ON... RECREATION

HALLOWELL'S PLAN



Hallowell has a variety of places and programs to relax, exercise, and enjoy.

Hallowell Public Works maintains Cityowned property for four significant outdoor spaces. They are Vaughan Field, eight acres of open field within a residential area equipped with a children's playground, picnic shelter, and a dog park; Granite City Park, two acres along the Kennebec River that compliments downtown businesses, hosts community events, and displays historic and cultural artifacts; Effie L Berry Conservation Area, eight acres with a conservation easement adjacent to the Stevens Commons development that provides in-town nature trails; and finally, the Hallowell Recreation Area/ City Forest (aka "the Res"), 160 acres of mostly native flora and fauna with historic granite quarries that provides over 5 miles of multi-use trails and access to freshwater ponds.





Several other outdoor spaces and recreational assets are located within the City. An historic river viewpoint off of High Street is home to the Hallowell Powder House (post War of 1812 built structure) and its canon. At the corner of Second and Union Streets, a small, shaded area welcomes downtown residents and visitors. Although small, these areas are inviting to adults, children, or small group activities like a game of catch, plein air painting, or yoga. Listed on the National Register of Historic Places, Vaughan Woods and Historic Homestead, is a nonprofit nature preserve and museum that seeks to connect people to place through nature, history, and the arts. The preserve, with its forest, gardens, trails, flowing brook, and stone bridges, is a popular destination for all ages. The Kennebec River flows through Hallowell's downtown historic district and offers fishing, birdwatching, and boating opportunities as well as climate resiliency challenges. In addition, the Kennebec River Rail Trail is a recreational asset that regionally connects Hallowell to neighboring communities.

There are community-based independent nonprofits that provide athletics programs for a variety of sports for ages 5 and up year round, including soccer, basketball, baseball and lacrosse. The City also has provided property to the Hall-Dale Little League organization through a low-cost lease arrangement. Private facilities offer fee-based activities such as exercise classes, pottery classes, or indoor ice skating. Youth soccer, basketball, and baseball leagues are primarily organized and managed by parent-run organizations.

Hallowell's private land owners have been very generous with allowing public access and recreational use of their lands. Some examples include hunting, snowmobiling, and walking trails connecting neighborhoods to schools and open space. However, there is a concern, with overuse or disrespect to private lands, that some of these long-time allowable accesses may be lost.

A small Hallowell population increase is not expected to result in outdoor recreational capacity constraints. However, popular outdoor assets, such as Vaughan Woods, are currently stressed by high usage from a combination of residents and visitors. In addition, Berry Conservation Area and Hallowell Recreational Area also have grown in regional popularity due to abutting communities' recreational investments. Hallowell, as our outdoor spaces become destinations, needs to plan for this regional connectivity and increased usage. In addition, there are needs for more recreational programming, additional indoor facilities, and better utilization and maintenance of existing assets. As experienced during the COVID pandemic, Hallowell has very limited capacity for indoor recreational activities, especially during winter months. A reinvigorated focus is needed on managing recreational assets and how best to utilize recreational opportunities for Hallowell residents and visitors, now and into the future.

In order to achieve the vision for Hallowell outlined in this Plan, we will follow these goals, policies and strategies:

Goal

What Hallowell looks and sounds like if strategies are implemented and policies followed

Hallowell has a variety of natural, built, and multi-use recreational opportunities and amenities that meet the needs of all residents and visitors.

Policies

Best practices used to create the goal above

We actively promote a wide range of recreational opportunities and assets to facilitate healthy activities, restorative spaces, and community interactions, including public access to major water bodies. SP9(D)(3)

We maintain existing recreational assets to ensure they remain safe and usable for residents and visitors. SP9(D)(1)

We promote best practices in environmental conservation as appropriate for all recreational spaces and amenities.

We ensure that City-owned public recreational facilities remain in active use for the community. SP9(D)(2)

We will improve community engagement and provide an active point of contact to a variety of stakeholders, and implement a volunteer steward program and stewardship best practices for City-managed recreational properties.

Strategies

Tasks that allow actual practices in Hallowell to more closely align with the best practices

Collaborate with regional partners to inventory, promote, and educate residents on regional recreational assets and opportunities via partnerships, financial support, and marketing, as appropriate. SST9(E)(4)

Collaborate with the Maine Department of Inland Fisheries and Wildlife and the Manchester Conservation Commission to ensure and encourage sustainable use of Jamies Pond Wildlife Management Area while advocating for appropriate recreational uses.

Connect existing recreational trail networks to each other and to neighborhoods through open space corridors or safe public transportation routes. SST9(E)(2)

Sustain and create new recreational activities, contact and encourage neighborhoods, civic organizations, and businesses to sponsor recreational assets, initiate programming, and take responsibility for oversight, maintenance, and signage.

Direct the Recreation Commission to manage, budget, and coordinate all-ages recreational activities per existing ordinance.

Identify appropriate properties, public or private, that are available or underutilized to increase indoor public recreational activities on a year-round basis and especially during winter months (i.e., indoor recreation areas should consider the opportunity for year round, all-age activity, current and future interests. Activities to use indoor space may include basketball, soccer, baseball/softball/ lacrosse skills, golf, football, safe walking, volleyball.)

Identify improvements and increase opportunities, which will increase public use, to existing recreational assets. Utilize creative elements to integrate park features with town landmarks, culture, and/or history (e.g., Vaughan Field – add interior kid's bike loop to current walking path with smooth and terrain variation options; add soccer goals, volleyball net, or disc golf cages for unorganized play; upgrade basketball court to inside the park and out of the parking lot; light area to promote safe and after-hours activity; add multi-generational obstacle course; review dog park for visual improvement. Hallowell **Recreation Area - year-round restroom facil**ities. ADA access to beach area. Other areas - playing field space such as soccer fields; multi-generational fitness stations to include aerobic, flexibility, and strength training; park assets such as chess tables and educational stations (birds, trees, habitat, history.) SST9(E) (1)

Identify open space, rural farm, or other zoning with suitable or allowable public access. Promote appropriate arrangements and provide information to private land owners and public users on appropriate uses, responsibilities, and benefits of allowing recreational access to private property. SST9(E)(3)

Increase the safe recreational use of the Kennebec River and its waterfront for Hallowell residents and visitors by improving access for low-impact uses. SP9(D)(3) Conserve natural resources and preserve public uses at the Hallowell Recreation Area/ City Forest (aka the Res) by working toward open space zoning and, if applicable, conservation easements, for the entire City-owned 160 acres.

Reevaluate Kennebec River Rail Trail options through downtown Hallowell to improve access, signage, and safety for users. SST9(E) (2)

Review parking areas, parking fees, restroom facilities, and use fees associated with the Hallowell Recreational Area for residents and non-residents to support year-round recreational use, especially in support of expanding inter-community trail networks.



Photo: Rosemary Presnar

SG = State Goal SP = State Policy SST = State Strategy



Photo: Rosemary Presnar



Photo: Rosemary Presnar



Photo: Rosemary Presnar



FOCUS ON... ECONOMY & DOWNTOWN

HALLOWELL'S PLAN



allowell's economy has been fairly strong over the past 10 years, generally following statewide trends. City actions to invest in the downtown, as well as in selected other areas, have helped guide investment and appear to have helped that strength continue. The 2011 Downtown Plan, its 2014 update, and the implementation of that plan through the Downtown and Arts District Omnibus Tax Increment Finance District have shown a commitment to the continued strength of the commercial heart of the city.

Local businesses are important to the city, both in terms of their economic benefit and the way in which they represent the character of Hallowell. In addition, the presence and impact of the Kennebec River on Hallowell's economy cannot be overstated, both as an attraction as well as an economic engine.

The economy of the city needs to be viewed squarely through the lens of the COVID-19 pandemic. While at this time we don't know exactly what the long-term impacts of the novel coronavirus will be on Hallowell, we can try to plan for a range of possibilities.

One trend that already existed but was accelerated during the pandemic was working from home. The number of people working from home had already doubled in Hallowell from 2010 to 2018, and is likely much higher now.

Economic growth will likely be based on a combination of new development in and near downtown, including the "business gateway" areas to the north and south of the core, and the Stevens Commons complex. The Whitten Road corridor may also be appropriate for additional development, either light industrial, business, mixed use, or some combination thereof.

Some public investments may be needed to encourage that growth. In particular, the potential existence of contamination in the soils in the business gateway areas may require testing and remediation. In addition, as with many parts of the state, additional investment in broadband may be warranted. Care will also have to be taken to ensure that economic growth is equitable and responsive to the challenges of climate change. In order to achieve the vision for Hallowell outlined in this Plan, we will follow these goals, policies and strategies:

Goal

What Hallowell looks and sounds like if strategies are implemented and policies followed

Hallowell promotes a vibrant, sustainable economic climate that increases job opportunities and overall economic well-being and is recognized as a place where businesses of varied sizes can grow and thrive. SG(7)(A)

Policies

Best practices used to create the goal above

We support the type of economic development activity the community desires, reflecting the community's role in the region. SP(7) (D)(1)

We make financial commitments to support desired economic development, including needed public improvements. SP(7)(D)(2)

We coordinate with regional development corporations and surrounding towns as necessary to support desired economic development. SP(7)(D)(3)

We invest in infrastructure to encourage denser development, increase walkability, and support a remote "work from anywhere" environment.

SG = State Goal

SP = State Policy

SST = State Strategy

Strategies

Tasks that allow actual practices in Hallowell to more closely align with the best practices

Create an economic development plan that recognizes gaps, evaluates Business District zoning (particularly Business C), and supports all existing, new, and desired businesses, including home businesses, based on a new vision. SST (7)(E)(1)

Establish Hallowell as a leading center for remote work by, among other initiatives, exploring ways to expand high-speed broadband (as defined by Maine's Connectivity Authority) Citywide, and provide public Internet access downtown.

Explore tools to help existing businesses remain in Hallowell.

Determine ways to allow for adaptive reuse of underutilized historic buildings to develop a strategy and long-term implementation plan for completion of historic renovation projects, including addressing historic buildings downtown that are or will be approaching end of life. SST (7)(E)(3)

Match City preservation goals with economic and cultural development goals.

Create a Front Street redevelopment strategy on how best to improve community and public access (including the KRRT), utilize the riverfront, update and bury utility infrastructure, and support downtown growth compatible with the future economic and environmental landscape of downtown.

Increase economic uses of the waterfront and the Kennebec River.

Explore zoning and related tools to grow the downtown and encourage sustainable growth into the north and south gateways of downtown Hallowell and Second Street. SST (7)(E) (2)

Increase connectivity of the downtown to other commercial development by highway and residential neighborhoods in ways that don't require a car.

Support Vision Hallowell in its capacity as Hallowell's Maine Downtown Affiliate organization in representing and promoting the City and to leverage benefits of participating in Maine Development Foundation's Main Street Maine program.

Develop and maintain a dynamic City website to encourage community access, enhance search capabilities and support information sharing, with a plan for regular maintenance, upgrades and staff training.

Balance residential, commercial, and agricultural development with preservation of water quality throughout the Vaughan Brook and Kennebec River watersheds.

Explore construction of a park at Central & Water Streets.

Identify areas for solar development.

Ensure that the State Boat Launch meets the needs of City residents and benefits the downtown economy.

Participate in regional economic development planning efforts. SST (7)(E)(4) WAGES IN HALLOWELL AVERAGE WEEKLY WAGE (2010): \$620 AVERAGE WEEKLY WAGE (2018): \$787 AVERAGE ANNUAL INCREASE: 3.37%





FOCUS ON... OUTDOORS

HALLOWELL'S PLAN

allowell's outdoor spaces, utilized both recreationally and for resource and habitat protection, will be challenged in the next ten years by climate change as well as existing land and water management practices. Shorter winters and more frequent storms will affect the Kennebec River most directly, but will also impact all of the six square miles that make up the city's neighborhoods, rural areas, commercial centers, natural spaces, and watersheds. Impervious surface runoff and non-point source pollutants have degraded our watershed's water quality. Transportation is estimated to be the largest source of air pollution and greenhouse gases in Hallowell. This plan seeks to adapt and minimize the impacts from climate change and developmental pressures, while looking toward improvements in the future.

Although Hallowell is not primarily an agricultural community, there are a number of residents who are active in growing their own food and rely on clean water and healthy soils for their ability to do so.

In addition, Hallowell's overall health includes the health of its ecosystems. This link is most directly felt with respect to the quality of water and the health of our trees, plants, and soils. Our public water source wellhead is currently in Chelsea, but actions in Hallowell can help keep that water source clean and safe as well as plan for future backup or primary replacement sources.

One way to help preserve water quality is to ensure that new development within the service areas of the Hallowell Water District and the Greater Augusta Utility District ties into those pieces of infrastructure. Current ordinances generally expect that new developments do so, but this plan recommends that this expectation be enforced with few, if any, waivers.

As this plan was developed, a number of stakeholders also spoke about the need to protect the Kennebec River and Vaughan Brook Watershed within the community. The strategies outlined on p. 69 are designed to develop better systems to protect these important ground water and natural habitat resources.

Finally, as with the Arts & Culture area, this is a subject for which an in-depth plan is warranted. While previous efforts to develop an open space plan and a forestry management plan faltered, it's time to restart those efforts and develop plans for the City, for review, adoption, and implementation. In order to achieve the vision for Hallowell outlined in this Plan, we will follow these goals, policies and strategies:

CLIMATE & POLLUTION

Goal

What Hallowell looks and sounds like if strategies are implemented and policies followed

Hallowell preserves its unique and vital resources through intentional action, including delivering City services with net-zero carbon emissions.

Policies

Best practices used to create the goal above

We affect the impact of global climate change through positive, sustainable changes at the local level, with a focus on sustainable energy resources such as solar projects.

We balance the need for greener energy practices with the desire to maintain open rural farmland.

We create a healthy environment by decreasing the prevalence of synthetic pesticides and herbicides and other pollutants.

Strategies

Tasks that allow actual practices in Hallowell to more closely align with the best practices

SG = State Goal

SP = *State Policy*

SST = State Strategy

Create a Hallowell Climate Resilience Committee, or add this responsibility to another Committee's charge, to plan for sea level rise, extreme weather events, and associated public health threats.

Create a plan to achieve net-zero carbon emissions by 2045 by supporting the development of alternative energy sources, including incentivizing solar energy generation; decreasing use of fossil fuels by our transportation network, including the promotion of alternative transportation modes and the use of electric vehicles; using less energy or using it more efficiently through energy conservation practices and deploying "smart" technologies; and removing carbon dioxide from our air by improved land management practices.

Regulate pesticide application by ordinance to ban most pesticide applications on residential lawns, gardens, parks, playgrounds, and athletic fields (with exceptions for public health issues).



WATER RESOURCES

Goal

What Hallowell looks and sounds like if strategies are implemented and policies followed

Hallowell protects the quality and manages the quantity of the City's water resources, including lakes, aquifers, great ponds, estuaries, rivers, and coastal areas. SG(2)(A)

Policies

Best practices used to create the goal above

We protect current and potential drinking water sources. SP(2)(D)(1)

We protect significant surface water resources from pollution and actively strive to improve water quality where needed. SP(2)(D) (2)

We protect water resources in growth areas while promoting appropriate development in those areas. SP(2)(D)(3)

We minimize pollution discharges through the upgrade of existing public sewer systems and wastewater treatment facilities. SP(2)(D) (4)

We cooperate with neighboring communities and regional/local advocacy groups to protect water resources. SP(2)(D)(5)

Strategies

Tasks that allow actual practices in Hallowell to more closely align with the best practices

Adopt or amend local land use ordinances as applicable to incorporate stormwater runoff performance standards consistent with: a. Maine Stormwater Management Law and Maine Stormwater regulations (Title 38 M.R.S.A. §420-D and 06-096 CMR 500 and 502). SST(2)(E)(1)(a)

b. Maine Department of Environmental Protection's allocations for allowable levels of phosphorus in lake/pond watersheds. SST(2)(E)(1)(b)

c. Maine Pollution Discharge EliminationSystem Stormwater Program. SST(2)(E)(1)(c)

Consider amending local land use ordinances to incorporate low-impact development standards, such as requiring households to connect to the water district when within a certain distance of the district pipe. SST(2) (E)(2)

Partner with Chelsea to maintain, enact, or amend public wellhead and aquifer recharge area protection mechanisms as necessary. SST(2)(E)(4)

Adopt water quality protection practices and standards for construction and maintenance of public and private roads and public properties and require their implementation by contractors, owners, and community officials and employees. SST(2) (E)(6)

Participate in local and regional efforts to monitor, protect, and where warranted, improve water quality. SST(2)(E)(5) SST(2) (E)(7)

Provide educational materials at appropriate locations regarding aquatic invasive species. SST(2)(E)(8)

Take actions to assess, restore, and protect

Vaughan Brook Watershed, with a goal of removing it as a threatened watershed from the Maine Department of Environmental Protection's Nonpoint Source Priority Watershed list by identifying and mitigating the source of pollutants. SST(2)(E)(3)

Develop a strategy to educate developers and builders about phosphorus runoff mitigation and to increase general awareness of NPS pollution in the Vaughan Brook Watershed and Kennebec River.

Develop a mitigation program that can be used to reduce nonpoint source pollutant runoff from residential, agricultural, and commercial properties and private and public roadways.

Engage with Chelsea town management to protect the area around Hallowell's water supply and plan to provide backup sources when needed.



Photo: Rosemary Presnar

NATURAL RESOURCES & AGRICULTURE

Goal

What Hallowell looks and sounds like if strategies are implemented and policies followed

Hallowell protects the City's other critical natural resources, including without limitation: wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas. SG(3)(A)

Hallowell safeguards the City's agricultural and forest resources from development which threatens those resources. SG(4)(A)

Policies

Best practices used to create the goal above

We coordinate with neighboring communities and regional and state resource agencies to protect shared critical natural resources. SP(3)(D)(2)

We protect critical natural resources on public and private lands that are critical to the quality of life in Hallowell. SP(3)(D)(1)

We safeguard lands identified as prime farmland or capable of supporting commercial forestry. SP(4)(D)(1)

We support farming and forestry and encourage their economic viability. SP(4)(D)(2)

We promote and expand farm and agricultural activities within the City's rural areas.

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Strategies

Tasks that allow actual practices in Hallowell to more closely align with the best practices

Ensure that land use ordinances are consistent with applicable state law regarding critical natural resources. SST(3)(E)(1)

Designate critical natural resources as Critical Resource Areas in the Future Land Use Plan. SST(3)(E)(2)

Through local land use ordinances, require subdivision or non-residential property developers to look for and identify critical natural resources that may be on site and to take appropriate measures to protect those resources, including but not limited, modification of the proposed site design, construction timing, and/or extent of excavation. SST(3)(E)(3) Through local land use ordinances, require the Planning Board to include as part of the review process consideration of pertinent Building with Habitat maps and information regarding critical natural resources. SST(3)(E) (4)

Initiate and/or participate in interlocal and/ or regional planning, management, and/or regulatory efforts around shared critical and important natural resources, including creation of an Open Space plan to identify and drive protections of unique and critical natural resources within the City. SST(3)(E)(5)

Pursue public/private partnerships to protect critical and important natural resources and increase the acreage of conserved public lands, such as through purchase of land or easements from willing sellers, especially in areas that are already adjacent to or connect to existing conserved land. SST(3)(E)(6)



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, as well as potential ways to protect or enhance critical natural resources. SST(3)(E)(6)

Increase connectivity and continuity of open space to reduce habitat fragmentation.

Compare the City's ordinances for natural resource protection practices and standards for construction and maintenance of public roads and properties to those of the most current Maine Department of Transportation Best Management Practices for Erosion and Sedimentation Control and update to meet standards of best practice.

Consult with the Maine Forest Service district forester when developing any land use regulations pertaining to forest management practices as required by 12 M.R.S.A. §8869. SST(4)(E)(1)

Consult with Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices. SST(4)(E)(2)

Amend land use ordinances requiring commercial or subdivision development in critical rural areas. Maintain areas with prime farmland soils as open space to the greatest extent practicable. SST(4)(E)(3)

Limit non-residential development in critical rural areas to natural resource-based businesses and services, nature tourism or outdoor recreation businesses, farmers' markets, and home occupations. SST(4)(E)(4) Encourage owners of productive farm and forest land to enroll in the current use taxation programs, and support private land owners to protect and preserve open spaces. SST(4)(E)(5)

Permit land use activities that support productive agriculture operations, such as roadside stands, greenhouses, and pick-your-own operations. SST(4)(E)(6)

Include agriculture or commercial forestry operations, and land conservation that supports them, in local or regional economic development plans. SST(4)(E)(7)

Protect active or potential agricultural land while balancing a need for development, such as housing or solar energy.

Maintain, connect, expand, and invest in more open space.

Create a Forestry Management Plan for the City Forest and a Tree City USA standards management plan for the City's shade trees, including replacement planning of lost trees due to disease or weather events.

Designate 100% of revenue from any timber harvesting on City-owned land to be utilized for open-space acquisition, conservation, or enhancement.

Promote conservation or agricultural easements or other means of permanent protection of natural areas such as, but not limited to, the Hallowell Recreation Area and City Forest and the riverfront Buckeye property, similar to the conservation easements with Land Trust organizations and Forever Farms with Maine Farmland Trust.

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Photo: Rosemary Presnar



Photo: Rosemary Presnar



OTHER AREAS

2022 Hallowell Comprehensive Plan 75

Fiscal Capacity and Capital Investment Plan

Goal: what Hallowell looks and sounds like if strategies are implemented and policies followed

Hallowell plans for, finances, and develops an efficient system of public facilities and services to accommodate anticipated growth and economic development. SG12(A)

Policies: best practices used to create the goal above

We finance existing and future facilities and services in a cost-effective manner. SP12(D)(1)

We explore grants available to assist in the funding of capital investments within the community. SP12(D)(2)

We reduce tax burden by staying within LD 1 spending limitations. SP12(D)(3)

Strategies: tasks that allow actual practices in Hallowell to more closely align with the best practices

Explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies. SST12(E)(1)

Create a Capital Investment Plan:

a. Identify and summarize anticipated capital investment needs within the planning period in order to implement the comprehensive plan, including estimated costs and timing, and identify which are municipal growth-related capital investments. SCIP12(F)(1)

- b. Establish general funding priorities among community capital investments. SCIP12(F)(2)
- c. Identify potential funding sources and funding mechanisms. SCIP12(F)(3)

Fiscal Planning for Growth

Hallowell is largely built out, with utilities and infrastructure capable of handling anticipated growth and change over the next ten to 20 years. The only items in this plan that would require adjustments to the City's Capital Improvement Plan are as follows:

- Creation of a new recreation center would require an initial capital outlay, as well as periodic capital items for improvements and maintenance. While it is difficult to estimate the cost of such a center without a specific site located, the initial outlay is likely to be in the \$1 to \$3 million range, with periodic investments of \$100,000 to \$300,000 every five to seven years.
- Reuse of the Second Street Fire Station is estimated to require a capital outlay of \$3.2 million. However, there is ongoing discussion about ways to reduce that initial outlay.

SG - State Goal SP - State Priority SST - State Strategy SCIP - State Capital Investment Plan



Historical and Archaeological Resources

Hallowell possesses a rich history as a part of the homelands of the Abenaki/Abenaquis, Nanrantsouak, Wabanaki Confederacy (Mi'kmaq, Maliseet, Passamaquoddy, and Penobscot) and, following European colonization, as a commercial, agricultural and industrial center that benefited from the area's natural resources and prime access to transportation via the Kennebec River. Hallowell's history is an integral aspect of the City's character today.

Goal: what Hallowell looks and sounds like if strategies are implemented and policies followed

Hallowell has significant historic and archaeological resources which are well-preserved and maintained. SG1(A)

Policies: best practices used to create the goal above

We protect to the greatest extent practicable the significant historic and archaeological resources in the community. SP1(D)

Strategies: tasks that allow actual practices in Hallowell to more closely align with the best practices

Create local land use ordinances which require subdivision or non-residential developers to take appropriate measures to protect known historic archaeological sites and areas sensitive to prehistoric archaeology, including but not limited to modification of the proposed site design, construction timing, and/or extent of excavation. SST1(E)(1)

Amend or adopt land use ordinances to require the Planning Board (or other designated review authority) to incorporate maps and information provided by the Maine Historic Preservation Commission into their review process. SST1(E)(2)

Work with the local or county historical society and/or the Maine Historic Preservation Commission to assess the need for, and if necessary plan for, a comprehensive community survey of the community's historic and archaeological resources. SST1(E)(3)

Complete the survey of contributing and non-contributing buildings within and adjacent to the recognized City and Federal historic districts, review the Historic District ordinance and revise it as necessary to meet applicable state and national historic preservation regulations and guidelines.

Marine Resources

Hallowell is in many ways defined by the Kennebec River and by our connection to the sea and to the marine resources of the Gulf of Maine. Sturgeon leap from the river while revitalized populations of eagle and osprey circle overhead in search of prey. Historic buildings and traditions remind us of the city's past as a maritime port connected to the world. Although the river in Hallowell is tidal, it is freshwater. Unique among Maine rivers, the Kennebec is home to all 12 species of diadromous fish.

With a robust waterfront plan that protects the river and marine resources from incompatible development and that promotes access for all, the Hallowell of 2030 will have a strong connection to the Gulf of Maine. Our waterfront will be clean, protected and accessible and will continue to be an attractive asset to the town and surrounding communities. Commercial and recreational users will use our marine resources sustainably. We will have examined and if necessary started planning for increased flooding or other impacts of sea-level rise, in partnership and common cause with neighboring communities on the river.

Goal: what Hallowell looks and sounds like if strategies are implemented and policies followed

Hallowell has a robust waterfront plan which protects its marine resources industry, ports and harbors from incompatible development and promotes access to the shore for commercial fishermen and the public. SG5A(1)

Coastal Policies as outlined in 38 M.R.S.A. §1801 SG5A(2): best practices used to create the goal above

We promote the maintenance, development, and revitalization of the State's ports and harbors for fishing, transportation, and recreation.

We manage the marine environment and its related resources to preserve and improve the ecological integrity and diversity of marine communities and habitats, to expand our understanding of the productivity of the Gulf of Maine and coastal waters and to enhance the economic value of the State's renewable marine resources.

We support shoreline management that gives preference to water-dependent uses over other uses, that promotes public access to the shoreline, and that considers the cumulative effects of development on coastal resources.

We discourage growth and new development in coastal areas where, because of coastal storms, flooding, landslides, or sea-level rise, it is hazardous to human health and safety.

We encourage and support cooperative state and municipal management of coastal resources.

We protect and manage critical habitat and natural areas of state and national significance and maintain the scenic beauty and character of the coast even in areas where development occurs.

We expand the opportunities for outdoor recreation and to encourage appropriate tourist activities and development along the Kennebec River.

We restore and maintain the quality of our fresh, marine, and estuarine waters to allow for the broadest possible diversity of public and private uses.

We restore and maintain coastal air quality to protect the health of citizens and visitors and to protect enjoyment of the natural beauty and maritime characteristics of the Maine coast.

We foster water-dependent land uses and balance them with other complementary land uses. SP5D(2)

We maintain and, where warranted, improve harbor management and facilities. SP5D(3)

We protect, maintain, and where warranted, improve physical and visual public access to the community's marine resources for all appropriate uses including fishing, recreation, and tourism. SP5D(4)

Other Policies: best practices used to create the goal above

We protect, maintain, and where warranted, improve marine habitat and water quality. SP5D(1)

Strategies: tasks that allow actual practices in Hallowell to more closely align with the best practices

Promote the maintenance, development, and revitalization of our river and harbor for fishing, transportation, and recreation.

Manage the marine environment and its related resources to preserve and improve the ecological integrity and diversity of marine communities and habitats, and to enhance their economic and other values.

Support shoreline management that gives preference to water-dependent uses over other uses, that promotes public access to the shoreline, and that considers the cumulative effects of development on coastal resources. SST5E(6) SST5E(3)

Discourage growth and new development in areas where storms, flooding, landslides, or sea-level rise pose hazards to human health and safety.

Cooperate with the State and with neighboring municipalities in the management of marine resources.

Protect and manage critical habitat and significant natural areas and maintain the scenic beauty and character of the river even in areas where development occurs. SST5E(4)

Expand opportunities for outdoor recreation and encourage appropriate tourist activities and development along the Kennebec River.

Maintain and if needed improve harbor management and facilities and provide sufficient funding for the harbormaster and/or harbor commission. SST5E(5)

Protect, maintain and where warranted, improve physical and visual public access to the community's marine resources for all appropriate uses including fishing, recreation, and tourism, especially along public ways and in public parks. SST5E(1)

Encourage owners of marine businesses and industries to participate in clean marina/boatyard programs. SST5E(2)



Photo: Rosemary Presnar



Where will the high water marks be on this downtown building in 2030?

How frequent will floods like this one be in 2030?



Photo: Rosemary Presnar



REGIONAL COORDINATION

Hallowell is fortunate to be in a beautiful and dynamic part of the state. The Kennebec River Valley provides opportunities for regional collaboration on transportation, economic development, and housing initiatives, among others. The City has a history of working well with other regional partners, including the cities of Augusta and Gardiner, the towns of Chelsea and Farmingdale, and the Kennebec Valley Council of Governments.

Hallowell's water and sewer infrastructure is well integrated into a regional network. The City's public water supply wellhead is located in neighboring Chelsea, and the Greater Augusta Utility District provides regional wastewater treatment.

In addition, as a neighbor to the state capital of Augusta, and home to a number of state agencies, Hallowell is well suited to think regionally as well as on a state level on planning issues that benefit from regional collaboration.

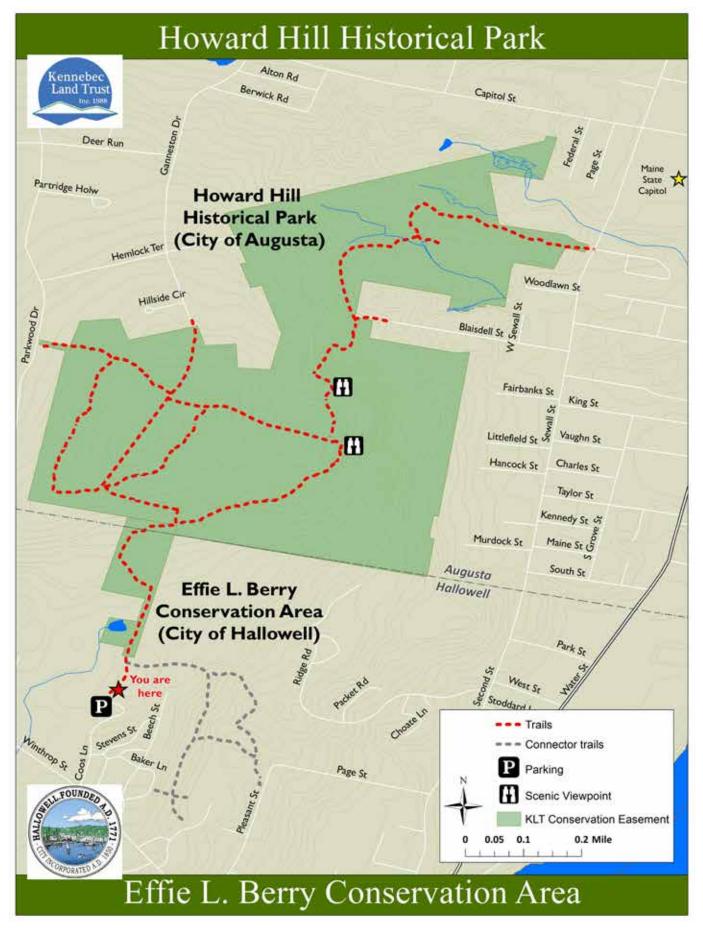
As shown on the images in this section, perhaps the strongest regional connections have been in recreation and transportation. The Kennebec River Rail Trail connects Hallowell with its neighbors to the north and south. The recently created Effie L. Barry Conservation Area is one example of a local trail that makes a regional connection with the Howard Hill Historical Park in neighboring Augusta. Similar connections exist in other trail systems in the City.

Many of the policies and strategies listed above rely on regional coordination, and serve as the basis of the City's regional coordination strategy. These include the following policies and strategies:

Policies

- We collaborate with regional housing coalitions in addressing affordable and workforce housing needs to support the community's and region's economic development.
- We work with regional and state partners to create safe, multi-use pathways between communities, including the state highway network.
- We partner with and support key nonprofits and committees on strategic marketing to promote our unique art scene, and collaborate with neighboring towns to promote the Kennebec Corridor as a regional destination for arts and culture, including the culinary arts.
- We support the type of economic development activity the community desires, reflecting the community's role in the region.

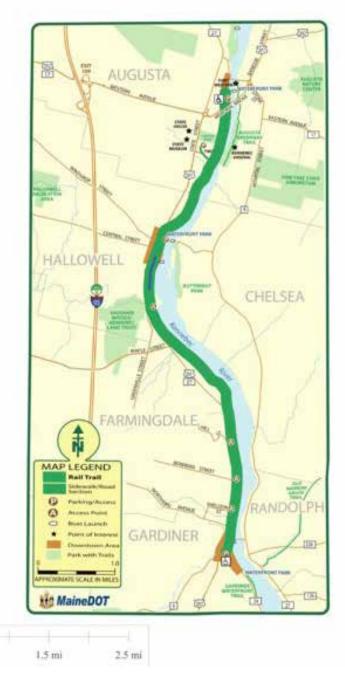
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- We coordinate with regional development corporations and surrounding towns as necessary to support desired economic development.
- We cooperate with neighboring communities and regional/local advocacy groups to protect water resources.
- We coordinate with neighboring communities and regional and state resource agencies to protect shared critical natural resources.

Strategies

- Participate in regional economic development planning efforts.
- Work with regional, state and private partners to install and provide public electric vehicle charging infrastructure.
- Regularly evaluate Hallowell's broadband infrastructure for accessibility and sufficiency, and work with regional, state and private partners to expand, maintain and improve Internet infrastructure to meet professional, educational and individual needs.
- Include sidewalk repairs, sidewalk installation, crosswalks, curb ramps, traffic calming, and non-motorized lanes as part of all road work plans, while working constructively with MaineDOT, regional partners, and community groups.



Complete the Kennebec River Rail Trail through town along the existing railroad corridor and allow for both access to and bypass of the downtown, while also providing accommodations and signage on Water Street. Actively participate in the MaineDOT Active Transportation Plan and regional Rail Corridor Use Advisory Councils.

- Collaborate with regional and state partners to improve the Second Street to Sewall Street corridor connection to Augusta.
- Initiate and/or participate in interlocal and/or regional planning, management, and/or regulatory efforts around shared critical and important natural resources, including creation of an Open Space plan to identify and drive protections of unique and critical natural resources within the City.
- Include agriculture or commercial forestry operations, and land conservation that supports them, in local or regional economic development plans.
- Collaborate with regional partners to inventory, promote, and educate residents on regional recreational assets and opportunities via partnerships, financial support, and marketing, as appropriate.

 Participate in local and regional efforts to monitor, protect, and where warranted, improve water quality.

Finally, we recommend that the City consider taking an active role in membership of the Kennebec Valley Council of Governments to help ensure that regional actions are effective in the Kennebec Valley.







IMPLEMENTATION & EVALUATION OVERVIEW

Any plan is only as good as the implementation it encourages and the results it produces. Comprehensive plans have to balance being aspirational with being practical in terms of what a community can accomplish.

As outlined in the "How to Use This Plan" section, a comprehensive plan is a tool with purposes related to both state requirements and local goals. It's also not unusual for a Comprehensive Plan to result in the need to create supplemental plans for action (more on that below.)

This comprehensive plan outlines over 100 strategies for action. Some are state-level strategies endorsed by Hallowell. Others are Hallowell-based and are not required by the Maine Growth Management Act. Regardless, that is a lot of implementation for a community with 2,500 residents and a relatively small municipal staff.

Nonetheless, it's important to ensure that recommendations in the comprehensive plan are reflected in updated ordinances and that city officials and relevant committees make decisions informed by those documents. We have created an implementation plan in Appendix 2 that outlines an approach to implementation, responsible parties and rough time frames. There are several types of implementation from this plan:

Ordinance Updates

The plan recommends several changes to local ordinances, as outlined in the implementation plan in the Appendix. In general, these ordinance updates will be led by the Planning Board. However, there are some situations where another board may lead. In any case, the City Council has the final word on ordinance updates.

One way to ensure that the ordinance updates recommended in this plan move forward would be through a comprehensive audit of the existing City Code. Such an audit could identify deficiencies in existing Code with respect to the recommendations of this plan and recommend changes to bring codes into line with the future vision outlined. Depending on the level of discrepancy, this could entail small changes or a wholesale rewrite of codes.

Real Estate Actions

As with the 2010 Comprehensive Plan and the Stevens Commons site, this comprehensive plan asks the City to proactively plan for the future of two publicly owned sites. In this case, they are both City-owned, and may require some relocation of existing uses in

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order to be redeveloped. However, it is possible that the disposition of these properties could help pay for relocation needs.

- 1. Planning for the future of the Second Street Fire Station is already under way.
- 2. The existing DPW facility on Water Street is somewhat outdated and may not be in the ideal location given the geography of the City. Consideration should be given to reuse of that site as part of the planning for Water Street south of downtown, and build a new DPW facility in a more central location.

Solar and Electric Vehicle Planning

As Hallowell plans for a more sustainable future, two actions seem the most timely and achievable in the short term: planning for solar power production and planning for a more robust electric vehicle charging infrastructure.

Planning for solar production will involve assessing existing ordinances to ensure they do not limit appropriate development of rooftop arrays and solar farms. It will also include developing approaches to allow solar power needs to balance concerns about historic preservation, as well as agricultural uses.

Planning for electric vehicles will

involve determining where the best locations for charging stations will be determining the best methods for procurement and operations of public or private stations, and evaluating City ordinances to determine if there are regulatory obstacles that need to be addressed. In addition, the City could lead by example by procuring electric vehicles for City use when appropriate.

Both of these efforts may be able to take advantage of funding that will be available through the Maine Jobs and Recovery Plan or other state or federal funding that may become available.

Planning for Connectivity

The future of Hallowell is connected to its neighbors, to the world and within the community. Two areas in which active planning can make the most difference in the short term are in planning for better broadband service in Hallowell and in promoting better transportation options through connected sidewalk and bicycle systems.

As more residents work from home and entertainment and communication options become more reliant on the Internet, it will be important for the city to have excellent broadband infrastructure. This will involve assessing the existing services provided, as well as how local ordinances and plans may relate to efforts to install upgraded services in the community. Hallowell has a compact downtown that may be a good candidate for cost-effective upgrades, while small cells and other wireless technological solutions may help increase speed and reliability in the rest of the City.

Similarly, as both a climate mitigation strategy and a qualityof-life strategy, this plan emphasizes the need to plan and implement active transportation systems. These will include enhancements to the Kennebec River Rail Trail, bicycle lanes (ideally separated lanes) on major roadways, and an increased sidewalk network that is well planned and well maintained. These strategies will allow the small-city character of Hallowell to be enhanced through providing residents choices in transportation to work, school and play.

Follow-up Plans

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It may at first seem strange that a plan might recommend follow-up planning. However, a comprehensive plan is not able to resolve detailed issues, particularly on a specific topic or related to a specific part of a community. This plan recommends the following additional planning efforts:

- Comprehensive review of the City's Land Use Ordinances for consistency with this plan
- Hallowell Transportation Plan

- Downtown Action Plan
- Hallowell Climate Action Plan or Plans, with a focus on sea-level rise issues as well as going "net-zero" as a community.
- Hallowell Capital Improvement Plan
- Forestry Management Plan
- City-wide Housing Strategy
- Economic Development Plan or Plans, with a focus on downtown revitalization after COVID-19 and on the City economy generally.
- Hallowell Arts & Culture Plan
- City-wide Watershed Management
 Plan

The responsible entity for these plans will vary but, in many cases, the City Council should create a steering committee to ensure the plan is completed. Care must also be taken to allocate staff resources and/or adequate funding to complete these plans with the quality expected by Hallowell residents.

Implementation Plan and Flexibility

A common planning expression is that a plan is valuable because you need to know what plan to deviate from. This is another way of saying that a plan provides a road map, but the map may not always be perfectly accurate. Think of the stories of people who use an online mapping tool on their phone to get directions, but don't pay attention to where they are going. Sometimes they end up on a muddy dirt road, or drive into a closed gate.

Similarly, this plan and the implementation plan in Appendix 2 are a best guess as of today as to what steps should be taken in the next 10 years. However, it is likely not a perfect road map. As Hallowell travels into the 2020s and beyond, it will be important to use this road map as a guide, but adjust to opportunities and challenges as they arise. Actions listed as long-term may become short-term when an opportunity arises. Similarly, a different organization may end up taking the lead on an implementation step.

PLAN EVALUATION

A good plan is only as good as its implementation. While this plan is designed to set forth ideas for the next ten years and beyond, it will be



Photo: Rosemary Presnar

important to look back periodically and determine how well the City is doing in making this plan a reality.

In order to ensure that this plan does more than sit on a shelf, the City Council will convene every five years, or more often if desired, to look at how plan implementation is going. That evaluation will also provide a chance to determine if amendments are warranted.

Plan evaluation will include examining, at a minimum, the following issues:

- How well have the strategies in the plan been implemented, particularly those related to future land use?
- → Are there new strategies that have emerged that should be added to the plan to make the goals and policies occur? Are there strategies that should be removed?

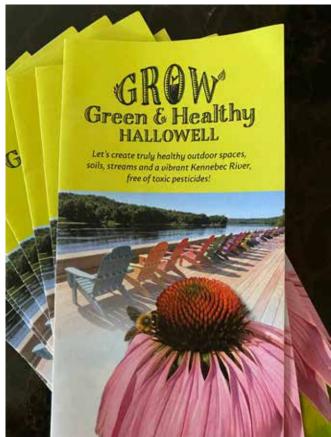
- ➔ How much of the City's capital investment is taking place in growth areas as opposed to rural areas?
- ➔ How much new development is taking place in the growth areas, rural areas, and transition zone?
- How well have strategies such as land acquisition and conservation easements worked to protect critical natural resources areas, key rural areas, and waterfront property?
- ➔ Are there major changes based on evolving public health needs related to COVID-19 that may involve changes to the goals, policies and strategies in this plan?



Photo: Rosemary Presnar

Congratulations!

If you've made it to this point, you hopefully have a sense of Hallowell's plans for the next ten years and beyond. There is much more information in the appendices if you are interested. We encourage all Hallowell residents and businesses to get involved in shaping Hallowell's future as a great small city.



Photos: Rosemary Presnar





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HALLOWELL COMPREHENSIVE PLAN

APPENDICES: 1. Existing Conditions 2. Implementation Plan 3. State Checklist

CITY OF HALLOWELL, MAINE

PREPARED FOR THE CITY OF HALLOWELL BY LEVINE PLANNING STRATEGIES, LLC MARCH 2022



LAND ACKNOWLEDGMENT

If you are a settler in the state we call Maine, you live on unceded land of the Wabanaki. We extend our respect and gratitude to the many Indigenous peoples and their ancestors - whose rich histories and vibrant communities include the Abenaki, Maliseet, Micmac, Passamaquoddy, and Penobscot Nations and all of the Native communities who have lived here for thousands of years - who were forcibly removed from their lands, and who live here still, in what is known today as Maine, New England, and the Canadian Maritimes.

We are sustained by these living lands and waters. We affirm the inherent sovereignty of the Wabanaki. This acknowledgment does not rectify the ongoing violence of settler colonialism, but is rather meant to cultivate an unsettling awareness of its persistence, toward building reconciliation which we recognize as we work for climate justice.

We can take a moment to reflect on how we might collectively liberate ourselves from the structural oppression and inequity inherent in the relationship between our predominantly white settler culture and those indigenous to this place, to the land and water itself, and to all beings who dwell here. We all have a responsibility to continue working to change the systems that continue to allow injustice and inequity to exist.

Photo Ctedits: Drew Landry and Jeff Levine (others as credited) Cover Photo: Rosemary Presnar



HALLOWELL CITY COUNCIL 2021 Mayor George D Lapointe Councilor at Large Peter Spiegel Councilor at Large Maureen AuCoin Ward One Councilor Kate Dufour Ward Two Councilor Michael Frett Ward Three Councilor Diana Scully Ward Four Councilor Berkeley B Almand-Hunter Ward Five Councilor Patrick B Wynne

CITY MANAGER

Gary Lamb

HALLOWELL'S COMPREHENSIVE PLAN COMMITTEE 2019-2021

Andrew Landry , Chair Patrick Cunningham Matt Cary Lisa Harvey-McPherson Matthew Radasch John Bastey Julie Horn Deb Fahy, Secretary Marcia Gallagher Rosemary Presnar Mathew Scease Matthew Rolnick Ryan Gordon Councilor Maureen AuCoin

HALLOWELL COMPREHENSIVE PLAN

APPENDIX 1 EXISTING CONDITIONS

CITY OF HALLOWELL, MAINE

PREPARED FOR THE CITY OF HALLOWELL BY LEVINE PLANNING STRATEGIES, LLC MARCH 2022



EXISTING CONDITIONS



Existing Land Use

Housing

Economy

Mobility

Population & Demographics

History

Arts & Culture

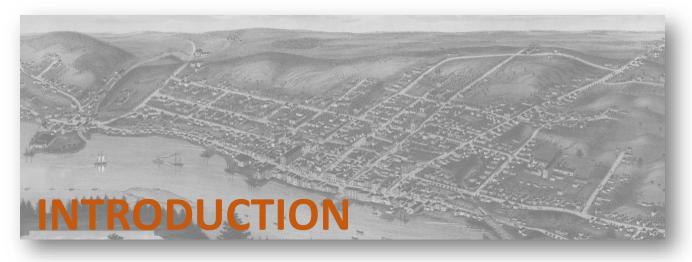
Recreation

Public Facilities

Fiscal Capacity

Land Resources

Water Resources



This document is the first part of the new Comprehensive Plan for the City of Hallowell. This plan, developed under Maine's Growth Management Act (30-A MRSA, Chapter 187) and the state's Comprehensive Plan Review Criteria Rules, is intended to guide growth and development in the City for the next ten years. It will serve as the basis for City land use regulations, public investments, and other policies.

Just as importantly, this is a plan that provides a snapshot of Hallowell in 2020. Begin prior to the COVID-19 pandemic, it is intended to gauge the success of the City in serving its residents and accomplishing the goals of the 2010 Comprehensive Plan. As the world hopefully moves on from the pandemic, it will provide guidance for steps to take to allow the City to thrive in the 2020's and beyond.

While this first document is primarily focused on existing conditions, it also includes items for further analysis and issues for further study at the end of each section. These items are designed to inform the Comprehensive Plan Committee, the City Council, and the public as the second volume is developed. That second volume will be the proactive guide for action in the next ten years and beyond, and include a strategic subset of these items with plans for how to address them.

In developing this document, the committee is grateful to all the City staff, local businesses and non-profits, and state and regional partners who contributed information and ideas.



INTRODUCTION

When people think about small New England cities, they often think of a place like Hallowell. With a strong downtown on the Kennebec River, beautiful historic homes, and large swaths of undeveloped agricultural land, the City has avoided some of the challenges facing many other places that once looked the same.

There are a number of reasons that Hallowell has kept this character over time, including leadership and planning, economics, and limited transportation access. Although it's not far to I-95 or the Maine Turnpike, the city has been able to remain a small local service center without as much demand for large-scale retail uses or large subdivisions as some other communities. On the other hand, I-95 divides the City in two and is indelibly part of the land use pattern.

This does not mean there aren't challenges in Hallowell's future. There are ways in which the 19th century city, as livable and attractive as it is, will need to look at the ways in which growth and change might allow for a sustainable community. Fortunately, the City has generally taken on this challenge and balanced an embrace of the new with a desire to protect the historic.

The New Urbanist school of planning, which looks to the built form as a primary driver of urban planning, has a useful concept that helps explain Hallowell's land use patterns. This concept, called the "rural-to-urban Transect," looks at different types of land use patterns and what makes up their essential natures. The Transect shows these uses as a diagram (see below) and then invites applying it to your specific community.

Generally, the rural-to-urban Transect divides land into seven categories:

- Core (T6)
- Center (T5)
- General Urban (T4)
- Suburban (T3)
- Rural (T2)
- Natural (T1), and
- Special Districts

These categories can generally be visualized in this diagram.



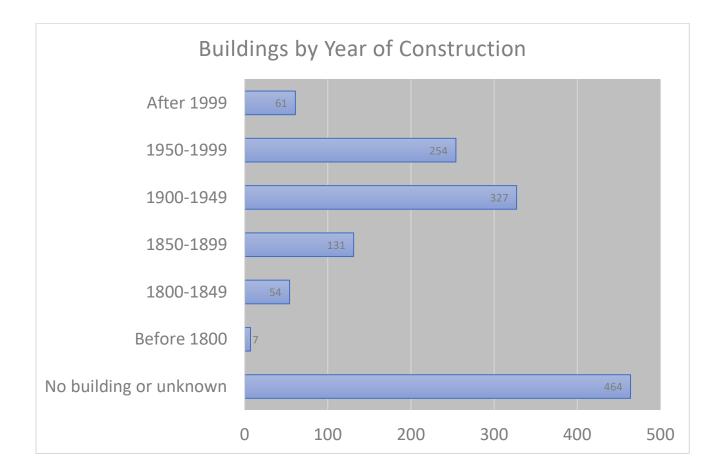
What's remarkable about Hallowell's land use patterns is that they capture some form of these seven categories in a small city. Look at the cross-section of the city, for example, as you travel up Central Street. You travel from downtown, which is a form of T6 – albeit a little smaller than some – through the transect until you cross I-95 and reach T2 and T1 zones. At the same time, Stevens Commons is clearly a Special District in that it has certain unusual characteristics that present different land use issues and opportunities.



This framework is useful to start thinking about land uses in Hallowell. Now let's take a deeper look at the past and current land use patterns.

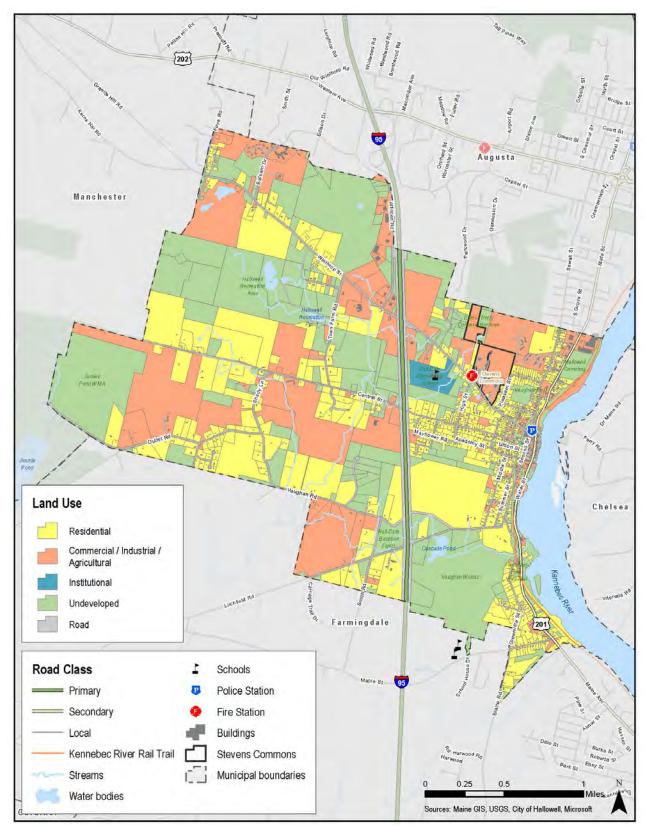
PAST DEVELOPMENT PATTERNS

Hallowell's build form dates back to the 19th century, when many of the downtown buildings and some outlying residences were built. However, the bulk of the current development is from the 20th century. Unlike many cities, however, the bulk of the construction was in the early 20th century, rather than the post-World War II era. As shown in the table below, two-thirds of the existing building stock had been constructed by 1950. Note that this data is based on Assessor's records and should be used as guidance only. For example, Assessors often list a set year, such as "1900," for the year built if there is limited data.



EXISTING LAND USE

The variety of land use patterns outlined above are worth describing in a little more detail. Below is a general map of land uses in the City. After that map are descriptions of the general land use types in the City, which are about the built form and context as much as the land use category.



Map 1: Land Use



Map 2: Downtown Land Use



DOWNTOWN: "LITTLE BIG CITY"

Downtown Hallowell is in many ways like other traditional small city downtowns. Water Street runs along the shore of the Kennebec River with multistory buildings lining its sidewalks. The buildings continue in many ways to serve their traditional uses, for trade and local services, with offices and residential above.

What is unusual about downtown Hallowell is the scale of the buildings. Rather than one-, two-, and some three-story structures, many of the facades go up a third or even fourth floor. This height is unusual for a city the size of Hallowell, and represents both a part of the distinctive character of Water Street, and also an opportunity to create additional activity downtown. In addition, the diversity of buildings and lack of vacancies indicate a vitality many downtowns lack.

While the additional height and walkability of downtown are opportunities, there is a challenge in the form of periodic flooding of the properties along the street. It's possible that the additional extant height can be part of an adaptation strategy for the commercial and social core of Hallowell. A full King Tide on the Kennebec will become an increasing risk to downtown based on current trends.

As you move up and down Water Street away from downtown, the character changes to smaller buildings with more surface parking. These areas are still generally commercial and light industrial and indicate that you are moving out of Hallowell toward neighboring communities.



NEAR DOWNTOWN: "WALKABLE AND ACCESSIBLE"

As you walk from downtown, especially away from the Kennebec River, the built form shifts slightly to wood frame construction, two-story gable buildings. Many of these are historic homes still used as residences. Others are used for small commercial activities. Second Street, Middle Street, and Warren Street follow the topography of the riverside and as a result they are level and walkable. Cross streets are hillier but provide necessary connections between these streets.

In addition to these traditional wood buildings, there are some brick structures as well. These are often slightly taller. These buildings include City Hall, the Post Office and the former Public Utilities Commission building. The Hubbard Free Library is made of Hallowell granite.





RESIDENTIAL AREAS: "PLEASANT AND LIVABLE"

Moving out of the core of Hallowell, larger lots become more common, as do wooded areas between homes. This primarily residential area includes some rectilinear streets and some curvilinear roads. Sidewalks are less common, but on many of the streets the traffic volumes are lower, creating *de facto* shared streets. Unfortunately, unlike true shared streets, the travel speeds of vehicles on these streets often limit their use for pedestrians and bicycles.

Residents of these areas are more likely to drive to retail and service centers. However, the benefit of this distance is the privacy and green space that this distance affords.

As you cross I-95, the recent development of Granite Hill Estates shares many of these characteristics. However, as a newer development, this area has sidewalks and underground utilities.



WHITTEN ROAD/CARRIAGE LANE: "EMPLOYMENT OPPORTUNITIES"

As you approach I-95, there are a few areas where commercial uses dominate. Whitten Road heads into Augusta and includes a number of commercial and light industrial buildings, along with attractions such as the Camden Ice Vault. Carriage Lane, a more recently and comprehensively developed office park, is built with a more comprehensive character of traditional buildings and surface parking lots. Both areas provide options for commercial services and employment outside of downtown. In particular, businesses needing highway access or suburban parking ratios benefit from these locations. However, options for dining and natural gathering places are limited.

There are other small areas around the city that have these characteristics. However, these other locations are generally one or two buildings, either legally nonconforming to existing zoning, or developed on their own.





RURAL/NATURAL AREAS: "THE GREENBELT OF HALLOWELL"

Hallowell is not a predominately rural community, but there are certainly parts of the City that include agricultural and natural landscapes. Current farm uses are somewhat limited, although there appear to be some pasture uses as well as some cannabis production. These parts of the city include large swathes of open space (see below), some of which are protected, but many of which are still theoretically developable. To date, most of this land remains undeveloped. However, the current zoning would permit subdivision of much of this land in the future for single-family homes with one acre lots, potentially half acre lots in a cluster subdivision.





EXISTING LAND USE 10



OPEN SPACE LANDSCAPES

The open spaces in Hallowell are a key part of its community character and land use. Some of this space is protected, either through public ownership or other limitations. A great deal of it is not protected, and subject to future development (see Map 8 below.) These landscapes include those that are in a wild and natural state, and those used for active recreation. Vaughan Woods, Granite City Park, community gardens, ball fields, and even the open spaces around the schools, all contribute to the feel of the city.

Just under six percent of the land in Hallowell is owned by the City. Some of that is active uses such as City Hall, but most of it is open space. Similarly, the State of Maine owns almost ten percent of the land in the City, most of which is

TOTAL ACREAGE IN HALLOWELL	5922
ACRES OWNED BY CITY	349
ACRES OWNED BY STATE	591
VAUGHN WOODS	157 (est.)
RSU #2 PROPERTY	80

open space. Other major open space land owners include RSU #2 (1.35%) and Vaughan Woods and Historic Homestead (approximately 3.33%.)

There are also open space landscapes that serve active transportation uses. The Kennebec River Rail Trail and unused railroad grade represent both open, linear spaces, but also options for getting around, either currently or in the future.

Finally, there are similar corridors for utility service. These serve an important function of providing public utilities, but also serve as open spaces and corridors connecting parts of Hallowell.

The Stevens Commons development (see below) also includes open space areas, some of which will be permanently protected.



SPECIAL DISTRICT: STEVENS COMMONS

One major new development in the past 10 years has been at Stevens Commons, a 54-acre site where the former State Industrial School for Girls is being redeveloped into a mixed-use district pursuant to an overall master plan. That redevelopment was anticipated in the previous Comprehensive Plan, but has only now started to be implemented. A City fire station, a 36-bed University of Maine at Augusta dormitory, and a 29-unit affordable senior housing development are complete or under way, as well as a farmers' market.

Additional residential development is planned on this campus. The strength of the market locally and in the larger context will affect the timing and details of these portions of the plan.

There are a couple of other areas that have some special district characteristics in the City. However, these small locations, such as Maple Hill Farm Inn and the Cohen Center building, are much smaller.





EXISTING LAND USE 12

EXISTING ZONING

Hallowell has a mature set of land use ordinances in Chapter 9 of the City Code. These include:

- ✓ Zoning (Chapter 9, subchapters 1 through 7)
- ✓ Subdivision (Chapter 9, subchapter 8)
- ✓ Site Plan Review (Chapter 9, subchapter 8a)

Unlike many cities where there is a separate board to administer historic preservation regulations, in Hallowell's case the Planning Board is responsible for that task. In fact, a great deal of the Planning Board's workload in recent years relates to historic preservation.

The height limit on buildings is 35 feet across all zones that allow building construction. The City's zoning ordinance includes some density bonus incentives for development on existing utility infrastructure.

ZONING DISTRICTS

The City is divided into 12 zones overall:

- Four residential/agricultural zones;
- Five mixed use zones;
- One special zone; and
- Two resource conservation districts.

In addition, there are three overlay zones, one of which is the historic district.

RESIDENTIAL ZONING DISTRICT PURPOSES

MEDIUM DENSITY RESIDENTIAL DISTRICT (R1): To provide residential areas with medium density single- and multiple-family housing and neighborhood facilities, to provide opportunities for home businesses, to allow offices in buildings that are primarily residential, to provide a variety of types and styles of housing available to families of different sizes and different incomes, and to prevent uses which would depreciate the value or abuse the character of residential neighborhoods.

MODERATE DENSITY RESIDENTIAL DISTRICT (R2): To provide residential areas for moderate density single and duplex housing and neighborhood facilities, to provide opportunities for home businesses, to allow offices which do not generate high volumes of traffic, to provide a variety of types and styles of housing available to families of different sizes and different incomes, and to prevent uses which would depreciate the value or abuse the character of residential neighborhoods.

RESIDENTIAL DEVELOPMENT DISTRICTS (R3): To provide areas for the development of new moderate density residential neighborhoods that provide a variety of housing options including single-family homes, duplexes, and multi-family housing. These areas should be connected to downtown, schools, and open spaces. To encourage planned development, projects that prepare a master plan demonstrating compatibility with the surrounding neighborhood should be allowed to develop at a somewhat higher density.

RURAL-FARM DISTRICT (RF): To provide for a low-density, rural residential area located generally west of I-95, excluding designated commercial areas, suitable for residential, recreational and agricultural uses at low densities with building development to take place in such a fashion that the need to construct and maintain new City streets is minimized, and that an attractive rural landscape with large open spaces is maintained.

RESIDENTIAL ZONING DISTRICT GENERAL USES AND DIMENSIONS						
	R1	R2	R3	RF		
LOT SIZE	5,000 sf.	10,000 sf.	12,500 sf.	43,560 sf.		
PRIMARY USES	One-family homes and duplexes	One-family homes and duplexes	One- and two- family homes	One- and two-family homes, farming & timber harvesting		
RESIDENTIAL DENSITY	4,000 sf./ unit	7,500 sf. /unit	7,500 sf. /unit	43,560 sf./unit		

MIXED USE ZONING DISTRICT PURPOSES

DOWNTOWN DISTRICT (DT): To retain the historical character of Downtown Hallowell, to allow water-oriented uses, to retain open spaces, to allow residential uses on the upper floors of Downtown buildings, to limit uses along so called Front Street to those which are functionally water-dependent, to avoid uses which require a high volume of truck deliveries, to avoid large expanses of asphalt for parking or exterior storage or display of materials, and to limit future flood damages by limiting the types of uses that can be located in flood-prone buildings.

NORTHERN GATEWAY BUSINESS DISTRICT (BA): To provide space for new business growth in a manner that provides for the extension of the character of Downtown and creates a transition to the commercial district in the City of Augusta, and to avoid large expanses of asphalt for parking or exterior storage or display of materials.

BUSINESS B DISTRICT (BB): To provide for a wide variety of commercial and industrial uses, including those which generate a large traffic volume or truck deliveries.

BUSINESS C DISTRICT (BC): To provide for a variety of moderate commercial and business uses which generate low traffic flow and are subject to exterior design standards which are compatible with the surrounding rural character. Entry to these BC zones shall be on either side, limited to a single road extending generally south and north from Winthrop Street or Central Street. A 50-foot Buffer Zone shall be required along the easterly edge of the BC zone that is east of I-95.

SOUTHERN GATEWAY BUSINESS D DISTRICT (BD): To provide for a mixed-use gateway along the southern end of Water Street that maintains the established character of the area while creating a transition between Downtown and Farmingdale.

STEVENS SCHOOL PLANNED DEVELOPMENT DISTRICT (SSPDD): To provide for the reuse and redevelopment of the former Stevens School into a well planned development with a common set of design elements in which the use, redevelopment, or development is focused in the areas of the campus that are already developed in a manner that is compatible with the surrounding neighborhood, accommodates a mix of uses, maintains the character of the Maine Industrial School for Girls National Register Historic District, minimizes development in areas with significant natural resources, provides appropriate infrastructure, addresses environmental issues and stormwater management, and minimizes undesirable impacts on adjacent properties and the surrounding neighborhood.

	DT	ВА	BB	BC	BD	SSPDD
LOT SIZE	N/A	5,000 sf	40,000 sf	90,000 sf	5,000 sf	20,000 sf.
PRIMARY USES	Business, service, community, government & residential	Business, service, community, government & residential	Services, other uses	Business & professional	Services, one-family homes & duplexes	Mixed use
RESIDENTIAL DENSITY	No maximum	5,000 sf/first unit then 2,500 sf/unit	Not permitted	Not permitted	10,000 sf./ first unit then 5,000 sf./unit	5,000 sf./unit

MIXED USE ZONING DISTRICT AND SPECIAL ZONE GENERAL USES AND DIMENSIONS

RESOURCE PROTECTION DISTRICT (RP): To further the maintenance of safe and healthful conditions; prevent and control potential water pollution sources; protect spawning grounds, fish, aquatic life, bird and other wildlife habitat; and conserve shore cover, visual as well as actual points of access to coastal waters and natural beauty; and to protect historic and archaeological sites.

OPEN SPACE DISTRICT (OP): To further the maintenance of safe and healthful conditions; prevent and control potential water pollution sources; protect bird and other wildlife habitat; and conserve vegetative cover, and natural beauty.

	RP	OP
LOT SIZE	N/A	N/A
PRIMARY USES	Passive uses & utility activities	Passive uses
RESIDENTIAL DENSITY	Not permitted	Not permitted

RESOURCE PROTECTION DISTRICT GENERAL USES AND DIMENSIONS

OVERLAY ZONE PURPOSES

SHORELAND OVERLAY DISTRICT (SD): To protect and enhance water quality, preserve and enhance the aesthetics of water bodies and views therefrom, protect shoreland areas from erosion, protect and preserve that vegetation and wildlife which is more indigenous to shoreland areas than areas not associated with water bodies, avoid the problems associated with floodplain development and use, and to encourage and ensure the integrity of points of access to water bodies.

FLOODPLAIN MANAGEMENT (FM): Certain areas of the City of Hallowell, Maine are subject to periodic flooding, causing serious damages to properties within these areas. Relief is available in the form of flood insurance as authorized by the National Flood Insurance Act of 1968.

Therefore, the City of Hallowell, Maine has chosen to become a participating community in

the National Flood Insurance Program, and agrees to comply with the National Flood Insurance Act of 1968 (P.L. 90-488, as amended) as delineated in this Floodplain Management Code.

It is the intent of the City of Hallowell, Maine to require the recognition and evaluation of flood hazards in all official actions relating to land use in the floodplain areas having special flood hazards.

The City of Hallowell has the legal authority to adopt land use and control measures to reduce future flood losses pursuant to Title 30-A M.R.S.A., Sections 3001–3007, 4352 and 4401–4407 and Title 38 M.R.S.A., Section 440.

The National Flood Insurance Program, established in the aforesaid Act, provides that areas of the City having a special flood hazard be identified by the Federal Emergency Management Agency and that floodplain management measures be applied in such flood hazard areas. This Division B Ordinance establishes a Flood Hazard Development Permit system and review procedure for development activities in the designated flood hazard areas of the City of Hallowell, Maine.

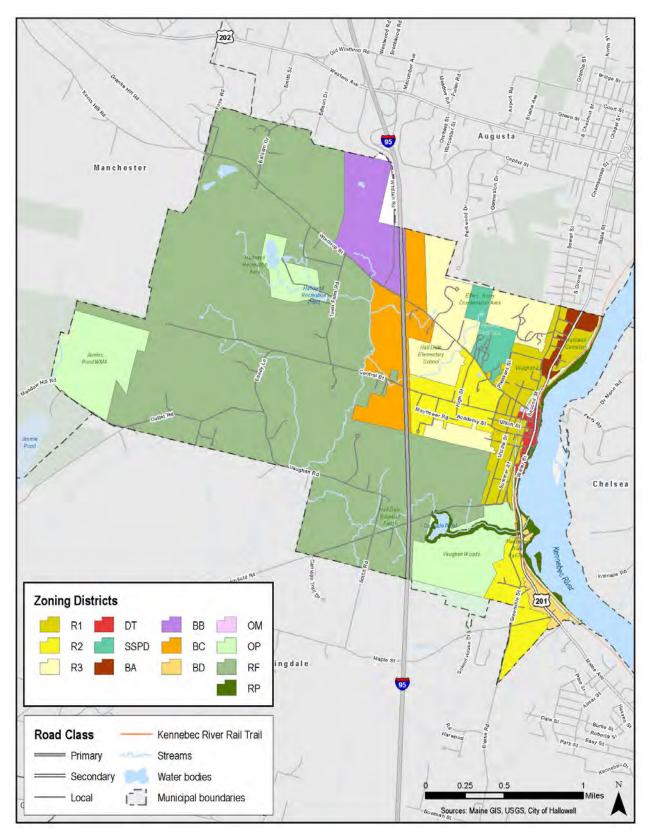
The areas of special flood hazard, Zones A and AE identified by the Federal Emergency Management Agency in a report entitled "Flood Insurance Study - City of Hallowell, Maine, Kennebec County" dated June 16, 2011 with accompanying "Flood Insurance Rate Map" dated June 16, 2011 with panels: 504, 511, 512, 514, 516, 517, 519 is hereby adopted by reference and declared to be a part of this Code.

HISTORIC DISTRICT (HD): The purpose of the Historic District and the designation of Historic Landmarks is to preserve structures and areas of historic and architectural value and as declared by the City Council under the provisions of Sub-Chapter V of Chapter 8 of this Code.

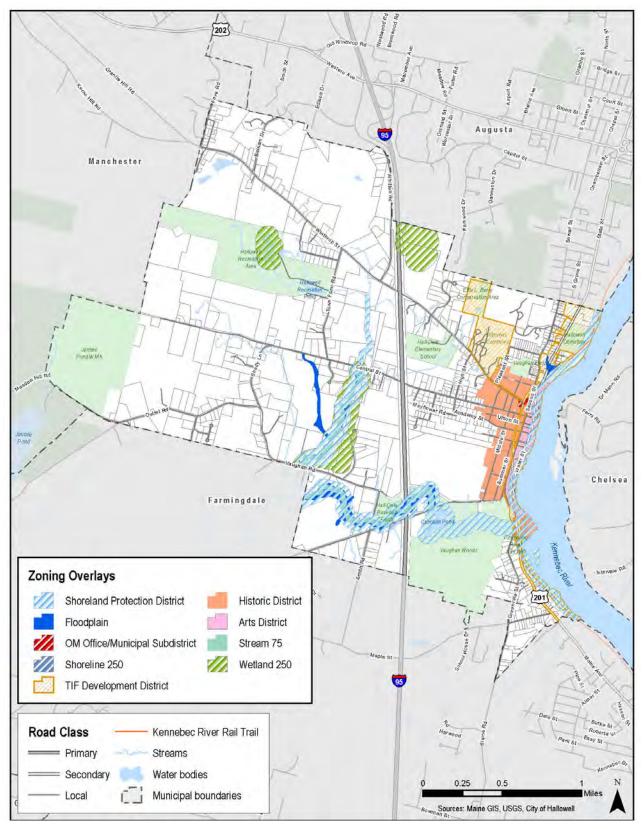
OVERLAY ZONE GENERAL USES AND DIMENSIONS

These overlay zones apply in addition to the base zoning districts and add additional setback requirements, performance requirements, and other dimensional standards to accomplish the overlay zones' purposes. More information on flood zone management in Hallowell is below.

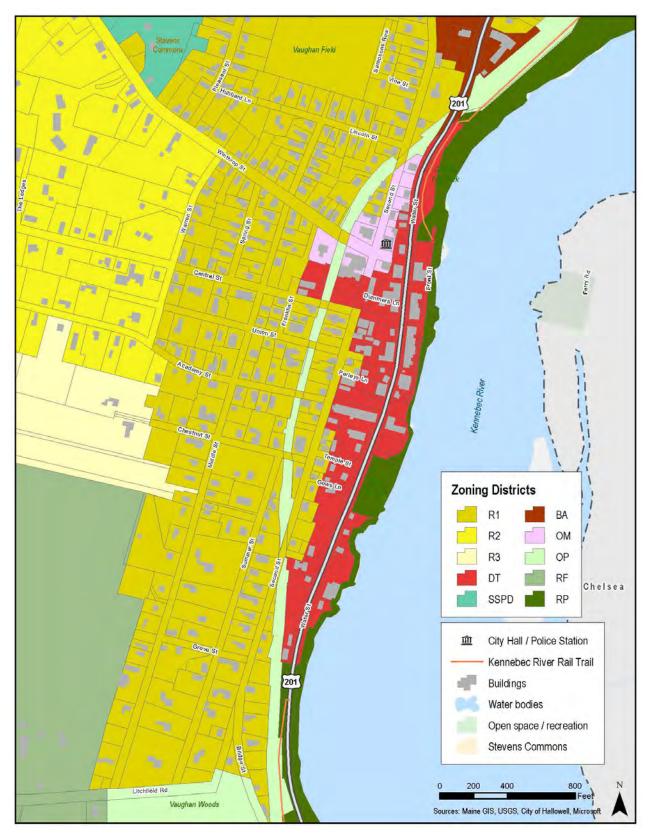
In the case of the Historic District, the rules are set forth similar to any Local Historic District, except that they are administered by the Planning Board rather than a separate Preservation Board. Many alterations to the exterior of buildings in the HD require review for historic appropriateness.



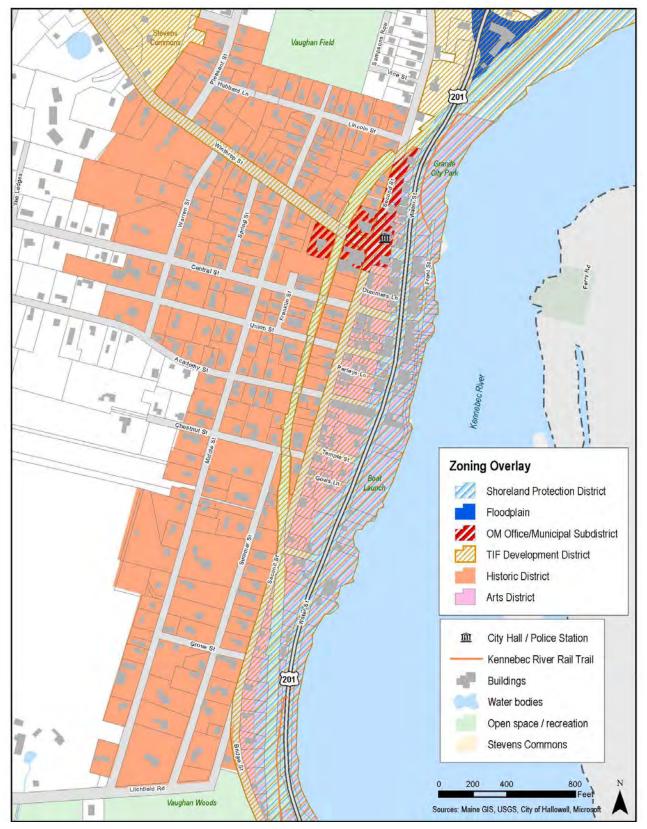
Map 3: Base Zoning Districts



Map 4: Zoning Overlay Districts



Map 5: Base Zoning Districts Downtown



Map 6: Zoning Overlays Downtown

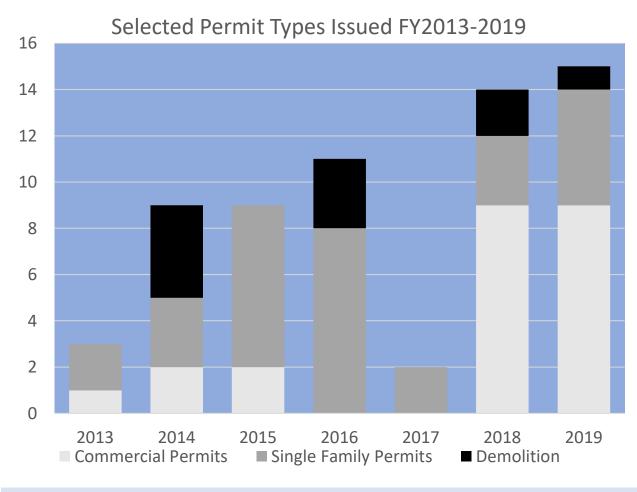
LAND USE TRENDS

Since 2010, there have been a few larger developments in Hallowell, but limited smaller scale projects. Much of what has occurred outside those larger developments has been renovation and investment in existing buildings. Since 2012, only 32 single-family homes were reviewed, an average of four a year. The average value of those permits was \$221,000, relatively typical for a new construction single-family home in Maine.

On the commercial front, 26 permits were issued in that time, for an average of 3.25 per year. Unlike the residential permits, which have been fairly steady over that time period, there has been a noted uptick in commercial permits in the past couple of years.



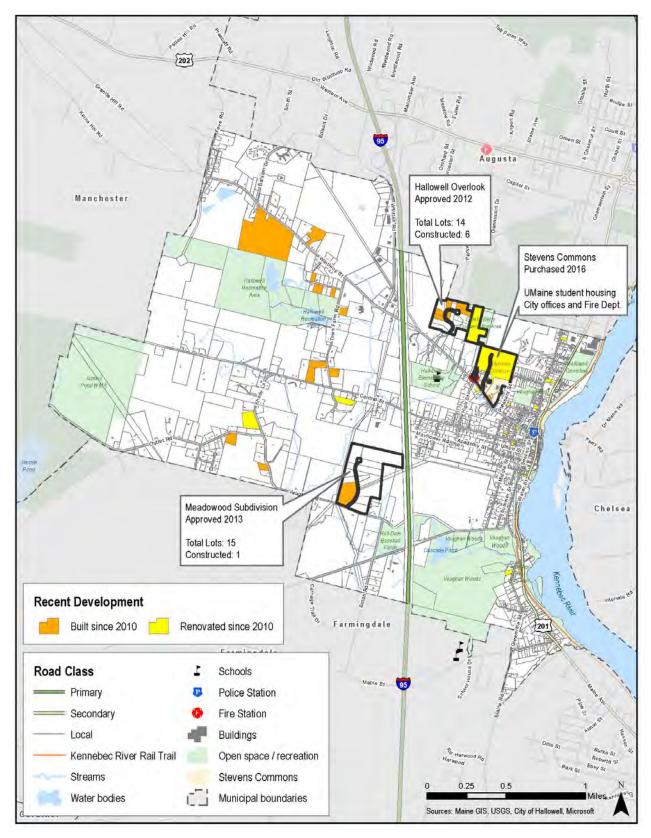
Development Permits Issued, FY2012-2019 Development Value Data, FY2013-2019



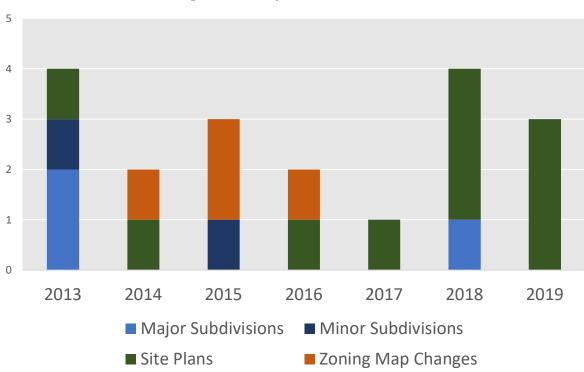
DEVELOPMENT REVIEW

The Planning Board is responsible for reviewing major developments through the site plan review and subdivision processes. They also review zoning amendment requests. In the past couple of years there has been a small increase in the number of site plan reviews, to an average of three a year, but also a decrease in zoning amendment reviews. In general, there has not been any significant change in the development review trends since 2010, which are best characterized as slow and steady.

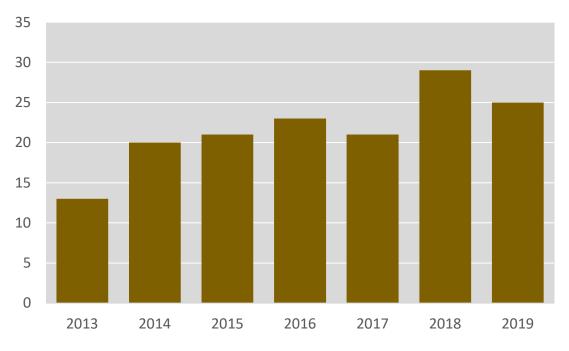
In addition, in Hallowell, the Planning Board acts as the Historic Preservation Board and reviews publicly visible exterior changes to buildings in historic districts. This Certificate of Appropriateness review has been steady over the past several years. There has been a small uptick in these reviews in the past couple of years, but not enough of an increase to indicate an ongoing trend.



Map 7: Recent Developments



Certificates of Appropriateness, FY2012-2019



Planning Board Major Reviews FY2013-2019

EXISTING LAND USE 25

LAND SUITABLE FOR DEVELOPMENT

The population of Hallowell has generally been flat over the past ten years, and is not expected to increase in the next ten. The Maine State Economist projects a small decrease in population, to 2,240 by 2036. While that may be offset by slightly smaller average households, the demand for new housing in Hallowell is not expected to require significant new land.

On the other hand, a great deal of land in the City is available for new development. That land may not be suitable for new development, in that it is not on public water or sewer, and would require extensions of roadways and the electric grid, but it is available and could be built upon under existing zoning.

The map on the next page generally shows the undeveloped land that could still be developed, based on land use regulations as well as a general analysis of physical feasibility. This map is somewhat conservative, as it does not include parcels that are already developed but, under current zoning, could be more intensively developed. There are several very large lots in the city that could be further developed if the right conditions and owner interest arose. However, even with this conservative analysis, there is clearly a great deal of developable land in the city.

In addition to that land, there are infill opportunities in or near downtown. Conversion of existing buildings to housing, or construction of new buildings on vacant lots, may tap into demand for a variety of housing types and opportunities beyond the single-family home.

These infill developments would require fewer public infrastructure upgrades and would generate fewer vehicle trips due to the proximity to goods and services through walking and biking. Some of these infill opportunities may be available under existing zoning, and some may require zoning amendments.

SUBDIVISIONS

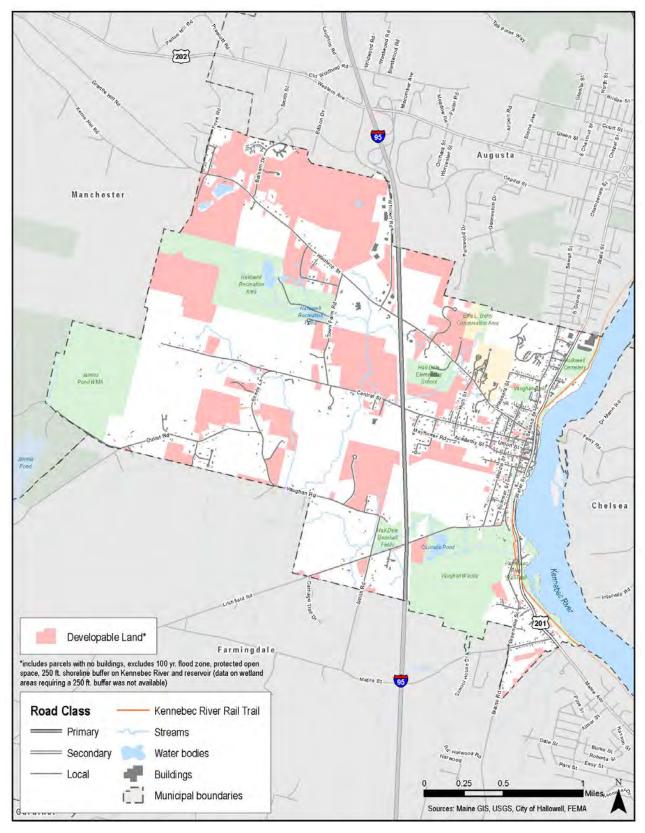


There have not been many subdivisions in Hallowell in the past 10 years. However, Hallowell Overlook, off Winthrop Street, and Meadowood, off Vaughan Road, were both built in the early 2010s.

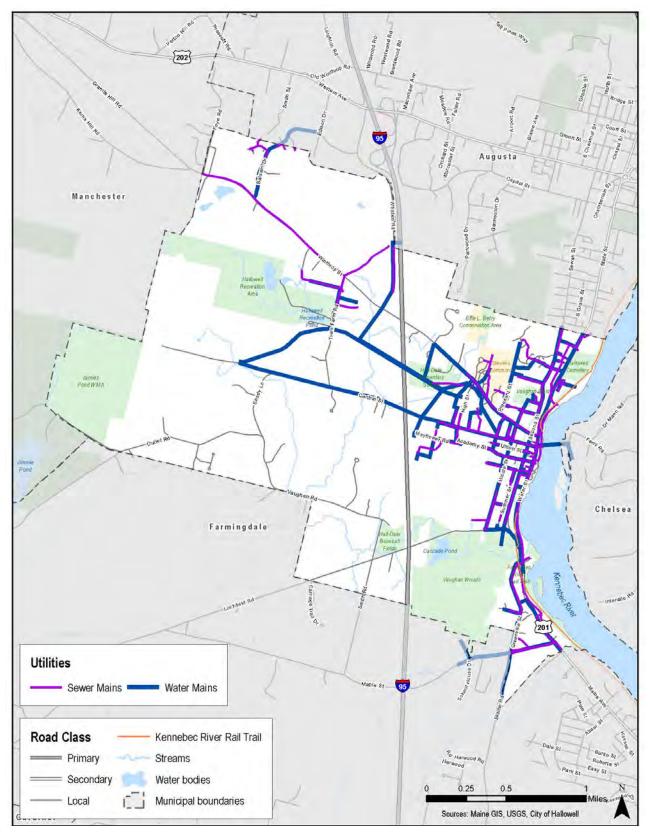
Those two subdivisions, with a total of 29 lots, represented a large number of the new housing lots developed in Hallowell in the past 10 years. However, neither of these subdivisions has been fully built out, with only 7 houses built to date.

In addition, a third subdivision called Bombahook Estates, was developed before 2010 off Winthrop Street west of I-95. That subdivision has 15 lots, of which 4 have been built on.

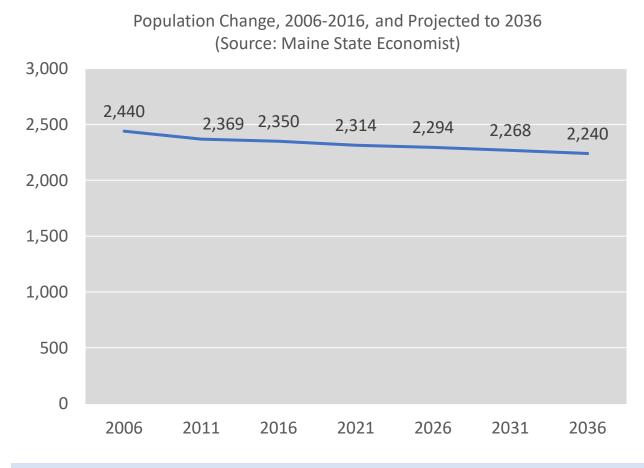




Map 8: Developable Land



Map 9: Public Utilities

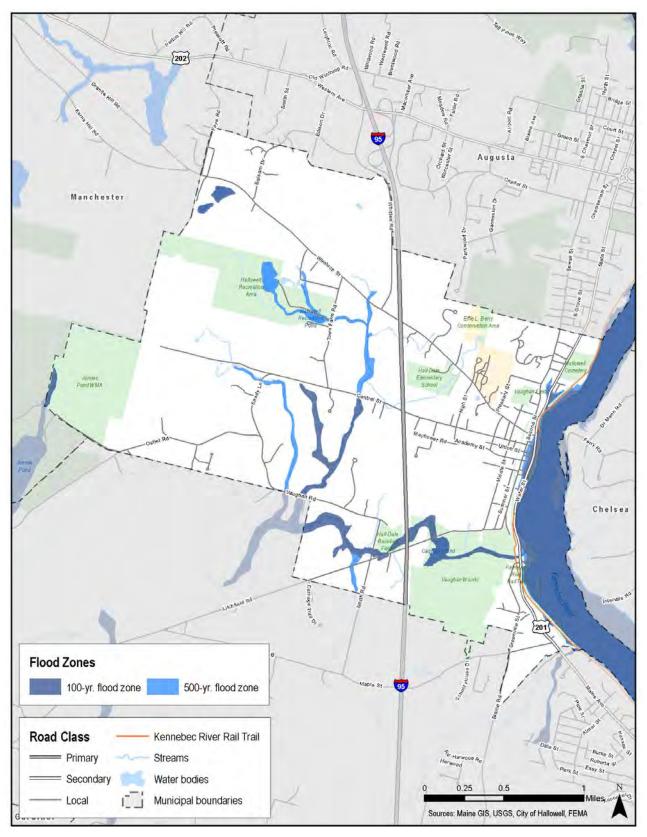


FLOOD ZONES

Hallowell is affected by flooding issues, particularly downtown. The City has chosen to become a participating community in the National Flood Insurance Program, and agrees to comply with the National Flood Insurance Act of 1968 (P.L. 90-488, as amended.) It has a Floodplain Management District in its zoning code with the following purpose statement:

> *"It is the intent of the City of Hallowell, Maine to require the recognition and evaluation of flood hazards in all official actions relating to land use in the floodplain areas having special flood hazards."*

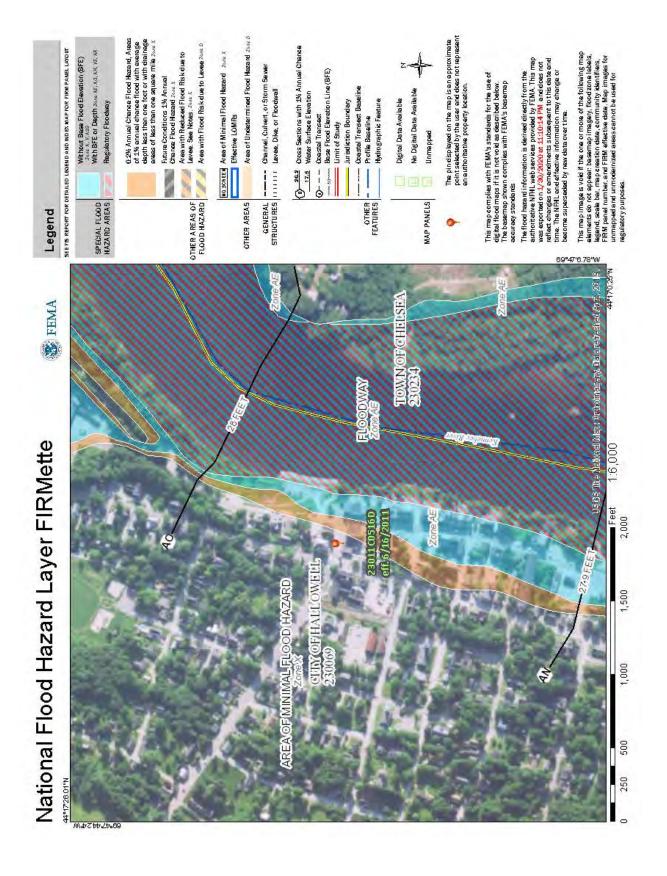
The Floodplain Management District is an overlay that follows the 100-year flood zones as delineated by FEMA.



Map 10: Flood Zones



Map 11: Flood Zones Downtown



ANALYSIS AND ISSUES FOR FURTHER STUDY

- ✓ Do the existing land use regulations provide for the land use patterns that Hallowell wants for the future? In particular, does it provide for future balance of agricultural and residential uses? Are there the right number of zones?
- ✓ Are all the existing zones still relevant? In particular, does the BB zone serve a useful purpose or should that land be rezoned?
- ✓ How can downtown Hallowell be kept sustainable and viable? Should activity be expended to the north and south of the traditional downtown?
- Are downtown Hallowell and the areas to the north and south of it prepared to be resilient in the face of likely increased flooding and other environmental challenges that may arise?
- ✓ Is there an interest and/or need for additional commercial services outside of downtown? What might be the role of additional nodes of retail, for example, in increasing the walkability and completeness of other neighborhoods? Would these uses be in existing commercial/industrial areas or where there is a natural crossroads?
- Building on existing utilities is cost-effective for the municipality as well as good planning. It also promotes walkability and sustainable development. Are the existing incentives in the City's zoning adequate to promote such development?
- ✓ How is the existing Historic District impacting other public policy goals for the City? Is it accomplishing the goals it was designed to achieve?
- ✓ There are no solar farms or other alternative energy-generation facilities in the city, nor are they anticipated in the zoning ordinance. Should the City promote and welcome these uses as a way of generating revenue for large land owners and encouraging alternative energy?
- ✓ What utilities should be considered when offering density bonuses? Should broadband be included?
- How effective is current zoning at protecting water quality and open space?



INTRODUCTION

There are over 1,250 homes in Hallowell, of various types, sizes and prices. Approximately two-thirds of those units are owner-occupied, while the other third are rentals. The City's housing market is largely driven by the private sector, as there are only a few units regulated with respect to income levels of tenants and rents charged. This number is expected to increase to approximately 1,326 units over the next few years.

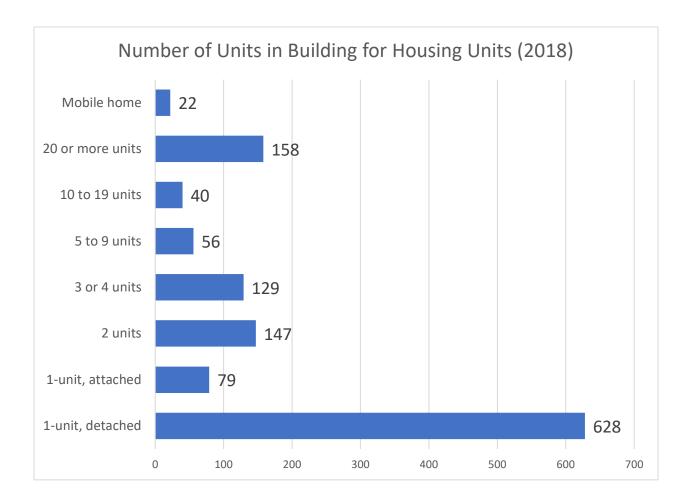
Although Hallowell does not have an overall housing affordability challenge at the level of some larger communities, there are some disparities between what units exist and what some residents can afford. These challenges are best addressed early, through thoughtful and incremental actions that involve partnerships with the state, nonprofits and other partners.

CURRENT HOUSING STOCK

The most common housing type in Hallowell is an owner-occupied single-family home. That's not unusual in Kennebec County or Maine as a whole. However, a variety of housing types exist in the city, reflecting the historic built environment as well as land use regulations that do not restrict housing types as much as in some other communities. Almost exactly half of all housing in the city consists of detached single-family homes, of which most are owner-occupied.

As with other communities in Maine, where municipal services are highly dependent on property taxes, the median tax bill has increased in the past 10 years. This is primarily because municipal operations are highly labor-dependent, and the cost of labor increases every year. In addition, state aid declined for much of that time period. As a result, in the absence of other significant funding sources, property taxes will increase. From 2010 to 2018, the estimated median tax bill in Hallowell increased by 6.2% annually. While this rate seems high, it's within the typical range of property tax rate increases in the state. It is consistent with the increased cost of labor (including health insurance, benefits, and post-employment benefits) in the public sector during that time period.

In addition to single-family detached homes, Hallowell's housing includes significant numbers of attached single-family homes, as well as two-, three- and four-family buildings. In addition, about one-eighth of the units in the city are in larger buildings of 20 units or more.



Year	Median	Median		
	House Value	Tax Bill		
2010	\$182,700	\$2,740.50		
2014	\$206,400	\$3,675.98		
2018	\$193,200	\$4,115.16		
Sources: U.S. Census, State of Maine, & City of Hallowell				

SEASONAL HOMES

As with many Maine communities, Hallowell has some seasonal homes. However, based on self-identification, that number is lower than in many communities. Only 2.1% of the homes in the City, or 27, were identified as seasonal,

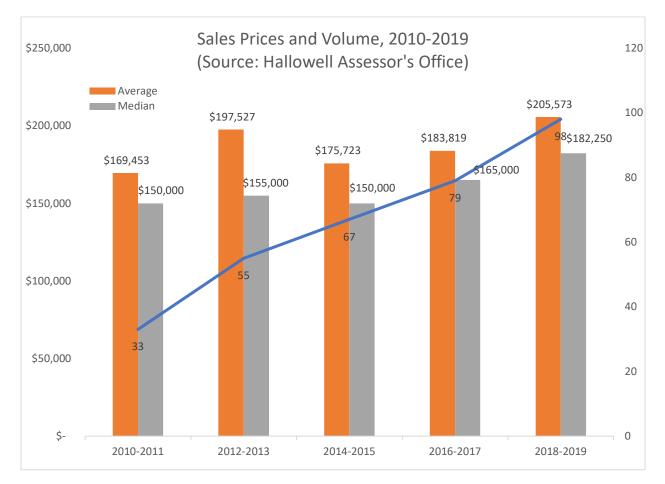
Tax Rates and Median Tax Bills (FY2020)				
	Median Tax Bill (est.)	Rate (mills)		
Hallowell	\$4,047	21.30		
Gardiner	\$3,472	21.70		
Augusta	\$3,083	20.97		
Winthrop	\$3,848	20.25		
Monmouth	\$3,486	17.65		

recreational, or "occasional use" homes in 2018. However, 12.7% of the homes in Hallowell, or 160, were identified as vacant. It is likely that many of the 133 homes identified as "vacant" but not for seasonal, recreational, or "occasional use," also function as summer or seasonal homes. The number of vacant, potentially seasonal, homes in Hallowell does not appear to have increased or decreased significantly since 2010. They are present in the community, but the City of Hallowell is primarily a year-round community, and has been for some time.

	2010		2018	
Total housing units	1,339		1,259	
Occupied housing units	1,168	87.2%	1,099	87.3%
Vacant housing units	171	12.8%	160	12.7%
For seasonal, recreational, or occasional use	38	2.8%	27	2.1%
Seasonal, recreational or occasional use units are also listed	d as vacant			

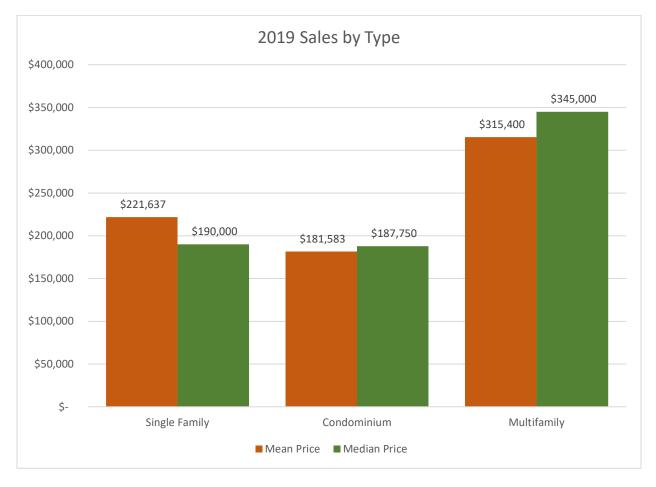
HOUSING SALES

Hallowell has followed the trend of many popular housing markets in the past 10 years. Between the two-year periods 2010-2011 and 2018-2019, median housing sales prices on the whole have increased 21.5%. In the same period, sales volumes have increased sharply by 196%. Hallowell has generally been a popular place to purchase a home, and that popularity has clearly continued and increased in the last decade.



Looking more closely at sales of different types of homes tells a similar story in 2019. While most sales have been single-family homes, condominiums and multi-family housing continues to be sold for

reasonable prices. Condominium sales are an interesting piece of this puzzle. Unlike in some other markets, they are not selling for significantly different prices than single-family homes. The mean sales prices are somewhat lower, due to some very high-end single-family home sales, but the median prices are almost the same. Multi-family homes are selling for more than either condominiums or single-family homes, but that is typical of a popular market where it is not especially difficult to rent units.



(Source: Vitalius Real Estate Group)

Another indication of the strength of the Hallowell housing market is the time it takes to sell a home. Condominiums sold the most quickly in 2019, with a median number of days on market time of 12.5 days and mean days on market of 12.7 days. Single-family homes sold fairly quickly as well, with a median 22 days on market and an average day on market of 40.6. Overall, homes in Hallowell stayed on the market for a median of 15 days and a mean of 36.9 days. The disparity between medians and means for non-condominium buildings represents some single-family homes that took a long time to sell.

Note that this data does not include buildings that have not yet sold. It's very difficult to get accurate data for buildings that 'linger' on the housing market, as they are often taken off the market for short periods of time to reduce the impression that they are hard to sell. However, there is some anecdotal evidence that, like many communities, there have been some hard-to-sell buildings. Whether that

difficulty selling is due to issues with the building, the owner, or the economics of the particular parcel, is difficult to determine without additional study.

QUALITY OF HOUSING STOCK

The overall quality of Hallowell's housing stock is good. As of 2018, there were no occupied units that lacked plumbing facilities, and only nine units lacked complete kitchens. The 36 units lacking telephone service are not indicative of any overall deficiency in housing quality, especially because the concept of "cord-cutting" is becoming more popular, suggesting that at least some of those households relied on cellular phones rather than land lines.

In the Land Use section of this document, assessor's data showed the approximate breakdown of construction dates going back to the 18th century. That data had some weaknesses but provided an overall sense of the historic quality of much of the City's housing units. The U.S. Census provides a somewhat more reliable year of construction for housing units in Hallowell, listed below. However, this data only goes back to 1939.

Almost 42% of the housing units in the City were constructed prior to 1940. Of the remaining units, 44% were constructed after 1970, at a somewhat constant rate with the exception of the 1990s. In brief, while there are significant numbers of historic or older homes in Hallowell, the housing stock on the whole is not unusually old for New England. On the other hand, by national standards the housing stock is old.

Occupied housing units	1,099
Lacking complete plumbing facilities	0
Lacking complete kitchen facilities	9
No telephone service available	36

Year of Construction	
Built 2000 to 2009	146
Built 1990 to 1999	78
Built 1980 to 1989	142
Built 1970 to 1979	188
Built 1960 to 1969	87
Built 1950 to 1959	69
Built 1940 to 1949	27
Built 1939 or earlier	522
Total housing units	1,259

HOUSING AFFORDABILITY

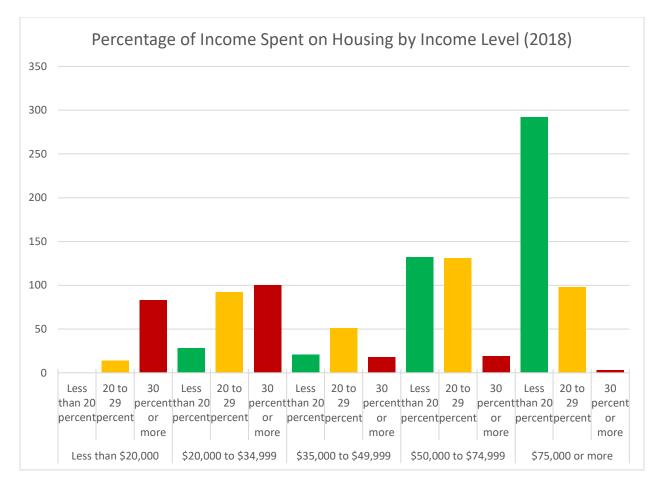
Can Hallowell residents and potential residents afford to live in the City? While the housing stock seems to generally be in good shape and sales seem solid, affordability remains an issue in some segments of

the population. In fact, strong sales prices, while generally a positive indicator for the City, indicate an affordability challenge.

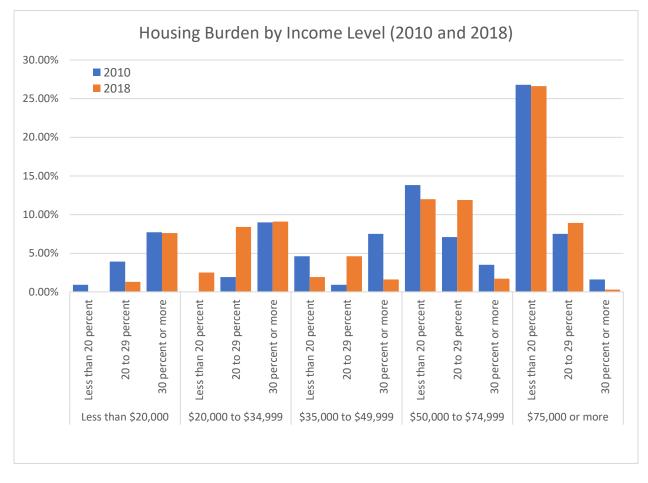
"Affordable housing" is often confused with low-income housing, because it is often used as a shorthand way of saying "housing that is affordable to low-income households." In fact, what is considered affordable depends on a household's income.

In general, housing is considered affordable to a particular household if its overall cost of housing is at or below 30% of its overall income. If the unit is owner-occupied, that would mean the household's mortgage, insurance, taxes, utilities, and other housing-related expenses. If the unit is a rental, that would mean that the household's rent, utilities and other housing-related expenses are at that level. For condominiums, the association's fees and special assessments would be included in this amount.

In general, the number of units that are affordable by this definition decreases as household income decreases. As seen below, households making under \$35,000 a year are far less likely to be living in a unit they can afford than those above that level.



This affordability profile has not changed significantly since 2010. However, the cost of housing for households in the \$35,000 to \$75,000 income ranges has increased between 2010 and 2018. While their



costs have not gone above that 30% level, the trend is worth watching in the next few years to ensure that these households do not face the challenges faced by those in lower income brackets.

What household are considered "low-income" depends on the median household incomes in the area. For the Kennebec County area, where detailed data is collected by the federal government, income limit categories are created based on household sizes and median incomes. The median income in this area is \$77,770 in 2020. Categories of "low-income" and "very low-income" are set based on 80% and 50% of that median income level.

While these numbers vary based on household size, for a typical household of four people, this approach means that "low-income" households are making less than \$60,300 in Hallowell, and "very low-income" households are making less than \$37,700 annually. Based on these figures and the data described above, it seems that the affordability challenge in Hallowell is primarily with very low-income households.

Note that this methodology does not generally factor in assets that a household may have. A household may have very little employment income but assets that it can draw on for housing or other expenses. However, because the income earned off those assets is considered part of a household's income, they are partially accounted for. In addition, very few of these low-income or very low-income households have significant assets to draw on.

FY 2020 Income Limit Category				Persons i	n Family			
	1	2	3	4	5	6	7	8
Very Low (50%) Income Limits (\$)	26,400	30,200	33,950	37,700	40,750	43,750	46,750	49,800
Low (80%) Income Limits (\$)	42,250	48,250	54,300	60,300	65,150	69,950	74,800	79,600
Kennebec County Median Income: \$77,700								
Source:	https://www.huduser.gov/portal/datasets/il/il2020/2020summary.odn							
	FY 2020 Income Limits Documentation System							

HOME OWNERSHIP AFFORDABILITY

Homes in Hallowell are almost affordable to the median income household in the city, but not quite. MaineHousing conducts an annual analysis of housing sales data and median household incomes by community. They use that data to create a "housing affordability index" that compares the sale price that would be affordable to the median household with the median sales price.

In Hallowell, their 2019 index is 0.98. That means that the median income is just below the income needed to afford the median priced home in the city. While this is not a bad figure, it does indicate some affordability pressures in the home ownership market. As indicated in the other table below, 58.5% of the homes in Hallowell remain unaffordable to the median household.

The city's index is better than the state's overall Housing Affordability Index of 0.90. On the other hand, it's worse than the Augusta market's overall index of 1.12. In brief, Hallowell is more affordable than some parts of Maine but is one of the least affordable parts of the Augusta region. Nearby communities like Augusta remain more affordable, but others, such as Farmingdale, do not. Similarly, a higher percentage of homes in Maine are not affordable to those making the median income, but a lower percentage are not affordable in the regional market.

Looking at the data one more way, 51% of the households in Hallowell are unable to afford the median income home. Again, this is under the comparable figure for the state as a whole (62.2%) but above the figure for the region (45.4%.)

In general, Hallowell has some affordability challenges, especially in the regional market as a whole, but is faring better than other parts of the state. Overall, the market would have to adjust to have approximately 205 of the 1,259 housing units in Hallowell be affordable to the median income household to address these shortfalls.

Homeownership Affordability Index (MaineHousing 2019)						
	Year	Median Home Index Price	Median Home Price	Median Income	Income Needed to Afford Median Home Price	Home Price Affordable to Median Income
Maine	2015	1.03	\$176,000	\$50,703	\$49,352	\$180,816
	2016	0.97	\$184,000	\$50,990	\$52,545	\$178,552
	2017	0.93	\$197,000	\$53,190	\$57,089	\$183,546
	2018	0.89	\$212,500	\$56,987	\$64,367	\$188,138
	2019	0.90	\$225,000	\$59,575	\$66,044	\$202,959
Augusta Micropolitan	2015	1.33	\$139,000	\$51,655	\$38,903	\$184,563
Housing Market	2016	1.19	\$145,000	\$48,978	\$41,224	\$172,276
	2017	1.15	\$156,900	\$52,087	\$45,406	\$179,985
	2018	1.08	\$172,000	\$56,213	\$52,086	\$185,630
	2019	1.12	\$182,400	\$60,004	\$53,591	\$204,228
Winthrop	2019	1.27	\$190,000	\$71,858	\$56,475	\$241,754
Gardiner	2019	1.09	\$160,000	\$55,027	\$50,506	\$174,332
Chelsea	2019	1.09	\$186,150	\$62,108	\$56,959	\$202,976
Augusta	2019	1.04	\$147,000	\$47,800	\$45,853	\$153,243
Manchester	2019	0.99	\$244,500	\$71,860	\$72,473	\$242,430
Hallowell	2019	0.98	\$190,000	\$56,912	\$58,330	\$185,381
Farmingdale	2019	0.85	\$175,500	\$44,290	\$52,245	\$148,777

Homes Not Affordable to a Median Income Household			
Location	Percentage of		
	Unattainable Homes		
Farmingdale	70.6%		
Hallowell	58.5%		
Augusta	43.6%		
Gardiner	34.3%		
Augusta Housing Market 41.8%			
Maine	56.3%		

Households Unable to Afford Median Home			
Location	Percent	Number	
Farmingdale	56.0%	708	
Hallowell	51.0%	621	
Augusta	48.2%	4,193	
Gardiner	45.8%	1,110	
Augusta Housing Market	45.4%	16,873	
Maine	62.2%	354,985	

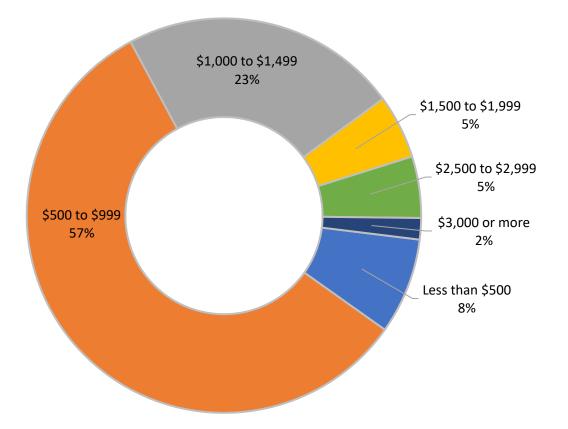
RENTAL HOUSING AFFORDABILITY

Approximately one-third of Hallowell residents rent. Of the 457 rental households in the City, 167 of them, or 36.5%, pay rents that are above what would be considered affordable for their incomes.

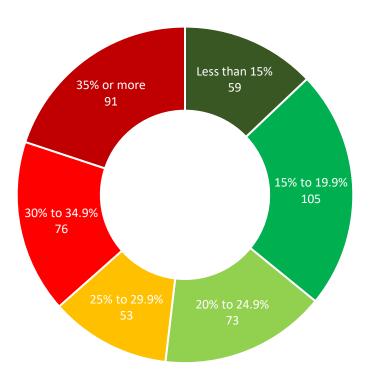
This is likely due to a combination of factors, but in general rental households have lower incomes than households that own their homes. While some rent for convenience, many rent because they are unable to afford to own.

Median rents and rent distributions in Hallowell are not unusual. The median rent of \$865 is not generally excessive. However, it is still above what many rental households can afford.

The rental market is in some ways easier to address than the home ownership market. State and federal programs exist to fund low-income affordable rental housing. There are very limited programs for affordable low-income home ownership. In addition, home ownership at low incomes needs to be paired with support programs to ensure that those households continue to be able to sustain the obligations of ownership, such as sudden, significant repairs.



Estimated Rents Paid in Hallowell, 2018 (Median Rent: \$865)



Estimated Rent as a Percentage of Income, 2018

AFFORDABLE HOUSING DEVELOPMENT

One response to the challenge of home affordability is the creation of housing that is designed to be affordable at certain income levels. Federal and state programs, such as the federal HOME program and the Low-Income Housing Tax Credit program administered by MaineHousing, provide funding for construction of low-income affordable housing.

There are developers who specialize in the production of such development as well. They generally have to have the ability to handle a complicated financing arrangement that includes sources with regulatory requirements.

Generally, in return for received state or federal sources of funding, the developer agrees to limit the rents they collect from tenants to levels that are affordable to low-income households. They further agree to rent to households at or below those income levels. Some programs limit tenant incomes and commensurate rents at 80% of area median income, others at 50% or 60% of area median income. Some programs, such as the Affordable Housing Tax Increment Finance districts that municipalities can create, allow for higher income levels.

Currently there is one housing development in Hallowell that is income restricted. The Cotton Mill development at 2 Academy Street consists of 57 apartments for the elderly, of which 44 are onebedroom units and 13 are two-bedroom units. Developed in 1978, the funding for the development required that the apartments remain affordable until 2030. The City should start thinking in the next few years of ways to extend that affordability, most likely in partnership with MaineHousing.



(Photo Credit: Community Housing of Maine)

More recently, as part of Stevens Commons project, the non-profit Community Housing of Maine developed a 29 unit building that is affordable to low-income renters. The 29 units include 8 efficiencies and 21 one-bedroom units, and was complete in 2020. This project is funded by a variety of sources, including 4% Low-Income Housing Tax Credits from MaineHousing, an Affordable Housing Tax Increment Finance agreement with the City, and a grant from the Federal Home Loan Bank of Boston. The units are restricted for 45 years.

SHORT TERM RENTALS

Short Term Rentals, often through platforms such as AirBnB or VRBO, are seen as impacting the housing market in some communities. According to AirDNA, a service that analyzes the Short-Term Rental market, there are ten Short Term Rentals in the City. These units have a 60% occupancy rate and rent for an average of \$116 a night. Of the ten, six are entire units, and four are rooms within a housing unit.

At these levels, there does not yet appear to be a significant impact from Short Term Rentals on the housing stock in Hallowell. However, this market is worth following, as it has the potential to change rapidly. A Short-Term Rental Ordinance Task Force has been meeting to discuss possible frameworks for short term rentals in Hallowell, such as how to apply nuanced building code requirements.

"TINY HOMES"

In the past few years, the concept of "tiny homes" has gained popularity. A tiny home or tiny house is generally a very small home (less than 400 square feet), often built off-site and sometimes on wheels. They are built with generally open, flexible floor plans and are seen by some as an alternative way of producing affordable housing units. However, they often run into issues related to building code, zoning, and fire safety requirements. In 2020, Maine passed a new state law (LD1981/SP683) that created some

consistent state rules for Tiny Homes regarding some code issues. However, it appears that individual municipalities may still have to clarify their local land use codes in some cases to permit tiny homes, especially if there are existing minimum housing unit sizes on the books.

LOCAL HOUSING REGULATIONS

Housing production in Hallowell is impacted by local codes, including zoning, subdivision, and building codes. Chapter 9 of the City's Code of Ordinances outlines zoning and subdivision requirements in the City. Chapter 9 generally allows duplex development throughout the City, even in the lowest density zones. However, larger parcels are generally required for duplexes, reducing the utility of that allowance for housing production. Chapter 9 also limits developments of more than two units by requiring a conditional use permit in many zones. In addition, the lot sizes in the R2, R3 and RF zones are 10,000 square feet or more, potentially reducing the ability to build walkable neighborhoods of small lots.

While these restrictions may limit housing development to some extent, it does not appear that demand for housing is significantly limited by local zoning or subdivision code. There are areas of the city that permit multi-family housing, such as the Stevens Commons site and zones closer to downtown, that are not currently built out.

Accessory dwelling units of 750 square feet or smaller are generally permitted as accessory uses in residential zones as conditional uses.

The City has an historic district generally centered on downtown Hallowell. That district functions as a typical Local Historic District, with the exception that the Planning Board, rather than a separate Historic Preservation Board, serves as the reviewing authority. Requirements for new construction in the historic district overlay may limit housing production to some extent. In particular, Section 9-558.1.A. states that:

> "Every reasonable effort shall be made to provide a compatible use for a property which requires minimal alteration of the building, structure, or site and its environment, or to use a property for its originally intended purpose."

Housing Demand

Based on the projected population and demographics changes in the next ten years, and the housing cost burdens in the existing housing stock, the following housing demands are expected in the next 10 years:

- Current developments should increase the supply to *approximately 1,326 units,* with the potential for more if Stevens Commons builds out as planned;
- ✓ There is not expected to be significant demand for additional market rate housing beyond what is already in the pipeline;
- ✓ However, there is demand for up to 205 housing units that would be affordable to median-income households;
- ✓ In addition, there is need for up to 167 affordable rental units to address excessive housing costs for rental households. Those units would be at a range of rents, but below the current rents in the City. At the current median rental household income of \$43,750, rents of these units should be below \$1090 per month.

This is listed as a "general recommendation" rather than a requirement. However, paired with other requirements that discourage changes to the visual landscape, it likely reduces the ability to convert large, existing single-family homes into multi-family homes, as well as new infill housing development on existing lots.

Hallowell's building code is based on Maine's Uniform Building and Energy Code (MUBEC.) While building code creates challenges for housing production, these are statewide challenges that can't be addressed at the local level.

ANALYSIS AND ISSUES FOR FURTHER STUDY

- Should the City become more proactive in promoting development of housing affordable to low-income and/or median-income residents? If so, what programs and policies should it pursue?
- How can City land use regulations be adjusted to better promote the housing needs of the City? Are the requirements in the Historic District and in the City's zoning restricting or enabling development of housing in Hallowell?
- Are the lot sizes in the R2, R3 and RF zones encouraging developments that reduce the potential for walkability and smaller housing units? Should the City explore allowing development on smaller lots in return for permanent protection of open space?
- ✓ Should Accessory Dwelling Units continue to be conditional uses, or should they be permitted with administrative review?
- ✓ Is there interest in further encouraging Tiny Homes as Accessory Dwelling Units or primary homes? Should City codes be modified to better permit them?
- What limitations exist in City ordinances for adaptive reuse and infill development? Are there ways to

encourage appropriate use of these approaches to produce housing that is responsive to community needs?

- ✓ What is the impact of property taxes on housing affordability in Hallowell?
- Should there be expansions of existing sewer or water lines to encourage strategic growth along certain corridors? Should new development be required to connect to these public services under some conditions?
- Should the City look to focus on redevelopment areas for future housing growth?
- How should the City engage in the issue of the expiration of affordability restrictions at Cotton Mill to retain existing affordable units?
- How should the City approach redevelopment of large buildings such as former churches in terms of zoning and other policies?
- ✓ The 2010 Plan had a number of recommendations related to housing. Are those still relevant and should they guide City planning in the 2020's?



INTRODUCTION

Hallowell's economy has been fairly strong over the past 10 years, generally following statewide trends. City actions to invest in the downtown, as well as in selected other areas, have helped guide investment and appear to have helped that strength continue. The 2011 *Downtown Plan*, its 2014 update, and the implementation of that plan through the *Downtown and Arts District Omnibus Tax Increment Finance District* have shown a commitment to the continued strength of the commercial heart of the city.

Local businesses are important to the city, both in terms of their economic benefit and the way in which they represent the character of Hallowell. In addition, the presence and influence of the Kennebec River on Hallowell's economy cannot be overstated, both as an attraction as well as an economic engine.

The economy of the city needs to be viewed squarely through the lens of the COVID-19 pandemic. While at this time we don't know exactly what the long-term impacts of the novel coronavirus will be on Hallowell, we can try to plan for a range of possibilities. In the meantime, this document primarily is based on information available as of early 2020. Much of this data will not reflect the sudden changes in 2020 due to COVID. However, they represent a baseline of the core elements of the local economy for comparative purposes.

Growth of the Hallowell economy has historically been based on incremental changes. Hallowell is not overly dependent on tourism, which helps it avoid some of the seasonal variations seen elsewhere in Maine. The city is a significant draw for in-state visitors, as well as those already in Maine to visit other places, due to its attraction as a regional dining and cultural hub. Meanwhile, a small but growing population is working from home and are increasingly dependent on Internet access, increasing the need for improvements to that infrastructure.

Economic growth will likely be based on a combination of new development in and near downtown, including the "business gateway" areas to the north and south of the core, and the Stevens Commons complex. The Whitten Road corridor may also be appropriate for additional development, either light industrial, business, mixed use, or some combination thereof.

Some public investments may be needed to encourage that growth. In particular, the City's US EPA Brownfields Assessment grant activities will help bring underdeveloped properties with industrial/commercial histories back into productive use. In addition, as with many parts of the state, additional investment in broadband may be warranted. In general, however, these additional efforts would be building on a base of existing systems and tools already in place.



BRIEF HISTORY OF THE CITY ECONOMY

After its British colonization, Hallowell's economy was based on trade, shipbuilding and agriculture. After 1800, granite quarries opened and further diversified the economic base. Granite from Hallowell was used in building Quincy Market in Boston, among other buildings. By the middle of the 1800s a cotton mill had opened and other manufacturing followed. The late 1800s saw the beginning of tourism in the area, with over 100,000 tourists visiting in the 1890s. However, the economic base of the city remained in areas such as ice, shoe manufacturing and lumber exporting.

Its location on the Kennebec River, near the head of the tide with a deep channel, provided a key asset to Hallowell's early economic development. As the transportation role of the river was supplanted by railroads, that economic advantage was lost.

As with many Maine cities and towns, these industries declined in the 1900s. By the 1970s, after some efforts at urban renewal, the city found some footing through its historic heritage and became a center for antique stores. By the year 2000 antiquing had given way to a unique service-based economy boasting a dynamic night life and live music scene. Maine musicians perform at one or more of the unique locally owned restaurants and bars that line that both sides of the street almost every night of the week. Hallowell's Gaslight Theater produces live shows annually and The Harlow shows works by Maine artists and artisans yearround.

In addition, over the past 50 years, the expansion of public administration from Augusta, as well as other professional jobs, have been added to that retail base. Hallowell's economy is generally diverse today.

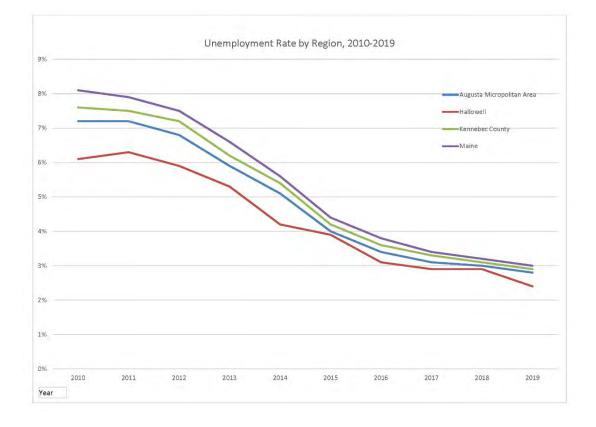
EMPLOYMENT

There were 1,218 jobs in Hallowell in 2018, according to the state's Center for Workforce Research and Information, significantly up from 883 in 2010. Given the improved economic conditions generally, that change is not surprising, although it is significantly larger proportionately than the change in the state as a whole. This growth appears to be driven by more jobs in existing businesses, and a few new businesses, as the total number of establishments in the city has not changed significantly since 2010.

The number of jobs closely matches the number of employees living in Hallowell, which indicates a generally good balance between economic activity and housing. While not all working residents work in Hallowell, the balance indicates some opportunities to do so. Hallowell's unemployment rate has followed that of the state as a whole, but has generally been slightly lower. In 2019, the City's unemployment rate was 2.4%, below the state average level of 3.0%.

According to the American Community Survey, there were approximately 97 Hallowell residents working out of their homes in 2018. That indicates a more than doubling of that number from the 42 estimated in 2010. While it is hard to determine trends based on such small numbers, it would be expected that the number of residents working from home would continue to increase given adequate infrastructure, particularly as the workforce adjusts after the COVID-19 pandemic.

Based on the job demand closely matching the population, Hallowell can expect to see a small increase in the number of jobs in the City going forward. While the number will fluctuate based on the economic ups and downs in the next 20 years, at a strong point in the economy around 2040 the city is likely to see approximately 1,300 jobs. This estimate is based on the projected population growth of 6.15% between 2020 and 2040 and the existing job-to-resident ratio of 0.49. Similarly, there are expected to be approximately 1,247 workers living in Hallowell in 2040.



MAJOR EMPLOYERS IN HALLOWELL

Hallowell is a city of relatively small employers, with a couple of exceptions. Most notably, the Public Utilities Commission and the Wolfington Group, a company that provides training and promotional support for selected auto dealerships, both have offices in Hallowell and employ over 100 people each. However, many of the positions with the Wolfington Group are likely located elsewhere, so their actual employment numbers downtown is probably much lower. In addition, the Maine Public Utilities Commission has just relocated from a downtown building to a new site off Winthrop Street near I-95, raising the question of how that existing downtown space will be filled in the future.

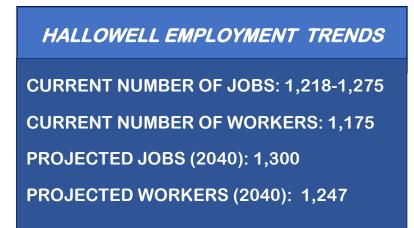
Other reasonably large employers include other state agencies, local government operations, car dealerships, real estate services, and some of the food and beverage businesses in the city. In addition, Blue Marble Geographics, located on Carriage Lane, is a software company that makes commercial software for Geographic Information Systems professionals, surveyors, cartographers and other professional map makers or map data users. In addition, some hospitality businesses and elderly living developments employ a relatively large number of people.

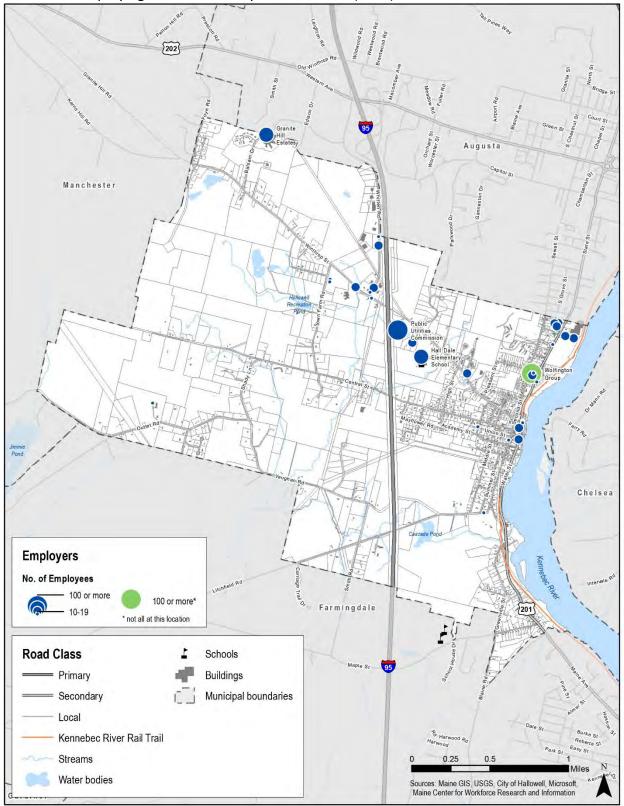
The Hallowell Area Board of Trade serves an important purpose for local employers. The Board provides a member list and information on visiting Hallowell, as well as representing their member interests.

The arts sector and the creative economy are a large market relative to the size of the city. Most of the employers in this field are either individuals or small organizations.

In general, the Hallowell economy is diverse. The potential challenges to the job base are the following:

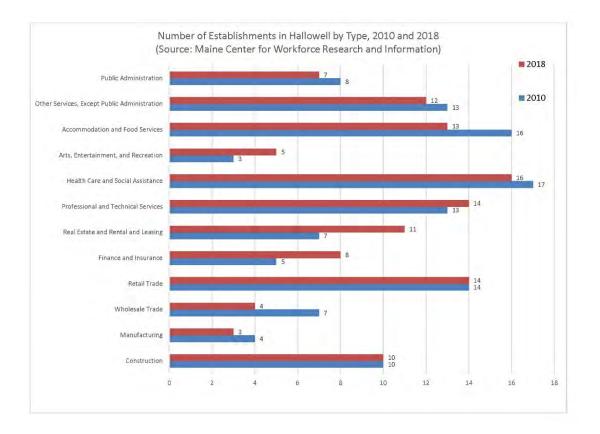
- ✓ Possible impacts on the hospitality and real estate industries through general economic cycles, and "shock" events such as the COVID-19 pandemic;
- ✓ A significant reliance on public administration employers, most notably the State of Maine; and
- ✓ An underrepresentation of professional service positions not directly dependent on state operations.

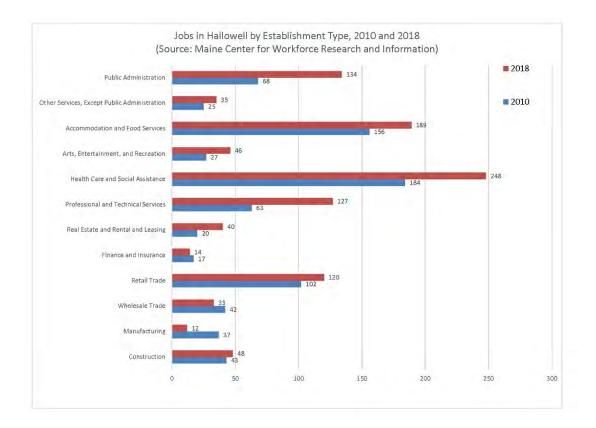


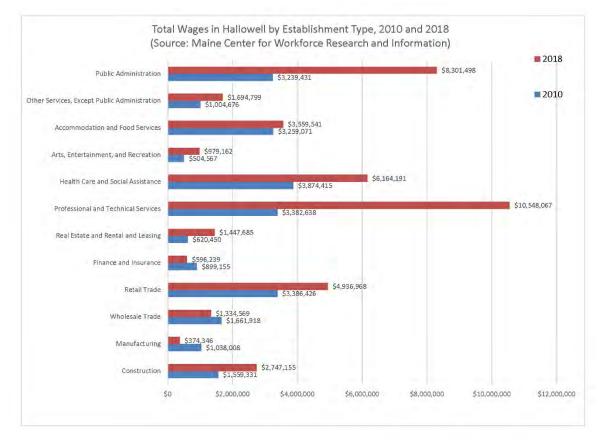


Businesses Employing 10 or More People in Hallowell (2019)

Name	Address	Size
Public Utilities Commission	26 Katherine Road	100 or more
Wolfington Group (not all on site)	47 Water Street	100 or more
Granite Hill Estates	60 Balsam Drive	50-99
Hall Dale Elementary School	26 Garden Lane	50-99
Bureau of Alcoholic Beverages & Lottery Operations	10 Water Street	20-49
Blue Marble Geographics	22 Carriage Lane	20-49
Cars by US	7 Water Street	20-49
Ground Round Grill & Bar	215 Whitten Road	20-49
The Liberal Cup	115 Water Street	20-49
Liquor Enforcement Division	10 Water Street	20-49
MESCA Freight Services	47 Water Street	20-49
Motorcity	7 Water Street	20-49
Pathways of Maine	276 Whitten Road	20-49
Quirk Ford of Augusta	7 Water Street	20-49
Slates Restaurant & Bakery	161 Water Street	20-49
Sparetime Hallowell/Augusta	215 Whitten Road	20-49
Woodlands Senior Living	152 Winthrop Street	20-49
City of Hallowell	1 Winthrop Street	20-49
Alliance	104 Water Street	10-19
Café de Bangkok	232 Water Street	10-19
Century 21 Alliance	108 Water Street	10-19
Cohen on the Meadow	22 Town Farm Road	10-19
Dead River Company	21 Water Street	10-19
Downeast Energy	283 Whitten Road	10-19
EJ Perry Construction	128 Winthrop Street	10-19
Hillside Terrace	21 Warren Street	10-19
Camden National Bank Ice Vault/Kennebec Ice Arena	203 Witten Road	10-19
MESCA Transport Services	47 Water Street	10-19
Maple Hill Farm B&B and Conference Center	11 Inn Road	10-19
ΝΑΜΙ	52 Water Street	10-19
Spectrum Generations	22 Town Farm Road	10-19
Vanguard Property Management	104 Water Street	10-19
Vaughan Homestead Foundation	2 Litchfield Road	10-19
	2 Decels Church	10.10
Maine Development Foundation	2 Beech Street	10-19







WAGES

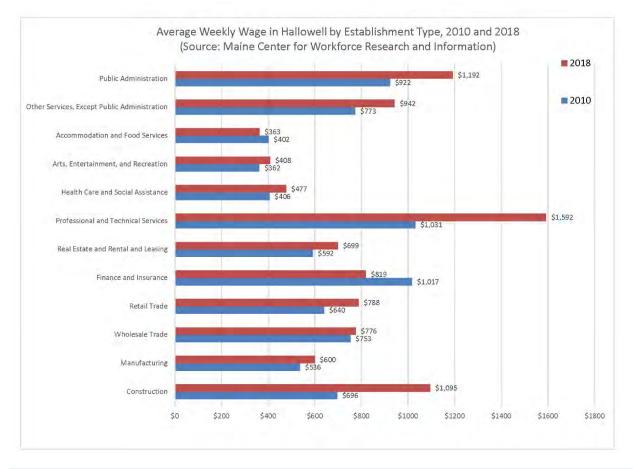
Given the increases in employment since 2010, it's not surprising that overall wages in Hallowell are also up significantly. What's a little more interesting is that the wage increases vary more widely than the numbers of new jobs. Wages for construction, professional & technical services, and, to a lesser extent, public administration, have increased since 2010. Construction wages tend to be driven in part by demand, and with the market for real estate being strong, the wages increased commensurately. It's not immediately as clear why professional and technical service wages are up.

Looking at the wages through an equity lens, there continues to be a wide range of income levels based on job types. In addition, while the sectors mentioned above have seen increases, some other sectors have stagnated or even gone down. The accommodation and food service sector is one of those. In addition, the finance and insurance sector has seen a decline.

Regionally, wages in the social services and manufacturing fields in Hallowell lag below those regionally and statewide. On the other hand, construction, professional and service wages are higher in Hallowell.

WAGES IN HALLOWELL AVERAGE WEEKLY WAGE (2010): \$620 AVERAGE WEEKLY WAGE (2018): \$787 AVERAGE ANNUAL INCREASE: 3.37%

(SOURCE: MAINE CENTER FOR WORKFORCE RESEARCH & INFORMATION)



THE REGIONAL MARKET & SPECIALIZATIONS

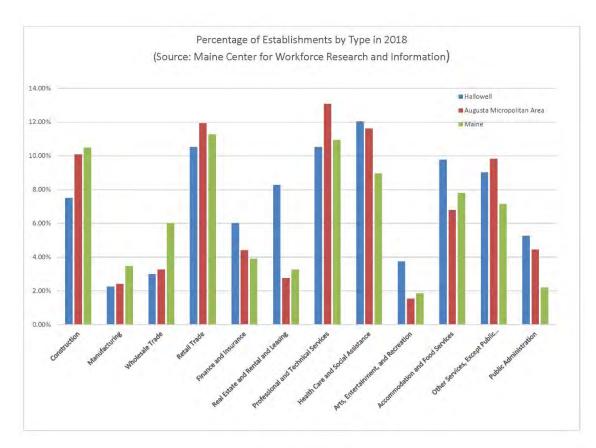
Hallowell has more jobs in real estate, accommodation, and food services than in the region generally. On the other hand, there are fewer construction, professional and technical positions in Hallowell, with the exception of public administration positions.

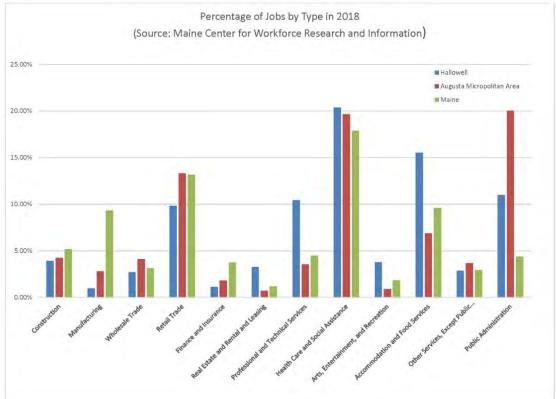
Similarly, workers come from a broad range of communities to work in the city. In addition to Hallowell, many workers commute to the city from Augusta and Gardiner. That is also not surprising given the proximity. Other places where large numbers of Hallowell employees live include Fairfield and Whitefield.

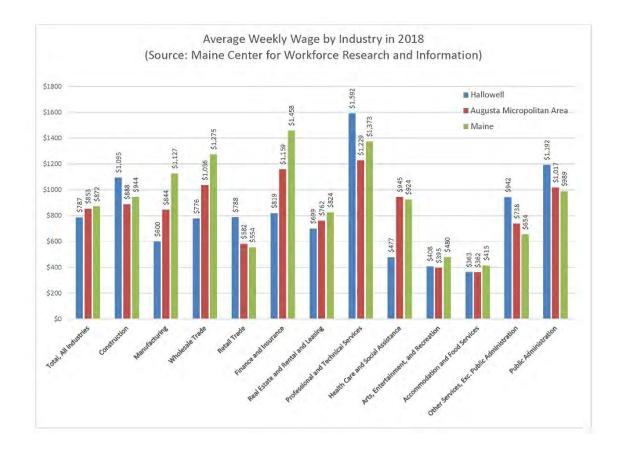
In addition, recent positive changes in downtown Augusta and downtown Gardiner may affect downtown Hallowell. On the negative side, they may provide competition to local businesses. On the positive side, there is some possibility that their rising fortunes will generally increase interest in downtown businesses generally, and help Hallowell's downtown economy.

Workplace of Hallowell Residents	
Augusta	387
Hallowell	299
Lewiston	45
Waterville	43
Manchester	34
Farmingdale	33
Winthrop	32
Vassalboro	28
Gardiner	27
Newport	23
Freeport	21
Litchfield	21
Winslow	19
Portland	18
Chelsea	18
Belgrade	16
Fayette	16
Wiscasset	11
Rangeley	10
China	10
Other Places	64
TOTAL W/O HALLOWELL	876
TOTAL	1,175
Source: ACS 2011-2015 Journey to Work Data	

Residence of Employees Workin Hallowell	ng in
Hallowell	299
Augusta	249
Gardiner	113
Fairfield	63
Whitefield	52
Temple	38
Monmouth	37
Rome	33
Readfield	32
Freeport	25
Sidney	23
Topsham	22
Winslow	21
China	20
Manchester	19
Waterville	18
Farmingdale	17
Pittston	16
Cumberland	15
Lewiston	14
Clinton	14
Chelsea	13
Wayne	13
Windsor	12
Winthrop	12
Vassalboro	11
Litchfield	10
Other Places	60
TOTAL W/O HALLOWELL	972
TOTAL	1,271
Source: ACS 2011-2015 Journey to Work	k Data





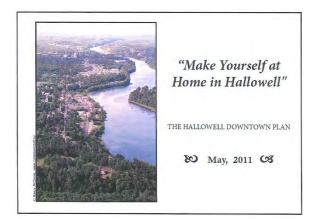


DOWNTOWN PLAN

Following the 2010 Comprehensive Plan, the City completed Make Yourself at Home in Hallowell, a downtown plan for Water Street and surrounding areas. That plan emphasized the importance of downtown Hallowell and recommended a set of improvements to downtown, including updating street lights, improving parking, upgrading the transportation infrastructure, and improving sewer and stormwater service.

The 2014 update inventoried the buildings downtown, finding 250,000 sf. of building space, of which 244,000 sf. were privately owned. That space included 153 residences. Of the spaces inspected, about two-thirds were considered to be in "average to good" shape, with the remainder needing improvements. There was very little office space vacancy, and retail vacancy was between 5% and 10%.

The update further detailed the needs identified in the 2011 plan, and added a need for water system upgrades. The update specifically noted the need to upgrade the water main on Water Street, which dated to 1898. These upgrades have largely been completed. The update also noted the potential for infill development in the Northern Gateway along Water Street north of downtown, and the Stevens Commons complex.



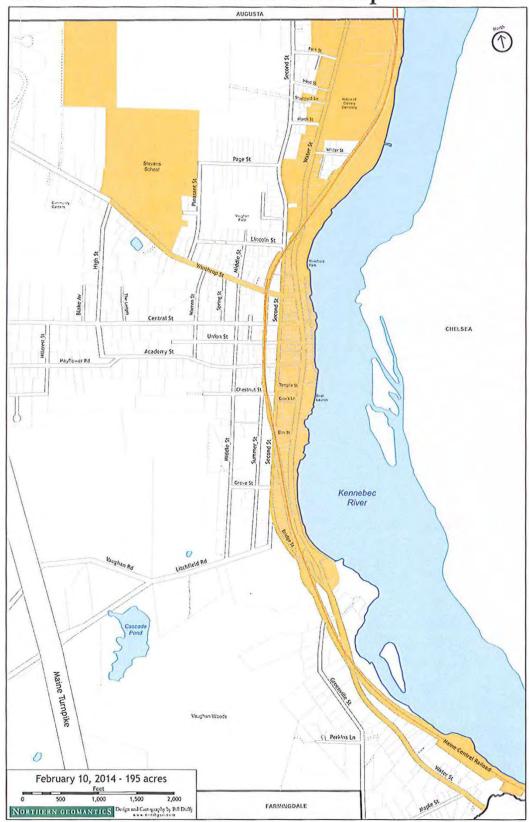
INCENTIVES & INVESTMENT

The City of Hallowell has three active Tax Increment Finance districts that have been used to guide economic investment in the City. The Downtown and Arts District Omnibus Tax Increment Finance District, created in 2014, is used to fund public and private investment pursuant to the downtown plan. The Kennebec Ice Arena TIF District, which took effect in 2012, provides credit enhancement to the arena as a regional economic asset. The Woodlands of Hallowell TIF, created in 2006 and amended in 2014, provides credit enhancement to the developer of that project, and additionally funds infrastructure needs. More details on the three TIF districts are included below.

✓ Downtown and Arts District Omnibus Tax Increment Finance District: This is a 30-year TIF that began in FY14 and will end in FY43, with an allowed capture rate of up to 100%. The purposes of this TIF are to provide funding for public infrastructure, economic investment, the creative economy, and credit enhancement for new developments. It was estimated that the district would fund \$2.26 million of overall eligible costs during its lifespan. This district includes the Stevens Commons campus, where the City invested \$675K in public road and infrastructure projects.

Woodlands of Hallowell TIF: This district took effect in FY06 and was slated to end in FY15, after a 10-year term. Originally it had a 50% capture rate to provide credit enhancement for the developers of the Woodlands (at 49%) and city administration of the district (at 1%.) In 2011, this TIF district was amended and restated. The revised district has a 30-year term until FY35, with a 100% capture rate. Of that amount, 49% remained as credit enhancement and 1% for administration until FY16, with the additional 50% capture going toward the development program for the Downtown and Arts Omnibus TIF District. After FY16, 99% of the capture began being portaged over to the Downtown TIF, with 1% remaining for administration.

In 2019, the Hallowell City Council adopted a TIF Policy to provide guidelines for use of this economic development and incentive tool in the City.



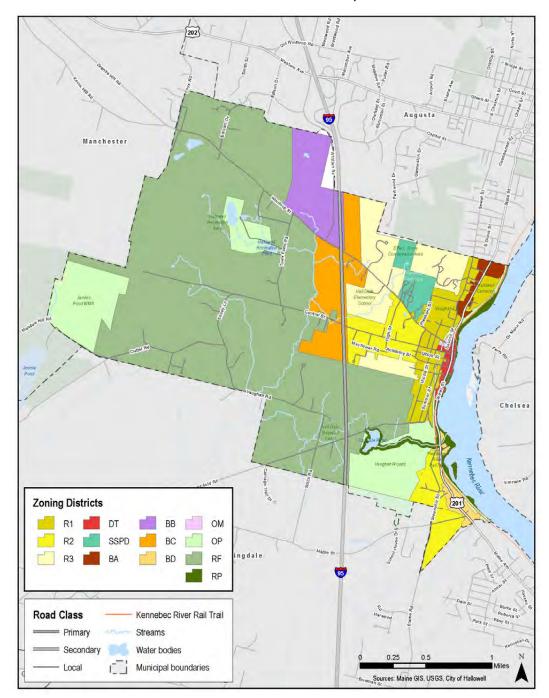
Hallowell Downtown TIF Development District

ECONOMY 14

LOCATING ECONOMIC ACTIVITIES & MINIMIZING NEGATIVE IMPACTS

Hallowell has been able to locate economic activities in specific areas of the city, due to the City's zoning code and targeted economic planning activities. In particular, those tools have focused economic development efforts in the downtown and North Gateway, along the Whitten Road corridor nearby portions of the Winthrop Street corridor as part of the Stevens Commons redevelopment.

These areas correspond to the DT, BA and BD districts; the BC district, and the SSPD district. Having appropriate zoning tools in place has helped keep the negative impacts of this investment minimized, while allowing economic activity to occur.



UNIQUE ASSETS OF THE CITY

Hallowell has cultural, geographic, and historical assets that contribute to the economy of the city. Most importantly, the city has a vibrant and active downtown, as noted above, that attracts visitors and also serves as a center for commerce and recreation for residents. Cultural tourism is an existing asset, and also one that could potentially be expanded to attract more economic activity.

The downtown arts scene is also a significant asset for Hallowell that has spinoff benefits in the restaurant, bar, and local business sectors.

As stated at the beginning of this section, local businesses are important to the city, both in terms of their economic benefit and the way in which they represent the character of Hallowell.

In addition, the presence and influence of the Kennebec River on Hallowell's economy cannot be overstated, both as an attraction as well as an economic engine.

The city's open space assets such as Vaughan Woods and the Kennebec River make it an attractive place in which to. The city's transportation infrastructure, including access to I-95 and U.S. Route 201, also serve as economic assets. The Kennebec River Rail Trail provides both an active living and transportation asset. Finally, an engaged population helps ensure that high-quality investment occurs and that the city's long-term interests are kept in mind as investment occurs.

ANALYSIS & ISSUES FOR FURTHER STUDY

- ✓ What steps can be taken to help the local economy to recover post-COVID-19?
- ✓ Is there an interest in promoting additional work from home as an economic strategy for Hallowell after

COVID-19? If so, what infrastructure investments need to be made?

- What potential exists for additional investment in the downtown gateways? Are there environmental, ownership, or other factors that are inhibiting appropriate economic investment in these areas? Should branding efforts be undertaken?
- ✓ Does the Business B district continue to serve a productive purpose, or should the area be examined for rezoning to Business C or otherwise?
- What, if anything, can the city do to help cushion the economy against rapid changes in economic cycles, such as the one caused by the COVID-19 pandemic?
- ✓ How should the city respond when a major employer relocates, such as the Public Utilities Commission? Is there a role for public action?
- ✓ How can the city ensure that its small businesses remain vibrant and continue to contribute to the quality of community in Hallowell?
- ✓ Does the city need to take steps such as seeking grants to improve broadband to increase the ability of local businesses and residents to access the Internet?
- Is the city's economy too reliant on the state government for employment? If so, what can be done to diversify this base?



INTRODUCTION

Hallowell's transportation system was originally centered on the Kennebec River. As a result, the downtown development follows a transportation corridor that closely follows the riverbank from Gardiner to Augusta. As the city grew, a street grid with sidewalks grew up the hill from the river valley. Longer roads connected outlying parts of the city to market opportunities downtown. In the middle of the 20th Century, I-95 was constructed across Hallowell, providing quick intercity access for those with vehicles. More recently, the Kennebec River Rail Trail was completed to provide a bicycle and pedestrian option for intercity travel. While the use of the river evolved from a way to deliver freight towards recreation, the connection to the waterfront remains an important part of the infrastructure.

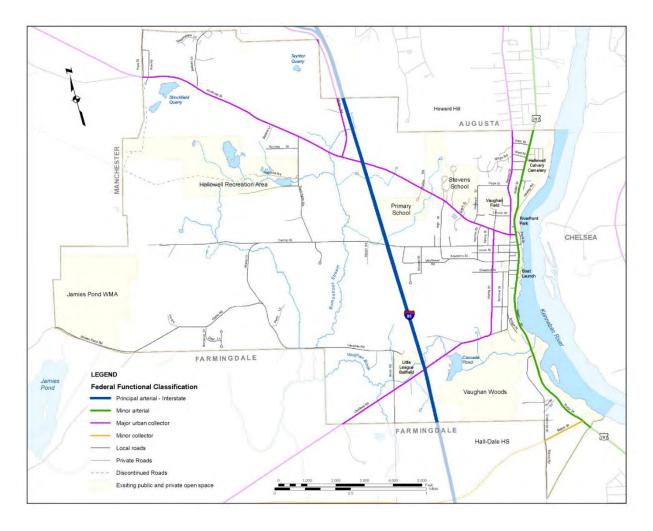
Hallowell's system maintenance responsibilities lie largely with the state and the City. The Public Works Department maintains 31 lane miles of roadways, while the state and federal governments are responsible for 26.68 lane miles. There are also 2.87 miles of private roads. The Public Works Department also maintains a network of 6 miles of public sidewalks, primarily near downtown Hallowell. In addition to the everyday travel and recreation needs of residents, a mobility system also serves an important role in emergency management. When evacuation is needed, such as during a major weather event or fire, a good transportation system contributes to public safety.

INFRASTRUCTURE

Hallowell's transportation infrastructure is not particularly unusual for a small New England city. Originally oriented to the Kennebec River, the current system is characterized by a multimodal downtown corridor along the riverfront, a street grid in the area near downtown, several radial roads heading away from the river, and an interstate that crosses the middle of the city.

As is typical in this country, the system is oriented primarily toward the movement of cars and trucks. However, there are some multimodal options. The downtown corridor includes a primary bicycle route, with limited bicycle accommodation on other streets. The KVCAP Kennebec Explorer bus makes a few trips a day into Augusta, where there is also a bus terminal. There is an airport in Augusta, and, for longer trips, the Jetport in Portland. Near downtown Hallowell, walking and biking remain good options, although the steepness of the grade can be limiting in the in-town neighborhoods.

On the whole, Hallowell has a good framework of transportation infrastructure on which to build. Challenges exist in some of the newer residential subdivisions, that tend to be built along cul-de-sac roads that do not interconnect, and often have limited sidewalks. However, near downtown Hallowell, walking and biking remain good options. There is some traffic congestion during peak periods from state employees going to and from Augusta on Water Street.



Roads and Highways

The Maine Department of Transportation (MaineDOT) and the Federal Highway Administration classify public roads throughout the state based on the role they play in the transportation system. As described by MaineDOT:

"Functional classification is the process by which public streets and highways are grouped into classes according to the character of service they are intended to provide based on mobility (arterials provide much mobility) and access to the highway (local roads provide much access, but much less mobility)." The classifications in Hallowell are as follows:

- *Principal Arterial- Interstate*: A series of continuous routes that have trip lengths and volumes indicative of substantial statewide or interstate travel. In Hallowell, I-95 is an example.
- *Minor Arterial*: A series of continuous routes that should be expected to provide for relatively higher overall travel speeds (25 miles per hour) with minimum interference to through movement. Water Street is an example of a Minor Arterial.
- *Major Urban Collector*: Major Urban Collectors provide both land access and traffic circulation within urban residential neighborhoods and commercial and industrial areas in federally designated urban areas. Route density is much higher than in rural areas. Winthrop Street and Middle Street are examples.
- *Minor Collector*: Minor Collectors are spaced consistent with population density to accommodate local roads within reasonable distance of collector roads. Maple Street is an example of a Minor Collector.
- *Local Roads*: Local Roads provide access to adjacent land and provide service to travel over relatively short distances as compared to the higher systems.
- *Private Roads*: Roads not owned and maintained by public agencies or municipalities.

The roadway system in Hallowell has remained largely the same as it was in 2010. There have been some new private roads built, and improvements to existing roads, but the system is mature based on current demand. Unless there is a significant increase in development in Hallowell, it seems unlikely that this system will change significantly in the next ten to 20 years.

Roadway Traffic

MaineDOT tracks vehicular traffic on many city roadways and reports it in a format that controls for time of year and vehicle type. The result is an "Average Annual Daily Traffic" (AADT) count that is comparable across time periods and roads. The Maine Turnpike Authority, the City, and private developers also sometimes collect traffic data for studies or other planning work.

Most of the available data is compiled on the following page. It shows a fairly constant level of traffic on most roads, with some exceptions. Maple Street saw a significant increase from 2014 to 2017, likely due to side effects from roadway work. It would be reasonable to look for a more recent count to determine if this is an ongoing trend or simply an issue with one data point. Similar, but smaller, increases are noted on Middle Street and Smith Road.

In general, traffic in Hallowell is not at a level that significantly exceeds roadway capacity on a daily basis. There are definitely times when there is congestion, most often on streets near downtown or the highway, and most often in the summer. However, it's not generally practical or advisable to design roads for those peak periods, as the cost and land use impact of such a change outweigh the benefit.

In general, there does not appear to be any significant conflicts between local and regional traffic demands in Hallowell, with the exception of some conflicts on or near Water Street in the summer. Without a direct highway interchange, the city is generally able to balance those needs. Similarly, there are no immediate conflicts between state and regional plans and the needs within Hallowell.

Average Annual Daily Traffic Counts in Ha (Source: Maine Department of Transporta						
LOCATION	2012	2013	2014	2015	2016	2017
ACADEMY ST (OW) W/O SR 27/US 201 (WATER)	-	-	260	-	-	-
CENTRAL ST W/O HIGH ST	-	-	700	-	-	-
CENTRAL ST W/O MIDDLE ST	-	-	650	-	-	-
CENTRAL ST W/O ORCHARD LANE @ I-95 BR	-	-	650	-	-	670
CENTRAL ST W/O SR 27/US 201 (WATER ST)	-	1000	1040	-	-	1010
GREENVILLE ST W/O SR 27/US 201(WATER ST)	-	-	840	-	-	890
IR 2255 (SMITH RD) S/O IR 324(HALLOWELL)	-	-	750	-	-	-
IR 2259 (TOWN FARM) S/O IR 342(WINTHROP)	-	-		_	-	1910
IR 336 (SMITH RD) N/O IR 324 @ BR# 0557	-	-	970	-	-	1140
MAPLE ST W/O SR 27/US 201 (WATER ST)	-	-	1130	-	-	2110
MIDDLE ST SW/O ACADEMY ST	-	-	1300	-	-	1490
MIDDLE ST SW/O WINTHROP ST	-	-	1330	-	-	1550
NORTH ST W/O SR 27/US 201 (WATER ST)	-	-	1080	-	-	1070
SECOND ST N/O GROVE ST	-	-	620	-	-	650
SECOND ST N/O TEMPLE ST	-	-	1120	-	-	1210
SECOND ST S/O CENTRAL ST	-	-	1380	-	-	-
SECOND ST S/O LINCOLN ST @ BR# 0565	-	-	3130	-	-	3050
SECOND ST S/O WINTHROP ST	-	-	1780	-	-	1680
SR 27/US 201 (WATER ST) N/O FRONT ST(NJ)	-	-		-	-	9950
SR 27/US 201 (WATER ST) N/O WINTHROP ST	-	10800	11370	-	-	-
SR 27/US 201 (WATER ST) NW/O MAPLE ST	-	-	13100	-	-	12000
SR 27/US 201 (WATER ST) S/O CENTRAL ST	-	14340	14170	-	-	-
SR 27/US 201 (WATER ST) S/O GOWS LN	-	-	14050	-	-	12990
SR 27/US 201 (WATER ST) S/O WEST ST	9490	10190	10060	9880	9580	-
SR 27/US 201 (WATER ST) S/O WINTHROP ST	-	14390	14180	-	-	13450
SR 27/US 201 (WATER ST) SE/O MAPLE ST	-	-	13490	-	-	-
SR 27/US 201(WATER) N/O WHARF ST (S JCT)	-	15380		-	-	-
TEMPLE ST SE/O SECOND ST	-	-	1030	-	-	1150
WHARF ST E/O SR 27/US 201(WATER) (S JCT)	-	270		-	-	-
WHITTEN RD N/O WINTHROP ST	-	-		-	-	4810
WINTHROP ST E/O WHITTEN RD @ BR# 0555	-	-		-	6210	6130
WINTHROP ST NW/O MIDDLE ST	-	-	6100	-	-	6310
WINTHROP ST NW/O WHITTEN RD	-	-		-	4170	4470
WINTHROP ST W/O SR 27/US 201 (WATER ST)	-	5820	5820	-	-	5870

Roadway Safety

One common method for measuring the safety of a road is to measure the number and types of traffic accidents to see if there are any trends. Looking at state data on traffic accidents in Hallowell, you see an unsurprising pattern. Crashes occur most often on high-speed roadways, such as I-95, as well as on roads with high traffic volumes and a number of conflicts between pedestrians and vehicles, such as Water Street and Second Street. There are also accidents on Major Urban Collector roads such as Winthrop Street and Litchfield Road.

While most accidents involve only property damage, there were a total of 78 injuries reported in the 302 accidents reported by the Hallowell Police Department between 2014 and 2018. The average cost of damage estimated in those accidents was \$14,151, while the median was \$4,800. The vast majority of those 302 accidents did not take place on I-95.

A closer look at downtown reveals that many of the accidents are concentrated on a four-block area surrounded by Water Street, Gows Lane, Winthrop Street and Second Street. This likely reflects the denser nature of that area and the higher number of pedestrians and on-street parking spaces.

Bridges

Most of the bridges in Hallowell are owned and maintained by MDOT or the Maine Turnpike Authority. That's not that surprising, as they are mostly spans on I-95 or on major roadways in the city.

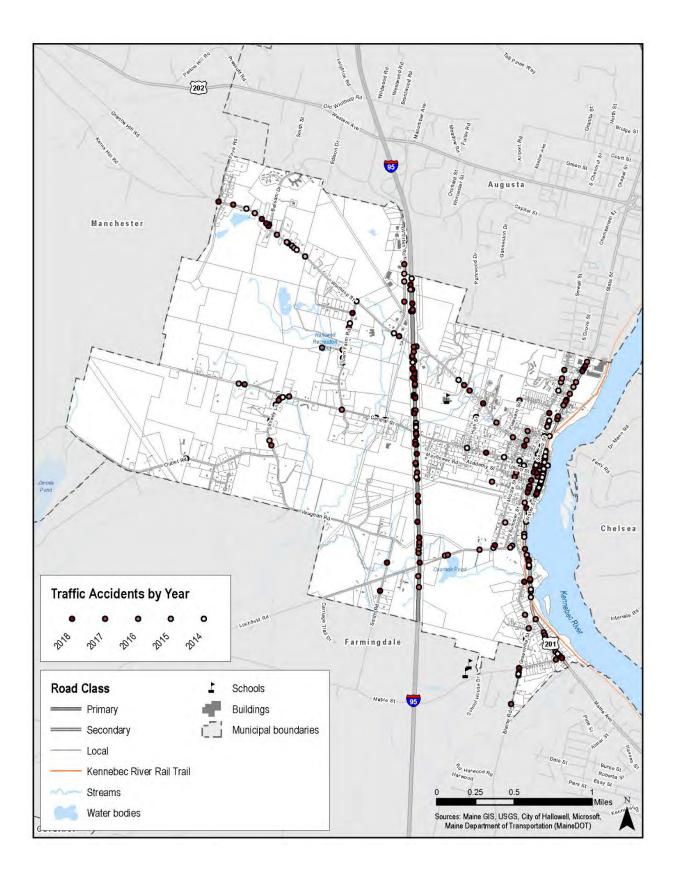
Listed on p. 8 are the bridges in Hallowell and their condition, along with other data. Note that some bridges appear to be listed multiple times, such as highway bridges, because they are structurally considered multiple bridges.

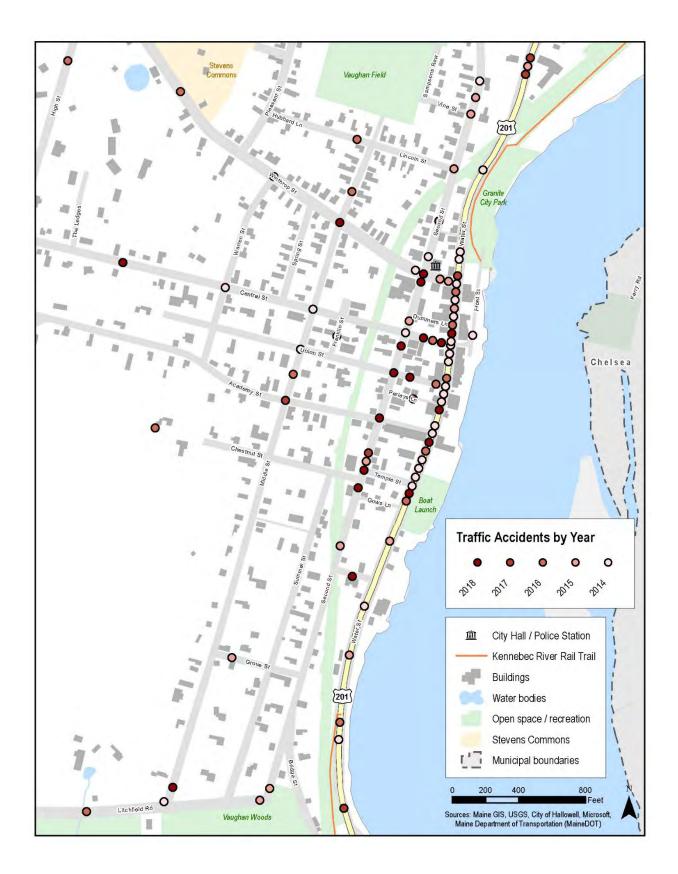
The condition of bridges in the American transportation system is a challenge generally, and Hallowell is no exception. Most bridges are well over 50 years old and have not been maintained as well as they could be.

Fortunately, the Maine Turnpike Authority bridges, which represent a large portion of the bridges in the city, are generally in better shape. That is likely because the Turnpike collects tolls and utilizes those funds directly for operations and upkeep. Other bridges have to rely on appropriations from the state Highway Fund, or federal allocations to Maine, or local funding. They are less likely to follow the proper maintenance schedule, due to other needs.

It's also worth noting that three of the bridges in Hallowell – the Vaughan Memorial Bridge, the Second Street bridge over the Maine Central Railroad, and Milliken's Crossing bridge over the railroad – are all either on the National Register of Historic Places or eligible to be on it. This shows that transportation infrastructure also is sometimes part of the experience of a place. This also highlights the age of much of the City's infrastructure.

The bridges that cross over I-95 are often viewed as transition points in the city, and can affect planning decisions. They are also physical barriers to bicyclists and pedestrians. Casual users tend not to want to cross them and face vehicle traffic pressures. Some refer to the parts of Hallowell east and west of I-95 as having different characters and needs. This is another example of how transportation infrastructure affects planning.





Bridges in Hallowell (Source: Maine Department of Transportation) **MDOT Name** Substructure Superstructu Length (feet) re Condition Deck Condition Year Built Condition Crossing Owner Road 21 Vaughan Litchfield Vaughn 1905 MaineDOT Fair Fair Fair Memorial+ Road Stream Litchfield Litchfield 1-95 1956 MTA Good Very Good Good 24 Road Road Litchfield Litchfield 1-95 1956 MTA Good 56.5 Good Very Good Road Road Litchfield Litchfield 1-95 1956 MTA Good Very Good Good 56.5 Road Road Central 1-95 **Central Street** 1956 MTA Fair Satisfactory 56.5 Fair Street Central 1-95 Central Street 1956 MTA Fair Fair Satisfactory 38 Street 1-95 MTA 38 Winthrop Winthrop 1956 Very Good Very Good Good Road Road Winthrop Winthrop 1-95 1956 MTA Very Good Good 63 Very Good Road Road 1-95 1956 MTA Winthrop Winthrop Very Good Very Good Good 63 Road Road 1956 MTA Vaughan 1-95 Vaughan Not Not Not 10 Stream Stream Applicable Applicable Applicable Vaughan 1-95 Vaughan 1956 MTA Not Not Not 10 Stream Stream Applicable Applicable Applicable Outlet Smith Vaughan 1955 MaineDOT Not 10 Not Not Connection Road Stream Applicable Applicable Applicable Second Second Maine 1935 MaineDOT Very Good Very Good Satisfactory 65 Street* Street Central RR MTA Central 1-95 Central Street 1956 Fair Fair Good 38 Street Central 1-95 Central Street 1956 MTA Fair Fair Good 38 Street Water 1935 MaineDOT 18 Vaughan Vaughan Satisfactory Satisfactory Fair Street Street Milliken's Routes 27 Maine 1935 MaineDOT 70 Satisfactory Satisfactory Fair Crossing+ & 201 Central RR Outlet Vaughan Vaughan 1939 City of Satisfactory Satisfactory Good 11

Hallowell

*- On the National Register of Historic Places

Stream

Road

Road

+- Eligible for the National Register of Historic Places

Public Transit

Transit in Hallowell is limited. The Kennebec Valley Community Action Program (KVCAP), a social service agency, until recently ran a set of fixed-route buses called the Kennebec Explorer. One of those routes, from Gardiner to Augusta, had services at the Cotton Mill Apartments in Hallowell three times a day. It also stopped at the Stevens Commons complex on request twice a day.

This level of service was only useful for those with open schedules who depend on transit to get places, such as retirees and those who cannot drive. More recently, KVCAP's transit options have been redesigned as an on-call service only.

UMA	Downtown Augusta	State House	ҮМСА	Stevens Complex	Cotton Mill Apts	Gardiner Hanna- ford	Randolf IGA	Cotton Mill Apts	State House	Down town Augusta	UMA
						7:00 a	R	7:10 a	7:15 a	7:20 a	7:30
Т	9:30 a	9:35 a	R	R	9:43 a	10:00 a	R	10:10 a	10:15 a	10:20 a	Т
Т	12:30 p	12:35 p	R	R	12:43 p	1:00 p	R	1:10 p	1:15 p	1:20 p	Т
Т	4:30 p	4:35 P	R		4:43 p	5:00 p	R	5:10 p	1:15 p	5:20 p	
R indicates stop on request T Via transfer to/from Augusta North bus at Downtown Augusta stop.											

Former Kennebec Explorer Gardiner Line Schedule

Bicycle Infrastructure

Hallowell's main bicycle facility is the Kennebec River Rail Trail. This 6.5-mile trail follows the Maine Central Railroad right of way from Augusta to Gardiner, passing through downtown Hallowell. The trail joins Water Street just south of downtown and then regains a dedicated right of way north of downtown. The Rail Trail provides a major transportation and recreation amenity that connects residents and visitors to the river and neighboring communities.

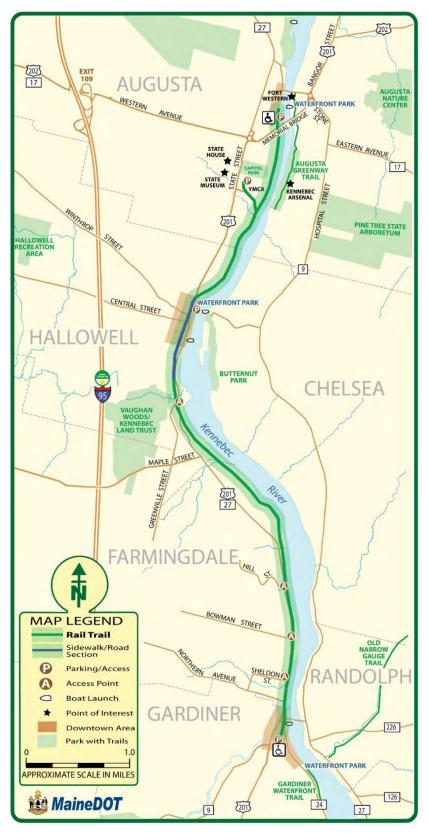


Other than the Rail Trail, bicycle amenities in Hallowell are limited. There are

no other separated bicycle facilities and no identified bicycle lanes on roadways. Bicyclists travelling around Hallowell are required to either "take the lane" as a vehicle, or rely on riding on sidewalks or the roadway shoulders. Riding on the sidewalk is not permitted on Water Street.

Bicycle improvements should be considered as part of future transportation planning for the city, in order to provide riders with safer options, and to encourage travelers who can to leave their cars behind and bike.

Bicycle racks also provide safe and clear locations to park bicycles at major destinations. Looking at bike racks, and even bicycle lockers, which provide additional security for long-term parking, should be part of mobility planning in Hallowell.



The Kennebec River Rail Trail

Sidewalks and Pedestrian Connections

Hallowell has about 6.5 miles of sidewalks, mostly located near downtown. Major maintained sidewalk connections (with approximate lengths when measured) include:

- Water Street and much of the rest of Route 201;
- Second Street (1800');
- Winthrop Street (up to Hall-Dale Elementary School);
- Middle Street;
- Union Street (1560');
- Academy Street (400');
- Lincoln Street (385');
- Central Street (2455', to The Ledges);
- Temple Street (118');
- Greenville Street (1800');
- Chestnut Street (985');
- North Street (270');
- Page Street (850');
- Franklin Street;
- Spring Street;
- Warren Street;
- Balsam Drive; and
- Maple Street (1420')

The City Public Works Department completed a survey of sidewalk conditions in 2019 and found the sidewalks to be in a range of conditions.

Other sidewalk sections exist but are either short or not well maintained. Most of the sidewalks listed above are public. In addition to the sidewalks listed here, the Kennebec River Rail Trail provides a pedestrian connection along the river, and open spaces such as the Hallowell Reservation provide off-road pedestrian routes and recreation.

Generally, the pedestrian connections outside of downtown Hallowell are limited. Walkers

either need to walk on the shoulder or along the grass. As with bicycle facilities, the city would benefit from a better-connected set of sidewalks and paths. A rural active living assessment of the City was completed by Healthy Maine Partnerships in 2014. It offered some recommendations related to walkability and pedestrian connections but did not complete a detailed street analysis. Nonetheless, the results of that study should be explored as part of any effort to improve pedestrian connections in Hallowell. The City's All-Age Friendly Committee also completed a walking audit recently.

Other Transportation Options

- The Maine Central Railroad tracks run generally parallel to the river in downtown Hallowell, connecting almost 34 miles to the north and south. However, it has not been used for more than occasional service in over 20 years. Nonetheless, the rail line offers an option for future transit.
- Taxi services based out of Augusta and Gardiner provide service in Hallowell.
- Rideshare companies such as Uber and Lyft provide limited service into and out of Hallowell.
- The Augusta Regional Airport is owned by the State of Maine and is located in and operated by the City of Augusta. Delta and American Airlines provide service to and from regional hubs such as Charlotte, NC, where many connections can be made. The Portland International Jetport is also about an hour from Hallowell.
- The bus terminal in Augusta provides connections to Bangor, Portland and Boston.

 Although not the significant port it once was, the Kennebec River provides access to downtown to and from other coastal communities via the boat launch.

MAINTENANCE

As noted in the introduction, a little more than half the roads in Hallowell are maintained by the City's Public Works Department, and most of the remainder fall under state (or Turnpike Authority) jurisdiction.

Determining how much money the City spends on roadway maintenance can be difficult, as many of the budget items that may be used for roadway maintenance can also be used for other work. In Fiscal Year 2020, however, a total of \$94,000 was allocated for winter maintenance, and another \$9,000 directly for maintenance costs such as asphalt. These figures, which are relatively low, are generally likely to remain flat over the next several years. However, with the advent of COVID-19 and the budget pressures facing local governments, it is possible these numbers will go down, at least temporarily.

Public Works prioritizes its winter operations in categories. Staff finishes plowing the highest priority roads and sidewalks first, and then moves on to the next category. Property owners on Water Street are required to clear the sidewalks in front of their property at times when the City does not complete that clearing.

Route 1 PW8	Route 2 PW7	Route 3 PW3	Route 4 PW2	
Winthrop St	Maple	Winthrop (Granite Hill)	City Hall	
Whitten	Greenville	Town Farm	Fire Dept	
Second	Central	Central St-Westerly	Perley's/parking lot	
Middle/Litchfield	Academy	Shady	Central St Parking	
Temple	Union	Outlet to Manchester	Wharf	
Overlook	Chestnut	Vaughn	Front	
North	Outer Central	Balsam	Bulk	
Park	Chamberline	Nye	Hubbard	
Page/Pleasant	Mayflower	Foye	Getchel	
High	Orchard	Sunrise	Vine/Sampson	
	Hillcrest	Benjamin	Stoddard	
	Warren	Moose	West	
	Spring	Deer	Wilder/Densmore	
	Summer	Jimmies	Grove	
8	Perkins	McPherson	Bridge	
		Beacon	Upper Chestnut	
KEY:			Blake	
Salt priority			Ledges	
Plow priority 1			Gows	
Plow priority 2			Elm	
Plow priority 3			Dummers	

PLOW ROUTES

SIDEWALK PLOWING 5 Miles	
Water St.	
Second from Lincoln to Union	
Winthrop	
Middle	
Second	
Union	
Academy	
Lincoln	
Central	
Temple	
Greenville	
Maple	
201	

STANDARDS AND POLICIES

Roadway Acceptance

Hallowell has a roadway acceptance policy that guides whether the City will accept private roads as part of the public road system. This policy, adopted in 2015, was created to "provide a uniform, consistent, and equitable process for the dedication and acceptance of municipal roads and to ensure that the cost of the acceptance of new roads and associated infrastructure by the City does not create a financial burden for the City."

The policy outlines a process and requirements for the physical design of a road, but leaves final determination as to acceptance with the City Council. Most importantly, it requires that any private roads meet City specifications for design in order to be accepted.

"Complete Streets"

A Complete Streets policy is an explicit roadway design policy to support road design that serves not only vehicles, but walkers, bicyclists, and other users. Hallowell does not currently have such a policy. However, work on any statemanaged road would have to meet MaineDOT's Complete Streets policy, the intent of which is "to help ensure that all users of Maine's transportation system—our customers including bicyclists, pedestrians, people of all ages and abilities, transit users, and motor vehicle users, have safe and efficient access to the transportation system." Many cities in Maine are adopting Complete Streets policies to ensure that roadway improvements factor in a variety of users.

Roadway Interconnectivity

While many existing roads in Hallowell are interconnected, many of the new subdivision roads are cul-de-sacs that do not connect with other roads. This style, although popular for many individual developers, can increase traffic at the intersection of that road and its connection to the rest of the system. Some cities' subdivision ordinances require that developers of subdivisions connect their roadways whenever possible to more than one city road for this reason.

In Hallowell, Section 9-830(2)(b) requires that major subdivisions of more than 15 lots provide

two access points, unless this requirement is waived by the Planning Board. In addition, subdivision standards require that developers plan for connectivity in their roadways whenever possible. Under 8-830(E), "[w]here site conditions allow, provision shall be made for the extension of streets to connect with nearby streets and to provide access to adjoining lots of similar existing or potential use. Such interconnected streets shall be designed to discourage use by through traffic."

Access Management

Access management is a policy of controlling the number of driveways and intersections on a roadway to reduce conflicts between entering/existing vehicles and through travel. Access management also makes roadways safer for bicyclists and pedestrians by reducing the number of places where they could come in conflict with a turning vehicle. Hallowell's access management policy for Planning Board review process for proposed subdivisions is outlined in 9-848((2)(E) and (F) ("Access Location and Spacing" and "Number of Accesses.")

Design standards

City roadway design standards in 9-848(3) and 6-231 to 244 outline street design and construction standards. In addition to vehicular layout, current requirements mandate sidewalks on one side of a road for any development in a Growth Area as outlined in the Comprehensive Plan. There are some discrepancies between the two sets of standards.

Parking Standards

Hallowell's parking requirements are outlined in 6-629 and 9-631 (2). One parking space is required for every 200 square feet of retail space and 300 square feet of office space. These requirements are not unusual but are generally high for areas with public parking available such as downtown Hallowell.

Residential parking requirements in 9-631(2) are somewhat innovative. Rather than requiring a set number of spaces, it requires 450 square feet of area devoted to each dwelling unit. This requirement allows for flexibility in use of parking areas, to allow for shared parking space, tandem parking, and other ways to meet parking needs without excessive paved areas.



An Example of a Complete Streets Policy Visualized for Neighborhood Roadways from Boston, MA

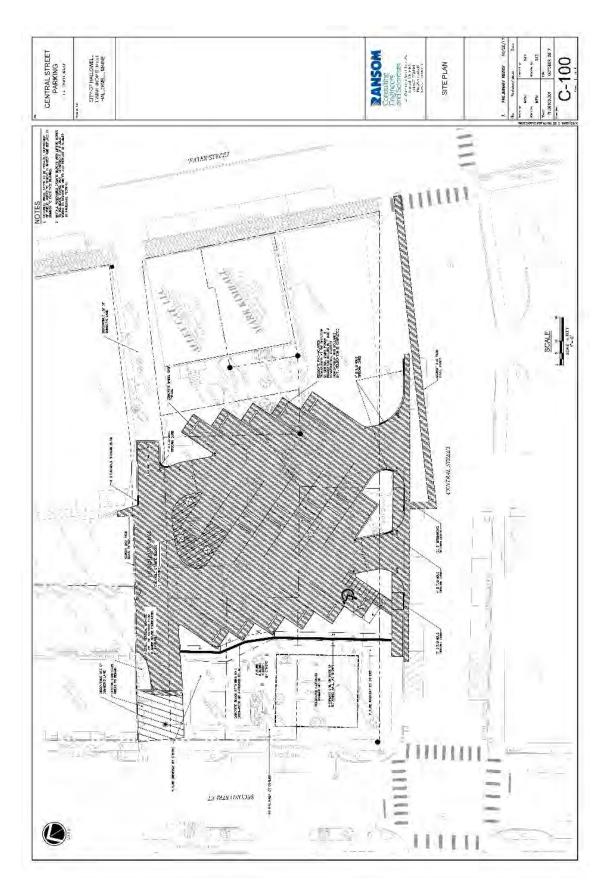
DOWNTOWN ACCESSIBILITY/PARKING

Parking is generally plentiful other than in some areas on Water Street and the neighboring blocks. In most of the city, parking is generally available. In fact, Hallowell's land use code does not have any specific parking requirements, an indication that the market and the built structure of the community generally address parking needs. While overnight parking is not permitted on public streets in the winter, there is generally enough capacity on private property to provide the required parking.

In downtown Hallowell, much of the parking for visitors is provided on the street. A 2010 parking estimate determined that there were about 231 on-street parking spaces available. The MaineDOT work on Water Street in 2018-9 may have affected that number slightly, but there are still at least 225 on-street parking spaces near downtown. In addition, the City added a parking lot on Central Street between Water and Second Streets (see below.) That lot added at least 20 new spaces to the public parking supply.

There is also some informal parking available downtown, such as at the former Public Utilities Commission office. Even though that parking was technically not available to the public, the tenants did not mind if people parked there after hours or when the lots weren't needed for public hearings. It's unclear if a new tenant will continue allowing for that flexibility.

In total, there are about 735 parking spaces near downtown, of which about one-third are public spaces. That is a reasonable amount for a downtown of this size. Providing additional parking may make driving downtown easier, but would also reduce the amount of land available for shops, housing and other uses that contribute economically, expand the tax base, and add to the attractiveness of downtown Hallowell.





Private (93) Business (290) Reserved (4) Public (88) Street (231)

**Spaces east of Middle Street, north of Elm Street and south of the Railroad Bridge on Water Street.

FUNDING OPPORTUNITIES

In addition to funding transportation projects through general revenue and municipal bonds, funding is available for transportation projects through MaineDOT. MaineDOT will often fund projects directly, with the City funding certain elements of the project that are not considered eligible for MaineDOT funding.

In addition, MaineDOT has programs that provide for a formal partnership and cost sharing arrangement with cities. These include the Municipal Partnership Initiative, which provides for up to 50% funding from MaineDOT of a local project that meets certain standards, and the Planning Partnership Initiative, which provides similar funding for locally-initiated planning projects that include a transportation element. As funding becomes more limited, new programs such as these are likely to play an increasing role in making transportation improvements that are locally initiated.

ANALYSIS & ISSUES FOR FURTHER STUDY

- ✓ Should the City of Hallowell consider adopting a local Complete Streets policy?
- ✓ Should alternatives to driving alone be encouraged in Hallowell, and, if so, what tools are most effective to do so?
- ✓ Should the City examine its parking requirements for nonresidential uses, particularly in areas where there is a large inventory of public parking?
- ✓ Should the City look to expand its pedestrian infrastructure, such as by extending the sidewalk along Winthrop Street?
- ✓ Should the Kennebec River Rail Trail be better connected through downtown?
- ✓ Should the City do more to increase transportation safety for all modes?
- ✓ Should the City's land use code tighten its requirements for street connectivity or at pedestrian/bicycle connectivity in new subdivisions?
- ✓ Is the electric vehicle charging infrastructure in Hallowell sufficient to meet rising demand?
- ✓ How does land use policy affect transportation needs in the city, and should changes in land use policy be considered to encourage sustainable transportation systems?
- ✓ Does the current use of the boat launch match the best needs of the community and the region?
- ✓ Is there a role for more commuter transit to employment centers out of town?
- ✓ Should the sidewalk system be based on a combination of the City's ability to maintain them and a complete network that provides access to activity centers?
- ✓ Does Hallowell have enough bicycle parking for its needs? Should City code look to ensure that new developments provide bicycle parking?

DEMOGRAPHICS

PULATION &

lowell Comprehensive Plan Existing

INTRODUCTION

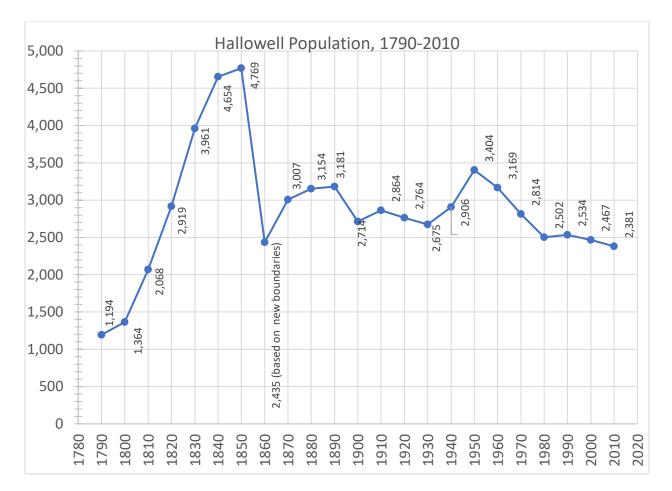
Hallowell's population has been slowly declining for the past 40 years. The current indications are that, due to some recent developments, this decline is likely to be reversed. The City is likely to see an increase over the next few years, though it's not clear how long that trend will last.

As shown in the decennial (ten-year) census data charted below, Hallowell went through a strong period of growth in the first half of the 19th century. Adjustments to the municipal boundaries reducing the size of the city resulted in a decline in the population in the 1850s. After that, the population fluctuated around 3,000 for the next 100 years. In the second half of the 20th century the population declined, like that of many American cities.

Starting in 1980, the City's population stabilized at around 2,500 residents, where it has more or less remained since that time. There has been a small, but steady, decline from that number, but the 2010 census showed 2,381 residents. The 2018 American Community Survey (ACS) estimate for population has risen to 2,506. However, the ACS is only an estimate, and the ACS estimates in Hallowell are generally only accurate to plus or minus five percent. That means the 2018 population could have been as low as 2,268 or as high as 2,744. Until the 2020 decennial census results are released, the ACS data is the most current, albeit imperfect, source of information.

While the overall number of residents has remained constant, there have been variations within the population of the city. Some areas in the city have not changed, but the county and state have. That lack of local change in comparison to the changes in larger regional demographics is, in itself notable. For example, many cities in Maine lost significant portions of their population over this time period. The fact that Hallowell only lost a relatively small population indicates a demographic stability that will influence future planning for Hallowell.

The 2010 Comprehensive Plan did a good job of comparing trends for Hallowell up to that date. For that reason, this section will focus on what appears to have changed, or stayed the same, since 2010.



Source: U.S. Decennial Census 1790-2010

A Word on Demographic Data

Until 2010, the U.S. Census data collected by the Department of Commerce was gathered every 10 years. There was a "short form" that everyone filled out, and a "long form" that only some members of the population completed. Most of the data used until 2010 was from the long form. Even though that data was only available in 10-year increments, it was accurate within a small margin of error due to the large sample size.

Starting in 2005, the Census Bureau began an annual collection of a smaller selection of the population. Those "American Community Survey (ACS)" data sets are then combined into 1-, 3- or 5-year compilations to get a statistically valid sample of a population. For a city the size of Hallowell, only the 5-year compilations are generally used. Although they give more timely information on demographics and housing (for example, we can collect 2018 data, while in 2008 we could only use 2000 data), the numbers have a wider range of accuracy based on the smaller sample size. For this section, unless specified otherwise, the data is all from the 5-year ACS data sets for Hallowell. Those generally have a margin of error of +/-5%. So, for example, a statistic that reads "100" could be anywhere between 95 and 105, and has a small possibility of being farther off as well. For planning purposes, the drawbacks of that margin of error are almost always outweighed by the ability to get data for any particular year.

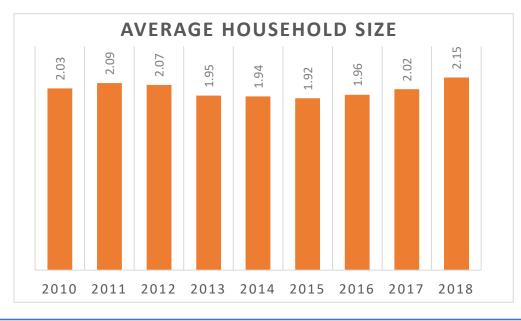
HOUSEHOLDS

Just as the number of residents has declined slightly since 2010, so the number of households has similarly had a small decline. The change seems to be driven by a reduction in number of total families in the City and an increase in the average family size. At the same time, the number of families with children has increased, and the number of family households with a married couple has decreased. All in all, the trend seems to be toward non-family households, with the family households being more likely to have children in them, as well as less likely to be a married family. While these changes are generally outside the margin of error, they are not large

enough to indicate any significant changes in the overall character of the community. Rather, they indicate small changes in household constitution that may reflect other factors.

The average household size initially appears to have increased from 2010 to 2018. However, if you look more closely at the data (see the chart below), it appears this increase may just be part of a general swing of that average household size. Without a longer-term trend, all we can say at this point is that the average household size in Hallowell is approximately 2.15 currently, and it varies from year to year.

HOUSEHOLDS	2010	2018	Change, 2010-2018
Total households	1,168	1,099	-5.9%
Average household size	2.03	2.15	5.9%
Total families	699	617	-11.7%
Average family size	2.64	2.95	11.7%
Households with own children under 18 years	227	252	11.0%
Married Couple Family Households	544	471	-13.4%
Average Married Couple Family Size	2.73	3.1	13.6%

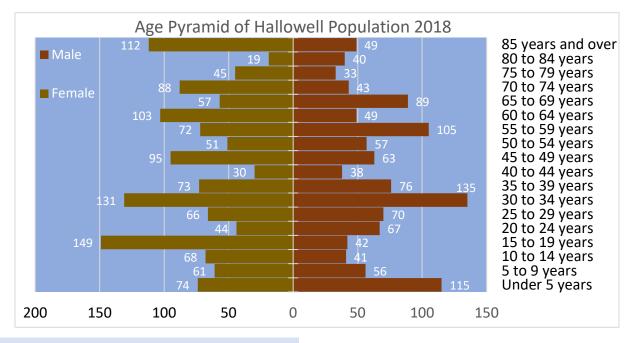


"Family Household" vs. "Non-Family Household"

One common question when looking at U.S. Census data, including that from the ACS, is about the terms "non-family household" and "family household." While respondents generally self-define their living situations when responding to U.S. Census inquiries, here is the difference as described by the Census Bureau:

Family Household: "A family group is any two or more people ... residing together, and related by birth, marriage, or adoption. A household may be composed of one such group, more than one, or none at all. ... A family household is a household maintained by a householder who is in a family ... (as defined above), and includes any unrelated people ..."

Non-Family Household: "A nonfamily household consists of a householder living alone (a one-person household) or where the householder shares the home exclusively with people to whom he/she is not related."



AGE AND GENDER

Age and gender of residents is generally shown in an "age pyramid" that breaks the population up into age groups and breaks those groups up by gender. One gender is shown on each side of a central axis, traditionally creating a pyramid shape with more young people and fewer old people.

Hallowell is a fairly small city, and as a result, breaking out the population into a traditional age pyramid should be approached cautiously. There will be highs and lows in that pyramid that are not indicative of larger trends. Nonetheless, the age pyramid for Hallowell (above) includes some interesting information. The population is not generally aging the way much of the rest of Maine is. A sizeable portion of the population in Hallowell is aged 30 to 34 years whereas in general, Maine's population is older. Hallowell also has a smaller number of children than many places in Maine. Families are a decreasing proportion of households overall, so it may be that younger professionals are locating in the city but have fewer children.

Like the rest of Maine, Hallowell has a significant population of older residents. This indicates that there are likely options for the older residents for appropriate housing stock and services in Hallowell.

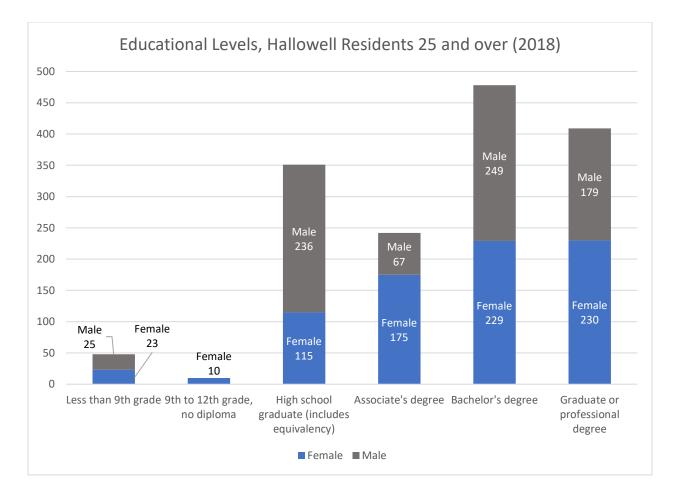
In general, the "flatness" of the pyramid indicates a diversity of ages in the city. While there are some unusual bumps, such as the much larger number of females aged 15 to 19 than males, those are likely a combination of sample errors and one-year anomalies, and are probably not indicative of any pattern that affects planning.

This data does not capture the number of transgender residents, since that option has not generally been offered by the Census Bureau.

Source: Decennial Census	2010			2000		
Decennial census	Hallowell	Kennebec	Maine	Hallowell	Kennebec	Maine
Age Group	indire in chi	County	mane	i lano i ch	County	manie
Under 5 years	88	, 6,334	69,520	98	, 6,388	70,726
5 to 9 years	89	6,847	74,116	129	7,597	83,022
10 to 14 years	82	7,303	79,013	172	8,726	92,252
15 to 17 years	74	4,824	51,884	112	5,216	55,238
18 and 19 years	48	3,274	36,426	50	3,475	34,247
20 years	18	1,653	17,408	20	1,450	15,330
20 years 21 years	16	1,486	16,566	20	1,483	14,805
22 to 24 years	58	4,072	45,672	67	3,533	39,521
25 to 29 years	129	6,656	72,681	137	6,208	71,951
30 to 34 years	123	6,635	72,081	137	7,760	85,666
•	135	7,330	79,905	132	9,395	-
35 to 39 years		-				104,149
40 to 44 years	152	8,527	91,471	240	10,110	108,831
45 to 49 years	166	9,999	107,619	220	9,346	101,921
50 to 54 years	202	10,517	110,956	249	8,455	90,675
55 to 59 years	195	9,506	102,441	145	6,434	68,490
60 and 61 years	97	3,476	37,823	35	1,964	22,367
62 to 64 years	134	4,752	51,837	68	2,969	32,330
65 to 69 years	126	5,802	65,014	90	4,488	50,100
70 to 74 years	89	4,217	47,637	80	4,193	46,096
75 to 79 years	101	3,519	38,894	87	3,530	38,098
80 to 84 years	101	2,755	30,399	69	2,307	25,792
85 years and over	167	2,667	29,136	53	2,087	23,316

Hallowell has fewer residents below age 40 than either Kennebec County or the state. Not surprisingly, that corresponds to a higher proportion of residents over 40 in Hallowell than in these larger geographic areas. This pattern existed in 2010 as well as 2018.

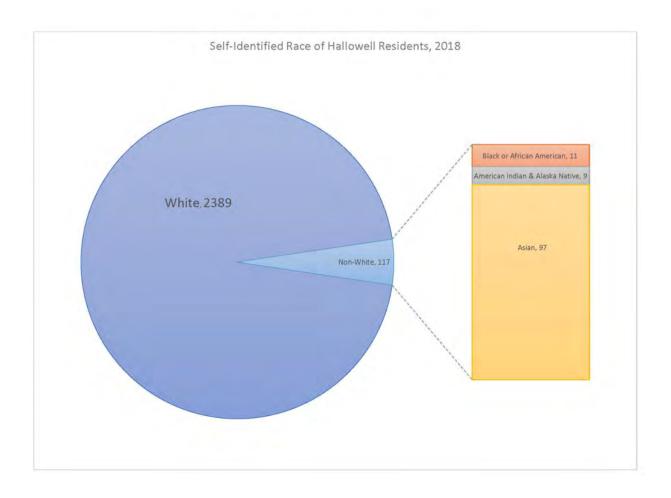
Although not shown on the chart above, it's also worth noting that there is a relatively small number of vacant housing units in Hallowell. This is likely a combination of the relative attractiveness of the city as a place to live, along with a relatively small number of seasonal houses. Seasonal houses often show up as vacant in ACS data, as they are generally more likely to be vacant when the survey is done than a year-round house. If Hallowell became a popular place for seasonal housing, that could significantly affect the planning needs of the community. However, as of right now, Hallowell is not a major seasonal residence center.



EDUCATION LEVELS

Hallowell is a highly educated city. Almost half of its residents had a Bachelor's degree or higher as of 2018, and almost 97 percent of its residents had graduated high school. These numbers are well above the state and county figures, which are fairly consistent with each other. Looking more closely at the data, a significant number of residents had graduate or professional degrees (409 as of 2018.) Female residents were more likely to have Associate's or graduate/professional degrees than male residents. Male residents were slightly more likely to have Bachelor's degrees and over twice as likely to have a high school education but nothing beyond that.

Educational Attainment, 2018	Hallowell	Kennebec County	Maine
% High School Graduate or Higher	96.8	91.7	92.3
% Bachelor's Degree or Higher	49.6	27.1	30.9



RACE

Like Maine in general, Hallowell is largely white. Over 95% of residents in 2018 were white, just slightly above the statewide percentage of 94%. The second largest demographic group was Asians, with just under 100 in the city. A very small number of African Americans and Native Americans (listed in the Census as American Indians) rounded out the population. In this way, Hallowell also matches the statewide numbers relatively closely.

Given how closely these numbers match those of the state as a whole, they likely represent larger statewide trends rather than any local policies or planning issues.

EMPLOYMENT AND COMMUTES

Hallowell residents work in a variety of professions, but just over half the employed adult population work in management, business, science and the arts. This is a significantly higher percentage than all of Kennebec County, or the state. Given the higher education levels of Hallowell residents that is not surprising. These are professions that are more likely to be filled by those with college degrees. In addition, the location of state offices nearby likely drives this number up. percentages can likely be explained by a combination of factors:

- Employment opportunities downtown in close proximity to housing;
- Large numbers of workers commuting to the same locations in places like Augusta and Portland; and
- A larger percentage of professional positions among workers that make it more feasible to work from home.

No workers in Hallowell appear to use transit to commute, which is not surprising

Employment - Occupation, 2018	Hallowell	Percent	Kennebec County	Percent	Maine	Percent
Management, business, science, and arts occupations	643	52%	21,732	37%	247,467	37%
Service occupations	187	15%	10,499	18%	120,974	18%
Sales and office occupations	244	20%	14,122	24%	146,416	22%
Natural resources, construction, and maintenance occupations	88	7%	5,948	10%	70,257	11%
Production, transportation, and material moving occupations	72	6%	6,618	11%	80,074	12%
TOTAL CIVILIAN EMPLOYED	1,234		58,919		665,188	

Hallowell is not a major service center for the region, although there are some state offices and recreational attractions in the city. It's therefore not surprising that many residents work outside of the city.

Hallowell's workers commute in similar ways as those in the state and county as a whole. Most residents drive alone to work. Significant but small groups carpool, walk, or work at home. In each case that group is a little larger proportionately than the same group for the state or county. These higher given that there is currently no regular transit option within the city, other than the underused Kennebec Explorer.

On the other hand, the data showing no bicycle commuters or commuters using Transportation Service Companies such as Lyft or Uber should be treated skeptically, as there are almost certainly some Hallowell residents using those modes. On the other hand, the data shows that the absolute number of those commuters is likely fairly small.

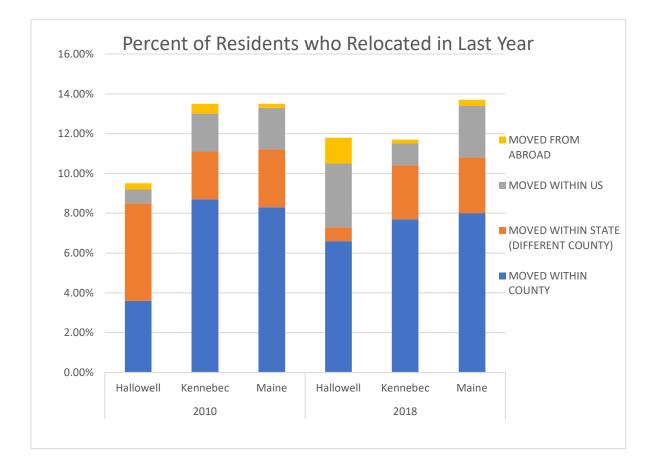
Means of Travel to Work, 2018	Hallowell	Percent	Kennebec County	Percent	Maine	Percent
Car, truck, or van - drove alone	924	75%	46,115	80%	511,466	78%
Car, truck, or van - carpooled	116	9%	5,679	10%	62,978	10%
Public transportation	0	0%	73	0%	4,159	1%
Walked	68	6%	2,348	4%	25,602	4%
Taxicab, motorcycle, bicycle, or	0	0%	435	1%	4,852	1%
other means						
Worked at home	97	8%	2,772	5%	37,525	6%
TOTAL	1,224		57,722		651,799	

Hallowell's workers have both longer and shorter commutes than average for other residents of the state and county. Almost three-quarters of all workers have commutes of less than 20 minutes, as opposed to under one-half of state and county residents.

On the other hand, there is a sizeable number of "supercommuters" who drive over 45 minutes to work. These commuters, who may be working in the Portland region, represent 13% of all workers as of 2018, slightly higher than the state and county percentages at 11%.

Given the number of walkers and those who drive alone, this distribution of commuting times is not surprising. Downtown Hallowell has a number of employment opportunities, and many residents take advantage of them. However, there are not enough jobs in the city for all the workers who live here. Even if there were, there is usually some crosscommuting between cities.

Travel Time to Work, 2018	Hallowell	Percent	Kennebec County	Percent	Maine	Percent
Less than 5 minutes	14	1%	2,552	5%	28,813	5%
5 to 9 minutes	310	28%	7,218	13%	77,791	13%
10 to 14 minutes	241	21%	7,722	14%	93,367	15%
15 to 19 minutes	268	24%	8,155	15%	93,495	15%
20 to 24 minutes	56	5%	7,426	14%	83,180	14%
25 to 29 minutes	17	2%	4,268	8%	40,953	7%
30 to 34 minutes	31	3%	6,875	13%	70,234	11%
35 to 39 minutes	0	0%	1,995	4%	20,003	3%
40 to 44 minutes	43	4%	1,610	3%	21,702	4%
45 to 59 minutes	113	10%	3,493	6%	45,652	7%
60 to 89 minutes	34	3%	2,681	5%	25,669	4%
90 or more minutes	0	0%	955	2%	13,415	2%
Total number of workers over 16 who did not work at home	1,127	100%	54,950	100%	614,274	100%



INCOME AND POVERTY

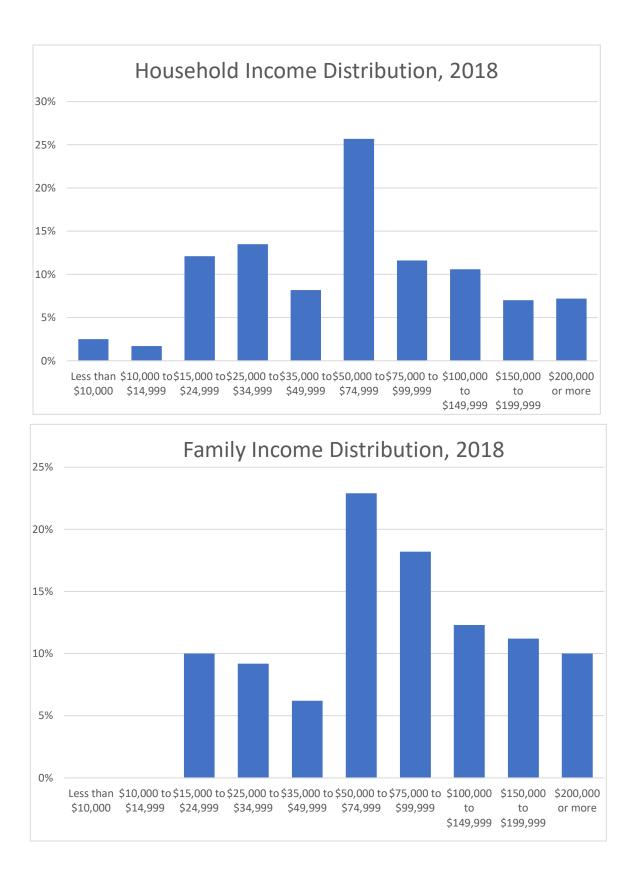
Hallowell's household median income in 2018 was \$59,548. That number is somewhat above the state median income of \$55,602 for that same period. Hallowell has a wide range of household incomes, as shown on the table below, ranging from very low to very high. While the city as a whole is slightly better off than the state as a whole, it also has an economically diverse population.

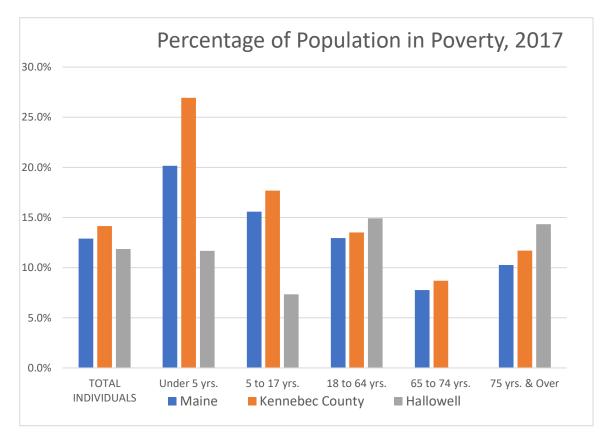
These figures are slightly different when you look at just those households defined as "families." Those households had significantly higher incomes, and even though the modal group was still \$50,000 to \$74,999, there were far fewer family households below that level than total households. Family median income in Hallowell in 2018 was \$80,417, well above the modal group as well as the state median of \$72,390. That economic diversity in households generally is less prevalent among family households.

Hallowell has a slightly lower rate of poverty than the state or county. However, while the poverty rates for those under 18 are below state and county levels, the rates for adults and older people are actually above state and county levels. Clearly poverty is an issue in Hallowell, just as it is in the rest of the state. In particular, the number of residents in poverty over age 75 is a planning concern.

Finally, Hallowell residents are generally less likely to relocate than Maine residents as a whole. Fewer than 12% of Hallowell residents had moved in the past year in 2018. In 2010 that number was even lower, at under 10%. Those figures were closer to 14% for the state as a whole for both years. Interestingly, in 2010 more Hallowell residents had moved from out of state, but in 2018, more Hallowell residents had relocated from elsewhere within Kennebec County. It will be interesting to see if that trend continues.

Cost of living factors such as housing affordability and overall tax burden including property taxes — are factors in thinking about poverty in Hallowell. Those issues are discussed in the Housing and Public Facilities & Services sections.





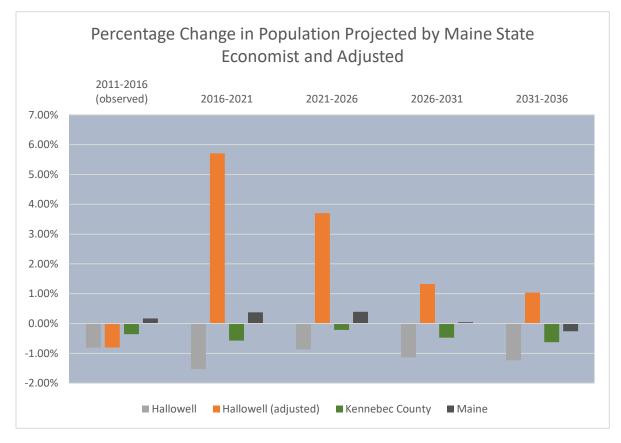
This data is based on a sample - it is unlikely that there were no residents aged 65-74 in Hallowell in poverty in 2017

POPULATION PROJECTIONS

Not surprisingly, the Maine State Economist's prediction for Hallowell's future population is that it will continue to slowly decline, as it has done for the past 40 years. The prediction is that by 2031, there will be 2,268 residents in Hallowell. That's a decline of about 50 residents from today.

That projection seems very reasonable when you look at current trends. The number of housing units in Hallowell has had a similar small decline (see the Housing section for details.) Given that household sizes are relatively flat, at about 2.05 people per household, that should translate into a commensurate reduction in population.

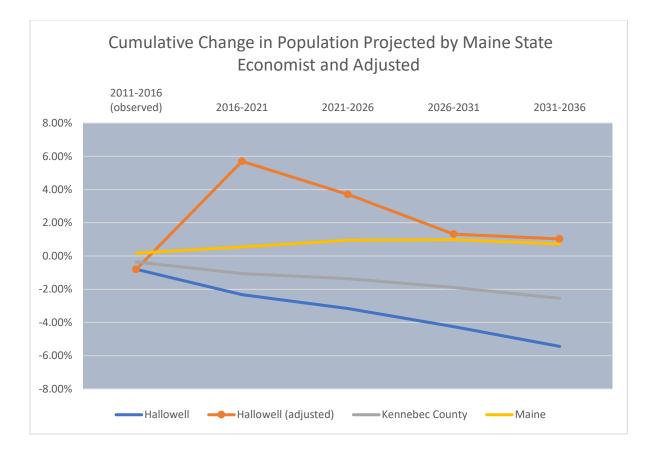
However, there are some factors that may counter that reduction. The production of new housing, both student and nonstudent, at Stevens Commons should result in about 80 new residents over the next few years, with more possible after that in other parts of the campus. In addition, the existing subdivisions described elsewhere in this plan have house-ready lots that may eventually result in new housing production. Based on these additional factors, it's likely that the population decrease of the past 40 years will be countered by an increase in the early 2020s and then a slower increase going forward. However, the change from the State Economist's projection after 2021 will depend on a number of factors including



the strength of the housing development market in the next 10 years.

	Population C	Observed		Population projected			
	2011	2016	2021	2026	2031	2036	
Hallowell	2,369	2,350	2,314	2,294	2,268	2,240	
Adjusted Hallowell	2,369	2,350	2,484	2,576	2,610	2,637	
Kennebec County	121,765	121,328	120,467	120,093	119,465	118,664	
Maine	1,327,968	1,330,232	1,335,260	1,340,462	1,341,046	1,337,568	

Source: Maine State Economist & Levine Planning Strategies, LLC (adjusted numbers) https://www.maine.gov/dafs/economist/demographic-projections



ISSUES FOR FURTHER STUDY

- Hallowell's population of older people continues to be a growing segment. This
 population will have planning impacts on City operations and land use. For example, it
 will be more likely to need medical and emergency services. On the other hand, it
 provides a pool of potential volunteers for community activities and programs.
- The increased population of older people will also impact the type and location of housing demand. There will be continued demand for housing that is the correct size for families of older people, that has services appropriate to their needs, and allows for reduced automobile use as some older people are no longer able to drive safely.
- ✓ What can the City do to ensure that the needs of its current adult population continues to be met as they approach retirement age?
- ✓ While households self-describing as "families" are declining, the number of households with children is remaining steady. This may be a result of changing household types as well as how households self-define. The number of children varies from year to year but

generally is stable, so there is no current need to plan for an increase or reduction in student population.

- ✓ Household income levels represent a large range in Hallowell but there are high numbers of residents with low incomes. These residents' needs, including opportunities to increase their income and provide for housing needs that they can afford, should be considered.
- ✓ Although indications are that Hallowell's population is leveling off, what is the preferred population of the City? Should the City be seeking to attract any particular demographic as it plans for future growth and change?
- ✓ How will trends related to working remotely and working from home affect the demographics of the City?



INTRODUCTION

We cannot write about the "history" of Hallowell without deep reflection on the setting and stolen land from which it evolved. We owe our deepest respect to the First Peoples, immigrants and other marginalized groups who truly built the cultural foundation of our city.

It is necessary as a conscientious community that we continue to uncover, acknowledge, and redress our City's past.

The current City of Hallowell is entirely built on the homelands of the Abenaki/Abenaquis, Nanrantsouak, Wabanaki Confederacy (Mi'kmaq, Maliseet, Passamaquoddy, and Penobscot) that lived along the Kennebec River. This area was initially called "Bombahook" (or alternatively, "Medumcook" or "Keedumcook because of the shoal (sandbar) in the river. The area was used as a transportation corridor for the trade networks between the Native Indians and the English because of its rich natural resources.

However, the English crown and its colonizers soon exploited traditional land agreements with indigenous populations. They took "ownership" by establishing settlements with civil governments and land possession deeds. (*Fort*

Western on the Kennebec: the story of its construction in 1754 and what has happened there.) In 1725 Chieftain Abanaki Natahanada, dismissed colonists' documents saying any agreements were only to share the land for fishing and hunting. (Old Hallowell on the Kennebec). After decades of conflicts and warring among native peoples and proprietors the land was taken, part of which was the "Great Lot 22" (Hallowell). It was ascertained by Benjamin Hallowell who sold it to Samuel Vaughan, a West Indian merchant who made a share of his fortune with goods harvested from his slave plantations in Jamaica. He passed his wealth on to sons Benjamin and Charles who lived in Hallowell at the Vaughan Homestead which still exists today as a historic home museum.

By the time it was incorporated in 1771 Hallowell's town center was already forming. Hallowell's rapid economic climb can be attributed to both wealthy business owners and its industrial laborers such as Italian immigrant Protasio Neri, from Levigliani, Italy, who moved here at age 27 and worked for Hallowell Granite Works as a carver. The influx of immigrants greatly increased Hallowell's population creating a housing problem. Assessor's reports explain that Hallowell had only 38 dwellings in 1784 for its citizens and "a great part of the inhabitants still live in their log huts or camps which they first built, which are neither tenantable or rateable and of very little value." (Old Hallowell on the Kennebec the first 90 yrs). Most immigrants lived on sections of Water Street, Winthrop Street, Second Street, and most of Granite Hill.

In the 1800s half of all the workers in the largest industries in Maine were immigrants including Irish, Italian, French Canadian and Hallowell was no exception. Both large and small industries used immigrant labor in shipyards, agriculture, ice cutting, shoemaking, tanneries, grist mills, oil cloth, and publishing. For instance, Hallowell Granite Works employed 250 people such as James Pellegrini and Settimo Masciadri who constructed and carved cornice stones and public statues. These times were the peak of Maine's granite boom mostly due to large federal contracts for buildings. Housing for the Granite Works laborers were set along Winthrop Street close to the storage sheds. Their business lasted 100 years and at one point Hallowell relied on it almost entirely to support its economy.



One unique and successful Hallowell industry was ice harvesting. It supplied jobs to area farmers and lumbermen who were seasonal workers. The Moore Family's ice business, located at the Cascade Pond in Vaughan Woods, sent large ice cakes as far away as the southern US, Europe and the West Indies.



The Cotton Mill Factory of Water and Second Streets began in 1845 making sheet prints and coat linings. It had over 15,000 spindles run by 200 workers which included child labor during its height of production.

Starting in the early 1870s the Boston Flint Paper Company, a sandpaper mill, was a principal business. Manual workers in the 1920's such as Bert Grimes and Arthur Rich crushed quartz to the point where it was usable in sandpaper.



In 1910 the Johnson Bros. Shoe Manufacturing Company was a major employer. Employees worked early morning to late night five days a week. In 1910 they employed over 300 people, a quarter of them women.



Women's acknowledged contribution to Hallowell comes predominantly in the form of wealthy white socialites such as Sarah (Sally) Vaughan, a well-educated and travelled woman who organized Hallowell's women's literary society, reading and social club. Or Mary Flagg and Almira Dummer who donated land and money to create an all-girl's campus in Hallowell for the "friendless, neglected and vagrant children of the State ", where they would be provided "moral training". But there are other significant women to consider including Mary and Elizabeth Peabody, local teachers that believed in free education for everyone and admitting both boys and girls into private schools. They eventually helped establish kindergartens across the U.S. Martha

The history of blacks and people of color in Hallowell is greatly undocumented. The 1790 population Census for Hallowell showed 1194 people including 12 free blacks. There also exists an ambrotype portrait of African Americans John and Sarah Williams Young of Hallowell from 1864 but does not include a story of their lives here. Ebenezer Dole, his brother Daniel and others formed the first antislavery society in Maine known as "The Hallowell Anti-Slavery Society". It is also noted that the Old South Church Deacon, James Gow, may have provided asylum to the first fugitive slave who passed through Hallowell.

The current City of Hallowell is entirely built on lands originally inhabited by the Native Americans of the Wabanaki Nation , living along the Kennebec River. They named the Hallowell area "Medumcook" or "Keedumcook (which later became Bombahook) because of the shoal (sandbar) in the river.

The first permanent European colonial settlement was established in the area in 1762, and it grew quickly: by the time it was incorporated in 1771 named for proprietor Benjamin Hallowell, the early town center was already forming. W hile both people and buildings have changed in the 250 years since then, the basic shape of the early downtown would be recognizable.

In the early decades of the new republic, the City grew and prospered as a place of shipbuilding, trade, publishing, and logging, and (later in the 19th century) granite processing. As described in a local historical account, the City's current population, "is only slightly smaller than it was in 1820, the year Maine seceded from Massachusetts and became a state in its own right" a full two-centuries ago, when residents enjoyed "services of 71 stores along Water Street (by contrast, Augusta had a population of 1,000 and just 20 merchants)."¹

The rich and varied tale of the City's early development – and impact on the history and economy of the region – is nicely captured in the original National Register of Historic Places (NRHP) designation for the downtown historic district:

> Hallowell, Maine, is significant for it represents a 19th century riverport that has retained, in remarkably complete form, its architectural integrity through the 20th century to the present day. Events in her history point up the fact that Hallowell contributed to the economic, social, and political history of the state and nation in areas reflective of American ingenuity and resourcefulness. She gave the state two governors and many professional men of distinction and far-reaching reputation....

Of the 450 buildings located in the proposed historic district, 85% were

built during the 18th and 19th centuries. Half were built before 1865.... In addition, all of the churches and public buildings in the district are 19th century. And all but 55 of the dwellinghouses, of which there are 330 in all, are 19th century or earlier. A full spectrum of architecture is represented including dwellinghouses of all periods from Federal on, early commercial buildings, churches, public buildings, an old doctor's office, an early hotel, an 1840 row house, and an old cotton factory....

Hallowell became so prominent in printing and publishing that only Portland exceeded her in the numbers of imprints to leave the presses. A street perpendicular to the old County Road was laid out in 1793 upon which was built the first Academy chartered in Maine, in 1795. The third early Maine road and one which originated in Hallowell in 1803 was the Coos Trail, now Winthrop Road. It was the brainchild of genius Charles Vaughan, who arrived here in 1791, and the object was to link Hallowell to the interior regions of New Hampshire and Vermont. This road which can be traced today through many small western Maine towns, became a major artery for agricultural traffic to the port of Hallowell, where it was sent by ship to Boston, Halifax, and New Orleans. Hallowell was the agricultural capitol of the region for many years. Later the Winthrop Road was the principal route

¹ "Old Hallowell on the Kennebec," Row House, Inc., written & edited by Rebecca Sawyer-Fay.

for the movement of granite from the famous Hallowell quarries to the sculpting sheds on Middle Street ... Hallowell was the granite center of Maine in the late 1800's.

The railroad which bisects the historic district is significant for it caused the gradual curtailment of river shipping and market activity in Hallowell. Although Hallowell was originally more prominent than Augusta in agriculture, commerce, industry and social culture, she became eclipsed by the community made state capitol as the 19th century slipped away. Today we are left with a remarkable 19th century architectural legacy of the glory that was Hallowell.

As noted, most of Hallowell's downtown, as well as a number of outlying buildings, were constructed before 1900; over half of those located in the Historic District predate the Civil War. These lasting structures tell the story of the City's history and contribute considerably to its unique character. This chapter identifies Hallowell's important archeological and historic resources and examines how they are protected.

ARCHEOLOGICAL ASSETS

An archeological site is any place where human activity occurred and where are found. There are two types of archeological sites: prehistoric and historic.

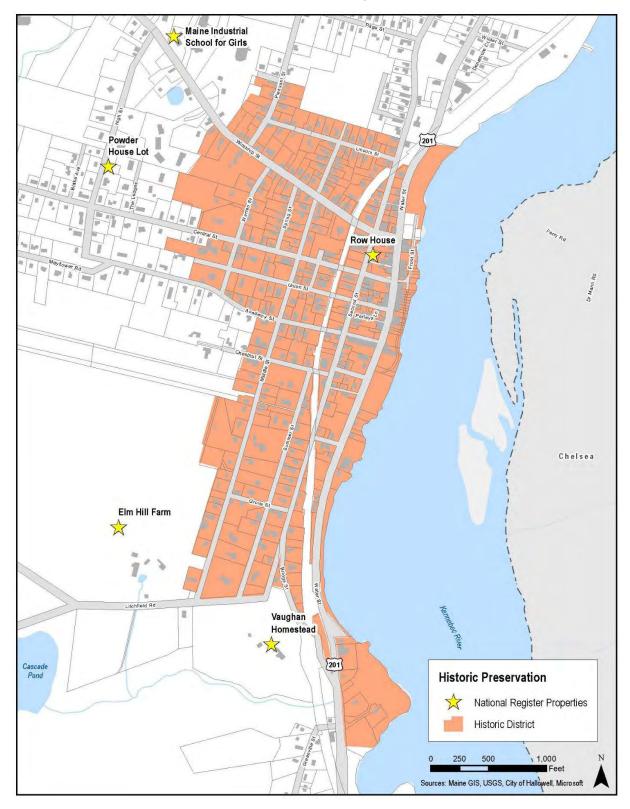
Pre-Historic Archeological Assets

Pre-historic archeological assets relate to Native American settlement and tend to date prior to about 1700. According to the Maine Historic Preservation Commission (MHPC), as of April 2019, there are two known pre-historic archeological sites in Hallowell. Both are located in developed areas (their exact locations are undisclosed) and may no longer survive. Limited archeological surveying has been accomplished along the Kennebec River, with no sites found. The MHPC recommends future archeological surveys in two archeologically sensitive areas: along Vaughan Brook and around the small ponds in the western portion of the City.

Historic Archeological Assets

Historic archeological assets created after European settlement. As of April 2019, the MHPC identified five historic archeological sites in Hallowell or nearby. They are:

Site Name	Site Number	Туре	Periods of Significance
Norcross Pottery	ME 185-001	industrial, pottery	1792- c.1800
Kedumcook Trading Post	ME 185-002	trading post	? - 1676
Ticonic	ME 185-003	wreck, side-wheeler	October 1836
John W. Richmond	ME 185-004	wreck, side-wheeler	Sept. 3, 1843
Hallowell Granite Works & Quarry	ME 185-005	quarry, granite	ca. 1815-1910



The exact locations of these assets are undisclosed, but they are not all within Hallowell.

The MHPC also notes that no professional surveys for historic archaeological sites have been conducted to date in Hallowell, and states that "future archaeological survey should focus on the identification of potentially significant resources associated with the town's maritime, agricultural, residential, and industrial heritage, particularly those associated with the earliest Euro-American occupation of the town in the 17th and 18th centuries."

Historic Assets

Historic assets date after widespread European settlement and include villages, historic districts, buildings, cemeteries, bridges, and other similar resources. The National Register of Historic Places (NRHP) is the nation's official list of preserved historic resources. The National Register helps communities identify, evaluate, and protect historic and archeological resources. It also provides guidelines for renovation and development within the designated buildings and districts. Districts, sites, buildings, structures, and objects can all be listed. Listings are federally recognized and protected. They are also eligible for federal rehabilitation tax credits As of April 2019, the following properties located in Hallowell are listed on the National Register of Historic Places:



- Hallowell Historic District encompasses 260 acres and 446 properties.
- Stevens Commons, formerly known as the Maine Industrial School for Girls
- Powder House Lot, High Street
- The Row House, 106-114 Second Street
- Vaughan Homestead, Second Street
- Elm Hill Farm, Litchfield Road

The MHPC further noted that "a comprehensive survey of Hallowell's historic above-ground resources needs to be conducted in order to identify other properties in outlying areas that may be eligible for nomination to the National Register of Historic Places." Such a survey is almost complete and should be available in 2021.

Along with the Row House and the Vaughan Homestead, which are both listed on the National Register, 54 additional historic sites in Hallowell are identified as locally historically significant in the brochure, "Historic Hallowell Maine: A Guide to Historic Homes and Places of Interest." (Row House, Inc.)

The original NHRP designation for the downtown historic district includes detailed information on 28 different buildings in the downtown.



"Freshet" on the Kennebec. Downtown Hallowell, c. 1870

ORGANIZATIONS & RESOURCES

Local non-profit organizations and officials play an important role in the identification and preservation of historic resources. Hallowell has several historic non-profits and non-profit partnerships:

- Row House, Inc. is a non-profit, membership organization dedicated to preserving Historic Hallowell. The organization has been in existence for more than thirty-five years, and was recently a key partner in the renovation and restoration of the City Hall building."
- Row House, Inc and the Hallowell Area Board of Trade have come together to develop Hallowell's *Museum in the Streets*, a walking tour that will include photographs, illustrations and information about important people, events, and historical sites throughout the City. The project will feature two large maps showing the location of twenty informational signs throughout the City.

- The Vaughan Woods and Historic Homestead, a 501c3 nonprofit that owns the Vaughan Woods, the 1796 homestead and the historically significant collection inside the house.
- Museum in the Streets: The Museum in the Streets creates heritage discovery trails for the benefit of a community's inhabitants and tourists. Working closely with town historical societies, it designs free walking tours that foster a sense of historical identity, educate, encourage preservation of local historic sites and promote knowledge of stories, events and traditions. Each of the stops along the walking tour is an entry point to just one aspect of Hallowell history.

Additional resources regarding Hallowell's historic assets include an inventory of the historic buildings on Second St. located at the Maine Preservation Commission; a number of historic photos from 1964 located at the Hubbard Free Library in Hallowell; and a 1992 historic survey of Hallowell (including property type, architectural data, age, location, and historical data) located at the Maine State Ilbrary.

The City also has a collection of historic fire station artifacts currently housed in the old fire station on Second Street. This collection is in need of a permanent home with safe storage. The weathervane on top of that building is also historic.

In addition, the Hallowell the Code of Ordinances establishes the position of City Historian, tasked with a number of responsibilities related to the history of the City.



THREATS & RESOURCES FOR PROTECTION OF HISTORIC & ARCHEOLOGICAL RESOURCES

Neglect and inappropriate development are the greatest threats to historic and archeological resources. Protection from these can be provided at the local, state, and federal levels.

Federal and State Level Protection

Numerous federal and state laws and regulations govern the treatment of historic and archeological resources in Maine. They are focused on protecting cultural resources that may be threatened by projects funded or permitted by the federal or state governments.

Section 106 of the National Historic Preservation Act requires federal agencies to review all federally funded, permitted, or licensed projects which may affect a property listed on the National Register of Historic Places or eligible for such listing. Section 106 review is a routine part of the planning process for all federally-assisted projects. The review does not guarantee that the property will not be affected or even demolished, but it does ensure that there will be an opportunity to consider the effects of the project before it occurs. The Maine Historic Preservation Commission currently reviews 3000- 3500 projects under this law every year.

Maine's Site Location of Development Law requires consultation from the Maine Historic Preservation Commission on impacts resulting from large-scale developments that may not come under Section 106 jurisdiction, including projects occupying more than 20 acres, metallic mineral and advanced exploration projects, large structures and subdivisions, and oil terminal facilities. The Maine Historic Preservation Commission reviews roughly 300-500 projects per year under this law.

The protection of historic properties at federal and state levels is limited to projects of significant size, or those funded, licensed, or permitted by federal and state agencies. For all other projects, the only comprehensive protection for historic properties is legislation at the local level.

Local Protection

Subchapter V of the Hallowell Code of Ordinances provides for the Preservation of Hallowell's historic resources, stating:

The preservation of structures and/or areas of historic or architectural value is hereby declared to be a public purpose, in order to promote the educational, cultural, economic and general welfare of the people of the City, to protect, preserve and enhance buildings, structures, and areas within the City which possess particular historic and/or architectural significance or value.

The section establishes the following goals for strengthening the heritage and economic well-being of the City:

- 1. preserving its architectural and historic setting;
- 2. conserving property values in such unique areas;
- 3. fostering civic beauty;
- 4. strengthening the local economy;
- 5. promoting the use of historic or architecturally significant buildings for the Education, pleasure, and welfare of the citizens of the City;
- 6. to enhance the potential for securing funds for the City and its citizens and property owners which may become available from public and private sources.

Hallowell's current zoning ordinance includes a Historic District Overlay Zone (HD), established with the following explicit purposes:

The purpose of the Historic District and the designation of Historic Landmarks is to preserve structures and areas of historic and architectural value and as declared by the City Council under the provisions of Sub-Chapter V of Chapter 8 of this Code.

Overlay zones impose additional requirements to the zoning requirements already established for the area as designated. For example, a parcel along the Kennebec River might be subject to the requirements of the Shoreland District, the Floodplain Management District, and the Historic District. (The Ordinance also specifically designates the Powder House as a Historic Landmark.)

Building, remodeling and demolition permits for properties within Hallowell's Historic District, as well as any properties designated by the City Council as a Historic Landmark (such as the Powder House at High Street), may not be issued without Planning Board approval. Property owners must submit a "Historic District Certificate of Appropriateness Form" to gain project and material approval.

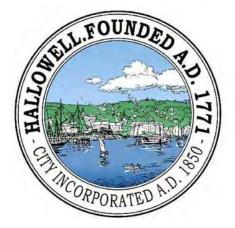
A second special zoning district, the Stevens School Planned Development District (SSPD), was

established in 2011-2012 to help preserve and enhance the historic character of the City in a more flexible way, with the following purposes:

To provide for the reuse and redevelopment of the former Stevens School into a well-planned development with a common set of design elements in which the use, redevelopment, or development is focused in the areas of the campus that are already developed in a manner that is compatible with the surrounding neighborhood, accommodates a mix of uses, maintains the character of the Maine Industrial School for Girls National Register Historic District, minimizes development in areas with significant natural resources, provides appropriate infrastructure, addresses environmental issues and stormwater management, and minimizes undesirable impacts on adjacent properties and the surrounding neighborhood.

The City's zoning ordinance outlines the criteria for Planning Board approval based on the U.S. Secretary of the Interior's *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*. These guidelines are very specific and can be costly for homeowners. The Planning Board has enforced general guidelines regarding building development, additions, and integrity with existing forms and dimensions. However, specific guidelines have sometimes not been fully enforced, such as the types of materials used for replacement or updating of windows and siding. There is concern that by not fully meeting the national requirements, Hallowell's Historic District National Registry Listing may be at risk.

As in many local historic districts, lack of enforcement mechanisms is also a significant issue at the local level. If a property owner in the Historic District has not obtained approval for building renovations regulated by the ordinance, the Code Enforcement Officer currently has no enforcement mechanism other than sending a letter informing a property owner that their actions are not consistent with the City's requirements. This is not always enough to encourage compliance. There are also limited local resources to follow up on violations, even if stronger mechanisms were in place.





RECENT DEVELOPMENTS

As noted in the previous plan, two of the Hallowell historic residences - the former Jacob Abbott House (61 Winthrop Street) and the Governor Bodwell House – have been on Maine Preservation's Most Endangered Historic Properties list since 2000. While "Most Endangered" status does not ensure the protection of a site or provide funding, this designation is intended to raise local awareness and can help focus rescue and preservation efforts. As evidence of the attention this inventory and designation brings, both structures are now included under the protections of the Local Historic District (but not currently designated as "most endangered") is the Hubbard Library, Maine's oldest standing free public library, which is in need of major

roof, electrical, and other building improvements.

In 2016, after years of deterioration and neglect, the buildings and campus of the former Stevens School was purchased by Mastway Development, LLC and rehabilitated using a combination of state and federal historic tax credits and the provisions of the more flexible overlay zoning district.

More recently, the City has begun the process of soliciting proposals for adaptive reuse of the Second Street Fire Station.

Maine's bicentennial is in 2020, although most of the events planned to commemorate the creation of the new state have been delayed due to the COVID-19 pandemic.

ANALYSIS AND ISSUES FOR FURTHER STUDY

- ✓ Given how integral historic issues are to the Hallowell brand, how can the City further build the connection between its built heritage and economic activity?
- ✓ There may be some inconsistency between what the historic ordinance says and how it is applied. What changes need to be made so that the ordinance accomplishes Hallowell's historic preservation goals?
- ✓ Are additional enforcement measures necessary?
- ✓ Should Hallowell offer a financial incentive to assist property owners with meeting historic district requirements?
- ✓ How will the updated historic survey affect historic preservation planning and policy in Hallowell?
- ✓ Currently, Hallowell's Planning Board is responsible for enforcing the historic ordinance. Is that the correct structure, or should the City consider creating a separate board or commission for administering the district?
- ✓ What effect do historic preservation policies and regulations have on the production of new housing in the City? And conversely, what benefit do historic preservation grants, tax credits, and other incentives have on new development?
- ✓ Are there techniques or approaches to pursue that are capable of marrying the City's historic preservation goals with economic and cultural development strategy? Are there good examples from elsewhere worth considering?
- ✓ Are there additional prehistoric or archeological resources to inventory? Are there better ways to preserve and interpret the role played by indigenous people in the history and ecology of the region?



INTRODUCTION

Hallowell is recognized as a center of arts and cultural activities in Central Maine. Cultural tourists have been coming to the city for decades to view art, enjoy our local community theater and unique live music scene, and take in other cultural activities. The city hosts annual festivals and events that incorporate and encourage the arts. In 2010 City Council appointed an official Arts & Culture Committee to oversee this important part of Hallowell's character and economy and to help local cultural organizations connect and collaborate.



CULTURAL PROGRAMS & RESOURCES

Hallowell is known as a regional center of the creative economy including locally sourced creative cuisine inspired in large part by the presence of Slates Restaurant, which celebrated its 40th anniversary in 2019 and by the Liberal Cup, one of the first craft brewpubs in Maine founded in 2000.

Hallowell enjoys a thriving nightlife built around a vibrant local music scene with up to six venues featuring live music performance nearly every night of the week year-round all within the compact 4 block downtown. Local restaurants and bars showcase local and regional talent performing a variety of genres and a mix of original songs and covers, and there is a long-standing tradition of open mics/jams that continues today with Sunday afternoon jam at the Wharf. Music ranges from folk, rock, country and blues by experienced career musicians and aspiring artists alike. During the summer, Hallowell hosts a Rock on the River concert series weekly on the bandstand in Granite City Park.



A new and welcome addition to Hallowell's cultural scene, Kennebec Contra Dance in Hallowell started in September 2019 as the newest monthly contra dance series in Maine. Having nearly died out several times in its 300 year old history, modern contra dancing features innovative new dance choreography, energetic live bands that blend different musical genres, and a supportive and welcoming community that collaborates to help newcomers find the flow of the dance. Kennebec Contra Dance is a community that works to ensure that each dancer always feels safe, comfortable, and respected. Dance roles are gender free, and dancers are welcome to dance whichever role they prefer, or both! KCD, like all contra dancing in Maine, is alcohol-free, chem-free, and fragrance-free to ensure the safety and comfort of all.



Artist Nancy Keenan Barron with her painting selected for the 2019 Old Hallowell Day poster

Along with music and dance, it's well known that Hallowell loves a parade. Exuberant, creative and colorful annual parades are featured as part of the Mardi Gras, Old Hallowell Day, Halloween and winter holiday festivals, with a more traditional procession every Memorial Day. These events – unfortunately currently curtailed due to COVID-19 – bring people to the city both to celebrate its vibrant community and to support local businesses. Old Hallowell Day, the largest of these events, has been celebrated every summer for over 50 years organized by an all-volunteer 501(c)3 organization with support from the city.

Hallowell has long been a cultural center for central Maine, hearkening back to the 1800s when it was home to the granite carving industry, publishing houses, debating societies and literary circles, including a local chapter of the "Blue Stocking Club". Today Hallowell's creative economy and nonprofit arts organizations provide artistic outlets to benefit and support Maine artists and artistans, actors, authors

and musicians. The Harlow has been exhibiting the work of Maine artists since 1963 bringing thousands of artists and cultural tourists to the city and attracting other creative businesses. Gaslight Theater (originally known as the Augusta Players) has been producing an annual series of theatrical performances in Central Maine drawing on local talent since 1937.

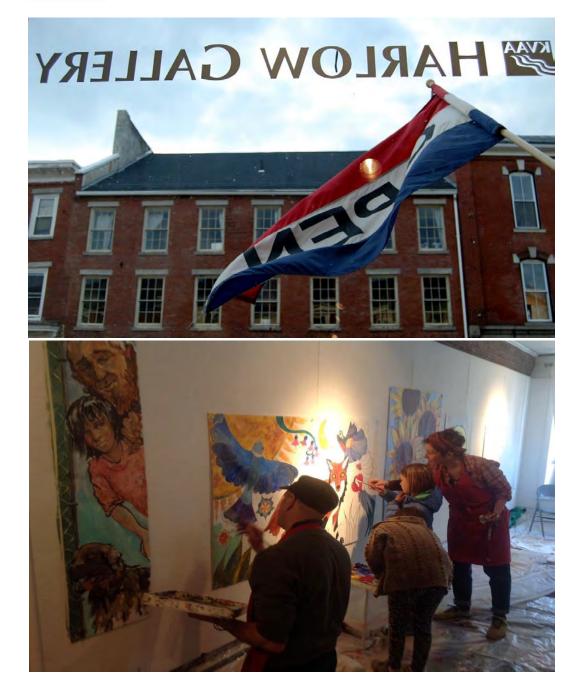
At Stevens Commons art and sculpture have been an important element in the adaptive reuse of the historic buildings, and the complex has begun to host cultural activities as well, such the weekly farmers' market in season, and 2019 - 2020 sculptor in residence Jon Doody who carved "Rising" out of Hallowell on site. The sculpture was recently installed at Granite City Park Stevens.

In September of 2021 Stevens Commons will host the first biennial Hallowell Granite Symposium, a joint project of the city of Hallowell's Arts



Rising installed Sept 16 - Jon Doody and Hallowell Public Works (Photo: Deb Fahy)

and Cultural Committee, Vision Hallowell and the Maine Stone Workers Guild, funded by a grant from the Maine200 Bicentennial Commission. The symposium will bring the art of stone carving back to Hallowell when six Maine sculptors spend ten days creating sculptural work out of Hallowell granite, and will reintroduce granite sculpture to public spaces throughout the city as permanent public art that reflects back on Hallowell's history as a center of the granite industry in the 1800s (see below for more information.)





Chris Cart at work on the Hallowell History Mural at the Old Fire Station in 2019 (Photo: Sumner Webber)

Another major project of the Hallowell Arts & Cultural Committee will be completed in 2021; after nearly three years of research, design, drawing studies and actual painting, the 700 square foot Hallowell History Mural will be installed at 89 Water Street. Artist Chris Cart, a master muralist in the prime of his career and longtime Hallowell resident, has produced more than a dozen major murals around Maine, in Seattle and in Washington D.C. Cart's developing design encompasses Hallowell's fascinating 400+ year history—from pre-colonial days, through the Revolution and into the present-day music & arts scene. The mural weaves all of these stories together and will be a landmark welcoming people to Hallowell for many decades to come.



ARTS IN EDUCATION

HDHS music teacher Deb Large is retiring this year after dedicating 22 years to building an incredibly successful music program that almost all students participate in: music theory, music history and jazz band, jazz choir. All four performing groups have been receiving the highest honors at festivals outside of the state. Broadway/Disney starting in 1999 is a beloved cornerstone of the school year. Mrs. Large is being replaced by one of her star pupils, David Morris, a recent graduate of Ithaca College.



Photo: John Armentrout

ARTIST STUDIOS AND CREATIVE BUSINESSES

Hallowell is home to many artists' studios and businesses that build on the creative economy. A few examples are:

- ✓ Cart Gallery, where artists Christopher Cart and Jen Greta Cart offer fine art, illustration, print and design at their studio gallery.
- ✓ Hallowell Antique Mall is a labyrinth of dealers' booths occupying two buildings.

- ✓ Hallowell Clay Works is a community clay studio offering small classes, private tutoring, and small group events and a small storefront offering pottery and creative gifts.
- ✓ Hallowell Community Band was organized in 1948, incorporated in 1952 by Warren Heald, a long-time Hallowell resident. In 1982 the Hallowell City approved a bronze plaque naming the Hallowell Bandstand the "Warren Heald Bandstand" in his honor. The venerable band still makes 20 appearances during the summer, including the Old Hallowell Day Parade.
- ✓ Hallowell Woodworks LLC- Hallowell Woodworks, LLC is a one-man woodworking business established in 2011 and famous for creating heirloom rattles for babies worldwide.
- ✓ Holiday Pottery Shop, is a season "pop up" shop organized by Central Maine Clay Artists
- ✓ Merrill's Bookshop is an old-fashioned bookstore with a selection of rare, used and scholarly tomes covering almost 500 years a bibliophile's dream.
- ✓ Red Cloak Tours offers historic walking tours of Hallowell in season including Twilight Haunted History Tours and Historic Tidbit Tasting Tours.
- ✓ Root Cellar Recording Studio is a full-service Recording Studio offering high quality multi-track digital recording and editing.
- ✓ Vicki's School of Dance offers professional dance instruction for ages 3 through adult, and all dance abilities since 1977.

CULTURAL ORGANIZATIONS

There are some key cultural organizations that call Hallowell whose long-standing presence in the city has helped build the creative community we have today.

- **Gaslight Theater**: In existence since 1937, this non-profit community theater is one of the oldest in the country and has been based in the second-floor auditorium space at Hallowell City Hall for 40 years. Recent upgrades have helped improve that space for Gaslight's productions which are generally offered four times a year.
- The Harlow Gallery named Best Gallery in Maine by Downeast Magazine in 2015, is owned and operated by the membership based nonprofit Kennebec Valley Art Association, which founded the Harlow Gallery in 1963 at 160 Water Street. The gallery relocated to 100 Water Street in 2018, where they currently offer exhibitions of work by Maine artists, a craft shop supporting local artisans, and art classes and other cultural events. The City of Hallowell has supported the Harlow through its annual budget in recent years. Annual support in 2020 was \$4,000.
- The Hubbard Free Library: The Hubbard Free Library is housed in the oldest library building in Maine still serving its original function. Designed by local architect Alexander C. Currier to look like an English country church, the library was dedicated in March, 1880, as the Hallowell Social

Library. Overseen by a 13-member Board of Trustees, the library receives partial funding from the city of Hallowell. Adult and children's programming is presented throughout the year with special events including lectures, musical performances, readings and more throughout the year.

• Vaughan Homestead: Listed on the National Register of Historic Places, Vaughan Woods & Historic Homestead is a nature preserve and non-traditional house museum. Built in 1794, it was home to the same family for over 200 years. Today they host educational and cultural programming relating to the history of the Vaughan Family and environs. Their **Rural Socrates Speaker Series** features talks by authors or academics whose works speak to the literary, cultural, scientific and philosophical passions of Benjamin and Sarah Vaughan. Vaughan Homestead itself is a non-traditional house museum that seeks to connect people to place through nature, history and the arts. Periodic themed tours of historic home include decorative arts and historic paintings from the Vaughn collection.



Gaslight Theater (Photo: Allison McKeen)



• **Museum in the Streets**- The Museum in the Streets creates heritage discovery trails for the benefit of a community's inhabitants and tourists. Working closely with town historical societies, we design free walking tours that foster a sense of historical identity, educate, encourage preservation of local historic sites and promote knowledge of stories, events and traditions. Our historical panels, rich with local archival imagery, are installed in cities and towns around the United States and Europe. A city historic project, (Hallowell) The Museum in the Streets, served as an impetus to this effort. The nineteen-sign, illustrated walking tour, reminded us again of the richness of our historical resource. Each of the stops along the walking tour is an entry point to just one aspect of Hallowell history.

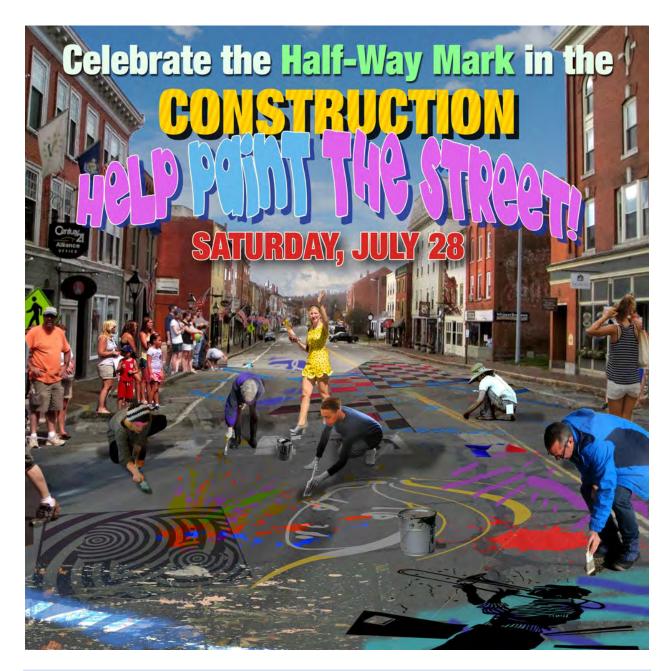


PLACEMAKING/PUBLIC ART

As part of the Water Street reconstruction, a community art project was organized to create several "Down With the Crown" murals. Working closely with MaineDOT, the group created a sidewalk art gallery hung on construction fencing including nearly 100 murals, large hand-painted canvases created by Hallowell artists, civic leaders and organizations, schools, non-profit agencies, families, individuals, businesses and merchants. When it was time to shift work to the east side of Water Street, the organizers threw a "Paint The Street" party, where artists of all ages came out to paint on the roadway before it was torn up. At the end of the Water Street reconstruction project, the canvas murals were auctioned off to support The Harlow Gallery.



MaineDOT project resident Karen Libby helps Deb Fahy, one of the organizers of the Down with the Crown Mural project hang a mural on the construction fencing during the 2018 Water Street Reconstruction



CULTURE AND THE LGBTQ+ COMMUNITY

Hallowell Pride week, an annual event, is a celebration of LGBTQ+ identities and people. From Stonewall to the Granite City, Hallowell joins the ranks of thousands of other cities around the nation this June in celebrating LGBT Pride. Celebratory events, music and friendly competitions are combined with thoughtful discussions of the future, present and past of the LGBTQ+ movement. A Pride Parade on Water Street is the highlight of the week.

ANALYSIS & ISSUES FOR FURTHER STUDY

- ✓ Does the City support its arts and cultural events and facilities equitably and adequately?
- ✓ Do we understand the role of the creative economy as a large economic driver?
- ✓ How do we support local musicians and make sure they are earning a fair /living wage for their work?
- ✓ How will recovery from the COVID-19 pandemic affect the thriving cultural community in Hallowell?



"Hallowell" by Bruce Mayo



Hallowell Mardi Gras volunteer committee 2019





OLD HALLOWELL DAY





The first Old Hallowell Day was in 1966 but our first indication to the world was shown in the Kennebec Journal, dated, July 19, 1968:

"With Saturday's weather forecast promising sun, Old Hallowell Day, 1968 promises to be a success."

The first Day and many more were organized by a group of willing volunteers -Hallowell Improvement Association - which had as their first project the cleaning of the waterfront. This was so successful with the removal of many loads of trash and the addition of grass, flower beds, and herb gardens that the group wanted to show off their work. They decided to have a community celebration day to show the citizens the Water Front Park area that was now ready for their enjoyment.

About twenty-five merchants competed in the antique flower container and garden contest, beautifying the business area for this occasion, and the entire Water Front Park from the top to the lower end was reserved for artists, hobbyists, demonstrations, collections and other items to show or sell.

The parade began at 2:15 pm with many local children participating in the parade in costume with their decorated bicycles and doll carriages. At 3:30 pm Robert Weymouth, 'The Flying Farmer' performed stunts over the Kennebec and the riverfront. After this the Hallowell Community Band presented a concert and the prize awards were presented during the band intermission.

The Augusta Players *(now Gaslight Theater)* offered cuttings from a French fantasy play entitled 'The Madwoman of Chaillot' at their clubhouse, The Bodwell Carriage House building on Middle Street.

Thus ended the "Old Hallowell Day" of 1968. Now Old Hallowell Day is run by a private non-profit committee with volunteer members from the community.

(told by Shirley MacKay)

GRANITE SYMPOSIUM

The first biennial Hallowell Granite Symposium will take place in the fall of 2020 at Stevens Commons, in partnership with the Maine Stone Workers Guild. Six of Maine's most notable sculptors will transform Hallowell granite into works of art inspired by one of the four "Maine200" Bicentennial themes over the ten-day event. The public will be invited to interact with the artists on site at Stevens Commons daily and to watch the sculptures develop over time. Visitors will vote for their favorite sculpture and one work of art will be selected to commemorate the Maine State Bicentennial as permanent public art. The other sculptures will remain at Stevens Commons or be placed elsewhere in the city to be offered for sale on behalf of the artists through the Hallowell Arts & Cultural Committee (HACC). Hallowell Granite Symposium will bring the art of stone carving back to Hallowell to educate and engage our citizenry, and reintroduce granite sculpture to our public spaces as permanent public art that reflects back on Hallowell's history for current and future generations.

The event will unveil an illustrated timeline of the history of the city depicting the introduction, expansion and ultimate decline of the granite industry to be displayed in history booth at the symposium along with tools and other artifacts from the granite industry. The launch will also feature the premiere of a new multimedia presentation expanding on the online exhibit "Solid Foundations – Lasting Legacies" on Maine Memory Network which was created in 2010 by the Historic Hallowell Committee working with Hall-Dale Middle School students & faculty and funded by a grant from the Maine Historical Society. Topics will include the architectural heritage of Hallowell granite, the impact of immigrant workers and their families on the character of Hallowell, and portraits of historic vs. modern carvers and techniques. The new program will be uploaded to the Maine State Library Digital Archive where it will be available for viewing anywhere at any time.







Vaughan Homestead | 2 Litchfield Road, Hallowell, Maine







LAST CRANE STANDING REHAB

The LAST CRANE STANDING, ca. 1885, had a problem. After over 100 years, its boom had finally succumb to the elements and showed signs of collapsing. This was a problem that had to be addressed as soon as possible for structural and public safety reasons. Rising to the occasion were Al Hague, Gerry Mahoney, Sam Webber and Irv Paradis. With the assistance of Chris Buck, foreman of Hallowell Public Works, two cranes were rented, a manlift to disconnect the cables and a hydraulic truck crane to lower the boom to the ground.

Being 12" x 12" x 37 feet long with iron and hinge attachments, they needed a large space, heat and power to reconstruct such a sizeable object. The City Manager and City Council were most cooperative in offering our now vacant old fire station building to build our new boom. It was a perfect location.

Laminating 24 Southern Yellow Pine planks together using 3 inch screws and 4 gallons of glue was the first part of the project. This was followed by attaching the iron pulleys, hinge parts and applying paint.

The four volunteers mentioned above had the boom completed and painted by the end of January 2020.







INTRODUCTION

Hallowell's recreational opportunities are based on outdoor activities and cultural events. Fortunately, the City is both blessed with significant open spaces and a strong cultural core that is supported by City government. In addition, some recreational opportunities for older people are also available at private facilities.

RECREATION PROGRAMS

The City operates recreational programs for school-aged children in the summer, with support from the Town of Farmingdale, whose children are also served. The school system also operates after school programs when school is in session.

Private facilities, such as the Cohen Community Center on Town Farm Road, operate private, fee-based activities such as exercise classes and social activities for older people. The Camden Ice Vault on Whitten Road hosts skating events such as skating lessons and hockey leagues for a range of ages. There is also a small manmade pond behind the Water District office that is cleared by the City in the winter for informal skating use.

Finally, as noted below, there are a number of cultural institutions in the City for residents and visitors, including theaters, art galleries, and the Hubbard Free Library. The City provides some funding, space rental, and operational assistance for these cultural assets.

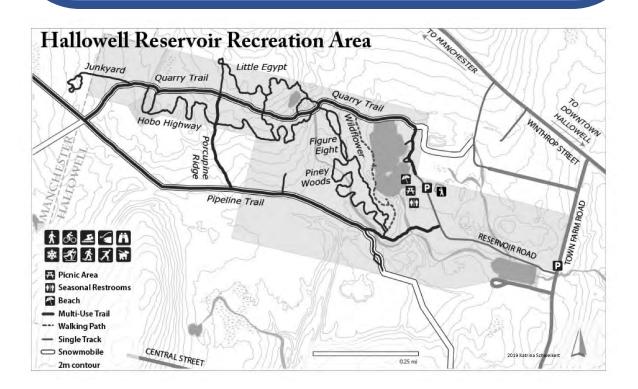
RECREATION AREAS

Hallowell has several outdoor areas that offer passive and active recreational opportunities for residents and visitors. As shown on the map below, these spaces are owned by the City, the state (including the school district) and private parties. These areas are described below, with blue boxes indicating spaces that are primarily City-owned, green boxes indicating spaces that are primarily owned by the state or other public entities, and orange boxes indicating spaces that are privately owned. Conservation status is also listed with each area.

"THE RES" 188 ACRES

The largest open space in the City, the City Recreation Area / Reservoir Park is owned by the City and the Hallowell Water District. The Res provides Hallowell residents with a facility offering advantages found in no other place in the city - a mix of outdoor recreation facilities and a network of trails for the enjoyment of nature and history. It is a recognized wading bird habitat, and has a beach, picnic shelters, seasonal restrooms, and parking. There is also a smaller stone-lined pond, softball diamond and basketball courts, and a modest parking area on Town Farm Road for winter uses. A closed City landfill is located on the north side of the property. While there was once more formal recreational programming on the site, the current uses are mostly selfguided. The softball diamond and basketball courts are slated for removal.

CONSERVATION STATUS: OWNED BY THE CITY, ZONED FOR OPEN SPACE



VAUGHAN FIELD 9 ACRES

This field, donated to the City as a park and playground in 1923, is located at the site of the former elementary school. The site includes a playground, ball field, and a basketball court. This is also the site of the city's dog run.

CONSERVATION STATUS: OWNED BY THE CITY, RESTRICTED BY GIFT CONDITIONS



(Credit: Richard Bostwick)

LITTLE LEAGUE BALL FIELD 17 ACRES

At the corner of Litchfield and Smith Roads, this site is used for youth sports, but was originally held as land for a future cemetery.

CONSERVATION STATUS: OWNED BY THE CITY



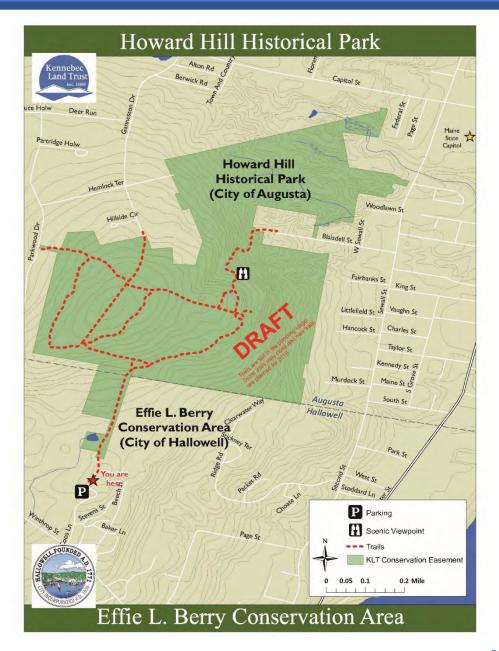
GRANITE CITY PARK 2.29 ACRES

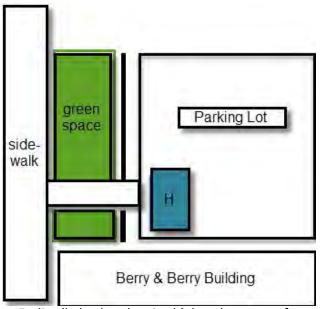
At the north end of downtown, this waterfront park is owned jointly by the State of Maine and the City of Hallowell. It includes Adirondack chairs purchased by Hallowell residents for public use. There is also parking available for users of the park and downtown visitors. Programming at the park includes summer concerts. The City has looked in the past at expanding the park though acquisition of nearby property.

CONSERVATION STATUS: OWNED BY THE CITY AND STATE OF MAINE

BERRY CONSERVATION AREA 8 ACRES

Part of the former Industrial School for Girls campus, the Stevens School site was conveyed to the City as part of the redevelopment of what is now called Stevens Commons. The site's trail connects to a larger area in Augusta, and allows hiking, snowshoeing and skiing.



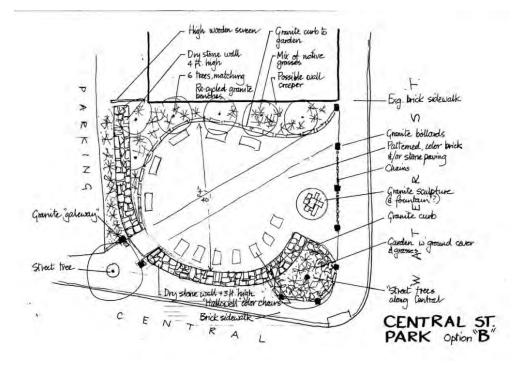


Earlier (below) and revised (above) concepts for pocket park at Central and Water Streets. Revised concept is smaller but retains parking

POCKET PARKS

There are various small open spaces throughout the City that provide opportunities for gathering and rest. For example, there is a small pocket park at the corner of Second Street and Union Street. There is also a proposal under development for a pocket park at the corner of Central Street and Water Street. Vision Hallowell has been given permission to pilot a pocket park while the Council determines a longterm use for that space.

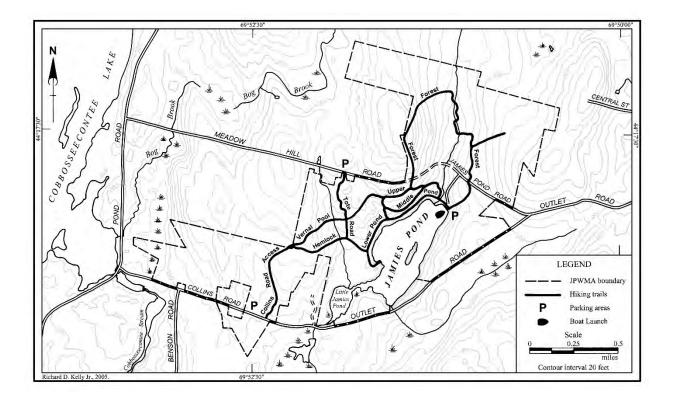
CONSERVATION STATUS: OWNED BY THE CITY



JAMIE'S POND WILDLIFE MANAGEMENT AREA 160 ACRES (IN HALLOWELL)

Part of a much larger wildlife management area, this area is primarily accessible by vehicle from the Hallowell side. This area includes trails and allows boating, hunting, fishing and trapping. The City of Hallowell's Conservation Commission partners with the state's Department of Inland Fisheries and Wildlife, as well as the Manchester Conservation Commission, to maintain the trail system.

CONSERVATION STATUS: WILDLIFE MANAGEMENT AREA



KENNEBEC RIVER RAIL TRAIL 6.5 MILES IN TOTAL

Connecting Gardiner, Hallowell, Farmingdale and Augusta, the Rail Trail is part of the East Coast Greenway, a network of trails under development from Key West, Florida, to Calais, Maine. The trail was funded by a mix of federal, state and local sources as well as private donations. The Rail Trail has two trailheads in Hallowell, one at Granite City Park heading north, and the other at the south end of Water Street, heading south. The not-for-profit Friends of the Kennebec River Rail Trail assist in funding the upkeep of and improvements to the trail.

The trail hosts many events in a typical year, including a half marathon, a 5K race, an annual cleanup, and other events that are coordinated by the Friends of the Kennebec River Rail Trail.

CONSERVATION STATUS: OWNED BY THE STATE



KENNEBEC RIVER BOAT LAUNCH 1 ACRE

The boat launch on Water Street includes a seasonal float and an 80' long ramp. The state Department of Conservation, Recreation & Forestry maintains the site. There is parking for 8 rigs as well as picnic sites. As noted elsewhere, there is some interest on the local level in ensuring that this site meets local needs in addition to providing water access. A planned redesign of the boat launch in 2019 was delayed due to bids coming in over budget. With the COVID-19 pandemic, it is currently unclear when a rebid will occur.

CONSERVATION STATUS: OWNED BY THE STATE

HALL-DALE ELEMENTARY SCHOOL & COMMUNITY GARDENS 30 ACRES

This site includes formal recreational spaces, such as a playground and ball fields, as well as about 25 acres of less developed land. The site includes community gardens and some trails that connect within the site.

CONSERVATION STATUS: OWNED BY RSU2

HALL-DALE MIDDLE & HIGH SCHOOL GROUNDS 30 ACRES (FARMINGDALE)

These sites, although located outside of Hallowell, are open for Hallowell residents' use. They include formal recreational spaces such as tennis courts and ball fields.

CONSERVATION STATUS: OWNED BY RSU2

VAUGHAN WOODS 157 ACRES (ESTIMATE)

Vaughan Woods is a private conservation area owned by the Vaughan Homestead Foundation and protected by a conservation easement held by the Kennebec Land Trust. The Homestead Foundation and the Trust maintain a series of trails and a small parking area for public use.

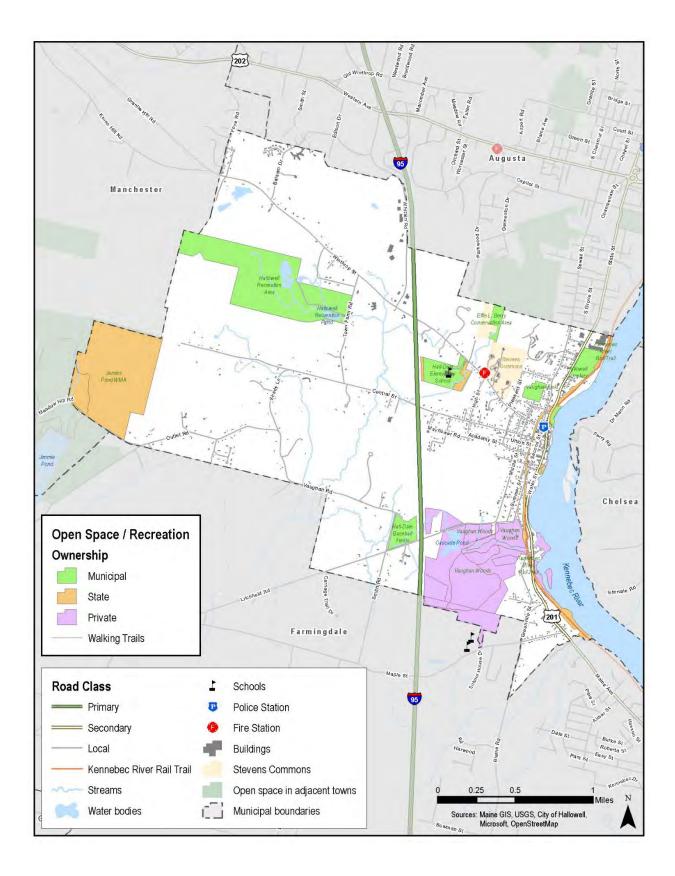
CONSERVATION STATUS: CONSERVATION EASEMENT BY KENNEBEC LAND TRUST

SNOWMOBILE AND BIKING TRAILS

Trails for snowmobile use run throughout Hallowell and connect to trails in nearby communities and beyond. A snowmobile club, the Manchester Country Riders, maintains the trails in Hallowell and helps maintain the network. Use is generally based on agreements between the private land owners and the clubs.

In addition, the Central Maine Chapter of the New England Mountain Bike Association have built single track trails at the Res and maintains those trails in winter and summer for cyclists, as well as help to maintain the multi-use trails for all users.

CONSERVATION STATUS: PRIMARILY PRIVATE OWNERSHIP



WATER ACCESS

The primary access to the Kennebec River is through the state-owned boat launch described above. Based on issues with the current layout, a planned redesign went out to bid in 2019. That redesign included changes to the paved areas as well as other modifications that would allow larger boats to use the facility. The Hallowell City Council also asked for pedestrian access improvements to the area to be completed as part of the redesign. All the 2019 bids were all over budget, and a planned rebid of the project appears to be on hold due to the COVID-19 pandemic.

TRAIL SYSTEMS

There are a number of public and private trails in the City, including hiking trails, biking trails, and snowmobile routes. These trails are maintained by a variety of groups. The number of trails appears to be adequate for a city the size of Hallowell. While connectivity could be improved, in general they serve the city well.

A two-year Rivers, Trails, and Conservation Program project with the National Park Service resulted in guidelines and policies for the Recreation Commission to manage and maintain the trail system at the Res. It also resulted in memos of understanding to clarify roles for the snowmobile and bike clubs with the City.

YOUTH SPORTS

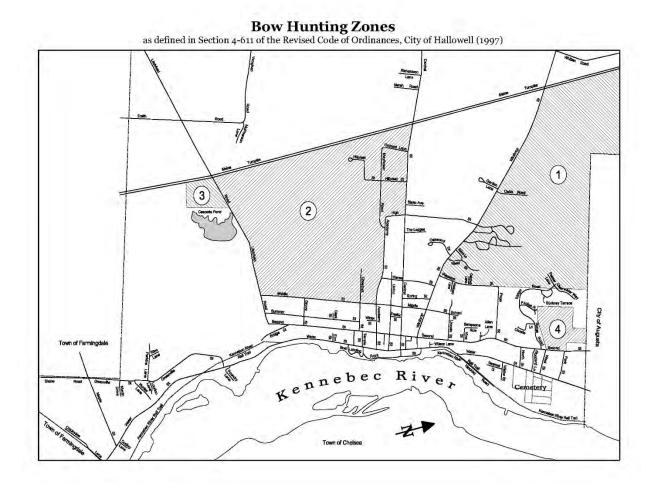
Many people move to Hallowell and get their children involved in youth soccer, Little League, and other youth sports activities. These gatherings occur on fields across the city on fall and spring weekends, as well as at other times. On any given Saturday most years, there are a large number of people congregated on the fields of the schools or the Little League field. Each Saturday, an estimated 100 to 150 kids play and over 300 community members attend events.

Youth sports events are recreational activities not just for the kids who play, but for the parents and other attendees as well, who enjoy the time to socialize and meet fellow Hallowell residents.

Most youth sports events are run informally by volunteers or by the Hall-Dale Little League.

HUNTING

The City allows archery hunting in the City east of I-95. In addition, hunting is allowed at the Res with both bows and guns. In addition, many private land owners allow hunting on their property.

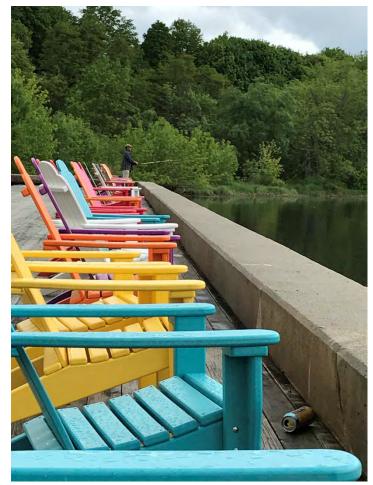


Much of the existing need for recreational activities is met by current opportunities. There is a great deal of passive recreational space, as well as programmed activity and ongoing cultural events. There are some gaps in the overall system, as outlined below, but in general, Hallowell is well served from a recreational standpoint.

There is a small population increase projected in the next 10 years, largely due to redevelopment at Stevens Commons. That increase will result in some additional need for recreational activities. However, at present, the site redevelopment is also incorporating recreational opportunities into its programming, including additional passive recreational space and active events. As a result, while there are some challenges facing recreational needs in Hallowell in the future, they are not expected to be significantly different than those facing the City today.

ANALYSIS & ISSUES FOR FURTHER STUDY

- How should the City leadership balance the interest in additional pocket park space with the perception that more parking is needed in town?
- ✓ How will changing demographics impact recreational needs?
- How can the City ensure that the trail system is adequately connected and maintained?
- ✓ Are improvements needed to the Rail Trail through downtown?
- ✓ How can the boat launch better connect to downtown and serve local residents?
- ✓ Are there ways to clarify the role of the City's Recreation Commission?
- ✓ Is there a need to further raise awareness of hunting taking place on public and private land so other users can take precautions?
- ✓ Is there interest and are there resources to provide more organized youth sports activities?



(Credit: Drew Landry)

CFACILITIES

INTRODUCTION

Hallowell provides police, fire, public works, and other public services and facilities, and is generally well-prepared for the expected population growth over the next 10 years. Although the ownership of the services is disparate and some services (such as solid waste pickup) are entirely private, that's not unusual for a city the size of Hallowell.

SEWER & WATER

The City's sanitary sewer system serves the portion of the city closest to Water Street, as well as a section of Winthrop Street on the west side of I-95. The sewers are managed by the Greater Augusta Utility District (GAUD.) The GAUD has existed in various forms for over 100 years, but most recently was created via charter in 2007, at which time the wastewater services previously provided by the Hallowell Water District were moved to GAUD.

The GAUD serves several communities in the Augusta area, some with water and sewer, and some, like Hallowell, with just sewer.

Most of Hallowell's sewer lines connect directly to GAUD's wastewater treatment plant on Jackson Avenue in Augusta via a pumping station. The portion located up by Granite Hill Estates is sent to the treatment plant via a trunkline that also serves Winthrop, Monmouth, Manchester and a portion of Augusta (see chart.)

The heart of GAUD's wastewater treatment system is an activated-sludge secondary treatment plant located along the Kennebec River Rail Trail at 33 Jackson Avenue. It treats an average of 4 million gallons per day (MGD) of wastewater, with flows reaching 40 MGD during rainstorms.

This requires large and expensive equipment, especially pumps, and a multi-step process:

- Wastewater is collected through a system of underground pipes that flow into a wastewater collection system.
- The collection system sends the wastewater to pumping stations, which convey the wastewater to the treatment plant from the east and west sides of the Kennebec River through large pipes called "interceptors."
- 3. As a first step at the wastewater facility, metal screens with automatic raking systems remove most of the large solids.
- 4. Next, a grit separation system is used to help remove sandy, heavy materials.
- The water then flows to the primary clarifiers which allow solids to settle out, leaving cleaner water to flow to the aeration tanks. These provide oxygen for bacteria that we

want to grow, so they can enlarge and settle out in the secondary clarifiers.

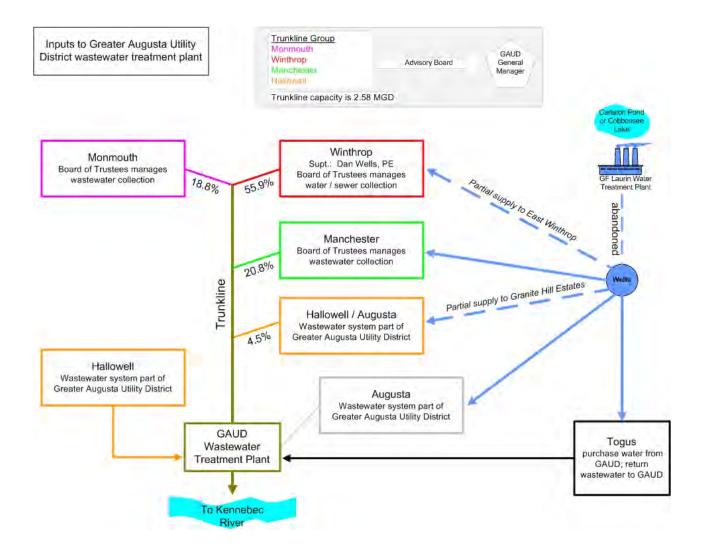
- The tanks provide a second means of clarification, which removes even more solids from the wastewater.
- 7. In the winter, the water from the secondary clarifiers flows into the Kennebec River with no further treatment. In the summer, the water is treated with a disinfectant to kill remaining organisms in the water. Then the disinfection chemical is removed before the water is discharged to the Kennebec.

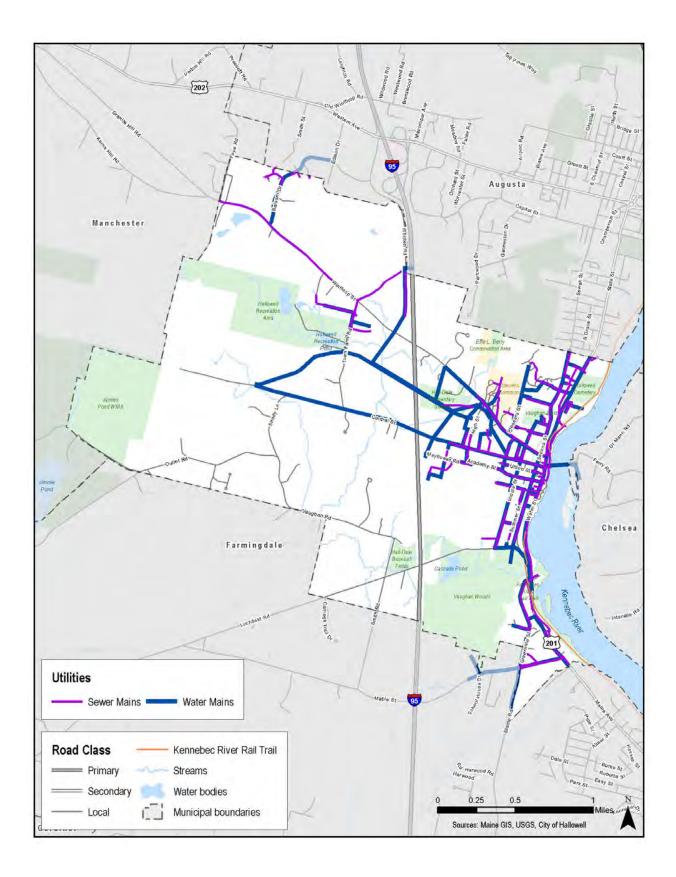
Water service in the city is provided through the Hallowell Water District. The service territory of the District includes all of the City of Hallowell and portions of the towns of Chelsea and Farmingdale. The District also sells finished water to the neighboring city of Gardiner. In all, the District serves 872 customers, including 719 residential properties. The District also serves public hydrants, some private hydrants and building sprinkler systems.

The District's source of water prior to 1991 was surface water sourced from Jamie's Pond. In 1991 the District moved to a well system, with two 16"x10", 85 foot deep gravel packed well located in the Town of Chelsea that can yield up to 575,000 gallons per day. Water is pumped into the distribution system with two 40 horsepower vertical turbine pumps. Two small booster pump stations with 7.5 hp pumps provide service to two elevated areas. The District's treatment process consists of disinfection with sodium hypochlorite and corrosion control with a polyphosphate. According to the 2019 Consumer Confidence Report issued by the District, the water tested met all standards for inorganic compounds, lead, copper, radionucleotides, disinfectants and chlorine. However, contaminants can still be introduced to water service through individual service lines, especially lead. In addition, the Environmental Working Group, a nonprofit that tests water services, has raised concerns about some contaminants in the water supply, though they agree that there are no violations of federal or state standards. Hallowell's water is not currently fluoridated.

The District has three finished water standpipes, one each located in Hallowell, Farmingdale, and Chelsea. Total storage capacity is 1.6 million gallons. Current Average Daily Demand is approximately 200,000 gallons per day with a max day of approximately 250,000 gallons. The District has total assets of over \$6.7 million with an annual operating revenue of over \$600,000.

Areas of the City without water service rely on private wells that are not directly managed by the City or other public entities. City code generally requires that developments near city water lines use City water, although exceptions from this requirement are common.





SEPTIC SYSTEMS

There are many parcels in the city that are not connected to the public sewer. They are generally located to the west of I-95, other than outer Winthrop Street, which has sewer service. Litchfield Road also does not currently have sewer service.

New developments are generally required to connect to the sewer system if possible, although there have been some exceptions.

Hallowell follows Maine's Subsurface Wastewater Rules with respect to private septic systems. Local officials are authorized to follow up on complaints related to systems. Hallowell officials inspect systems when they are installed but do not undertake any proactive inspection program after installation.

SOLID WASTE

The City does not collect solid waste. However, it does contract with the City of Augusta's Hatch Hill Landfill for disposal. Hallowell residents can also use solid waste services provided by private vendors. According to Public Works, there are currently four companies that are active in the market.

This private vendor approach results in residents paying for waste disposal both out-ofpocket (to their vendor) and through property taxes (for Hatch Hill operations.) In addition, it results in some duplication of service provision, as multiple waste haulers may travel the same routes for pickup based on who contracts with them for waste disposal. Residents pay out of pocket to drop trash directly at Hatch Hill.

There is a volunteer-run City recycling facility at the Public Works Garage at 286 Water Street that allows residents to drop off papers, plastics, metals and glass every day during daytime hours. The facility has about 20 large containers for materials on site, which are picked up twice a week. According to Public Works, they are generally full when they are picked up.

The City regulates private trash haulers to ensure that they meet certain standards. For example, they are required to provide recycling services along with trash pickup. However, it is hard to track whether the providers are actually offering recycling pickup. In addition, there appear to be no financial incentives for residents to recycle, as they do not receive a reduced cost from their vendor based on how much they recycle.

Since most of the solid waste is privately handled, there is no data available on volume or type. However, recycling rates are estimated at about 100 tons of material per year.

STORMWATER MANAGEMENT

The City's stormwater system has been separated from its sanitary sewer. All stormwater eventually goes into the Kennebec River if it is not managed on site.

ENERGY INFRASTRUCTURE

Under Maine law, you can choose your electricity provider from a competitive market. In practice, there is little price difference between most providers, and the vast majority of consumers use the default provider, Central Maine Power.

The distribution of the electricity is provided by a regulated monopoly. In Hallowell's case, distribution is provided by Central Maine Power.

Properties that install solar power are able to deliver excess energy to the grid in exchange for

energy delivered back to them at a later period through a program called "net metering." The energy exchanged is valued at the applicable energy and the delivery rates per kilowatt hour. Customers may also participate in shared net metering projects provided that the maximum project size is 5 megawatts.

Summit Natural Gas of Maine provides service to most of the portion of Hallowell east of I-95.

COMMUNICATIONS

Internet and phone services are provided in Hallowell by a few different providers. Spectrum and Consolidated Communications offer packages and a la carte services for Internet, phone and cable for most addresses in the city. Spectrum advertises a standard Internet speed of 100 mbps and premium speeds of up to 940 mbps. Other providers include wireless provider Redzone and satellite providers such as Viasat and HughesNet.

While the basic service levels are adequate, Internet speeds and reliability are improvable, with the exception of some areas near downtown, where up to 100 MBS service is available. During the pandemic, the weaknesses in Internet quality in Hallowell have particularly come to light. There is interest among City residents and businesses to find a way to provide faster and more reliable Internet service, through provision of more fiberoptic or other approaches. As more people seek to work remotely, and the City seeks to attract more high-tech businesses, this issue will become more important.

At least four carriers (Verizon, US Cellular, AT&T and T-Mobile) offer 4G cellular telephone and internet service in the city. T-Mobile advertises that it currently offers 5G service in the city. The others have all announced national plans to deploy 5G service.

EMERGENCY RESPONSE

Hallowell's Fire Department provides coverage within the city for fire and hazardous material situations. The Department has an overall membership of 19, with all members but the part-time Chief being volunteers. In FY19, the department responded to 156 calls for service. There were no major fires in FY19, but there was a major house fire on Second Street in May 2020.

The Fire Department's new station on Winthrop Street has a more central location than the previous station. Response times are generally considered adequate.



Emergency medical transportation is provided by the Augusta Fire Department through contract. Emergency calls through 911 are managed by the state's Consolidated Communications Bureau Regional Communications Center in Houlton. That center serves as the Public Safety Answering Point and emergency dispatch facility for police, fire and emergency medical services.

The Hallowell Police Department employs five full-time officers and brings others on-call as

needed. In FY2019, it responded to 5,751 calls for service.

FACILITY CONDITION & LOCATIONS

The City owns four buildings, some of which are still actively used for public services and others that are not. There is a City Council Property/Public Lands Committee that oversees City facilities and makes relevant policy and contract recommendations to the City Council.

Hallowell City Hall, on Second Street, consists of two levels and a basement. The first level houses the City Council Chambers as well as some City offices. The basement is the home of the City's Code Enforcement office and Police Department. The second-floor auditorium is currently used by Gaslight Theater, one of the oldest community theater companies in the country. The historic building was recently renovated, including code and accessibility improvements.

The former Fire Station on Second Street is currently going through a review process for potential reuse, as the Fire Department has relocated to a new building at Stevens Commons. The building appraised at \$300,000 in 2019. Current plans call for the Hallowell Food Pantry to remain in the bottom level of the building and for the Hallowell Citizens' Initiative Committee to potentially create a museum with access to the hose tower.

The City also has a number of non-building facilities, including cemeteries and open spaces. There are also some City-owned historic documents.

The City's Public Works garage at 286 Water Street is a former trolley turnaround building. It currently houses City vehicles and other items related to public works operations in the City. While an attractive building, it is small for the existing level of operations. For example, there is no indoor vehicle washing facility, so any washing must be done with hoses outdoors. In the winter, that is not feasible due to freezing. Similarly, there is insufficient room for indoor storage of all City vehicles.

There is interest in identifying a new site for a Public Works Garage, with additional space. Most likely such a facility would be located outside of downtown, in a geographically central location. Some sites near I-95 have been tentatively identified for a potential relocation. A new facility could potentially be partially funded through sale of the existing building for adaptive reuse as housing or commercial space.

MEDICAL FACILITIES

Medical facilities in Hallowell proper are limited to a small number of doctors and alternative care facilities. However, there are many medical care facilities in nearby cities, most significantly in Augusta and Gardiner.

The nearest significant inpatient medical center is the Alfond Center for Health (formerly Maine General Medical Center) in Augusta. The Alfond Center is part of the MaineGeneral Health network and serves as the regional hospital for the area.

The Alfond Center has a 192-bed inpatient capacity, an Interventional Suite with 16 procedure rooms, 27-room Emergency Department, and 12 Operating Rooms.

Patients seeking additional specialized care options sometimes will go to Maine Medical Center in Portland, or one of the many worldrenowned facilities in Boston. Senior housing developments in Hallowell, such as Granite Hill Estates and Woodlands Senior Living, also provide some medical services on site.

EDUCATION

Hallowell is part of Kennebec Intra-District Schools Regional School Unit 2 (RSU2,) which provides public education in Dresden, Farmingdale, Hallowell, Monmouth, and Richmond. Richmond is currently considering a plan to withdraw from RSU 2, though this effort has been slowed by the pandemic.

RSU2 currently operates eight schools in total. Hallowell students generally attend Hall-Dale Elementary School on Winthrop Street and Hall-Dale Middle School and High School at 111 Maple Street in Farmingdale.

Currently, Hallowell has a total of 220 students in RSU2: 121 in grades Pre-K through 5, 50 in grades 6 through 8 and 69 in High School. Enrollment in the district has been fairly constant over the past ten years, with a small decline. The City's 2020 financial contribution to RSU2 was \$3.06 million. That represents a significant increase over the past ten years. The increase appears to be a consequence of both variations in state aid to education - which have been partially reversed in the past two years — and background increases in the cost of providing educational services. That increase is based on the fact that the cost of labor goes up

based on the cost of living, as well as increases in fringe benefits and pension costs.

Hallowell Public School Students

Year	Students
2009-10	289
2010-11	291
2011-12	316
2012-13	257
2013-14	272
2014-15	276
2015-16	292
2016-17	323
2017-18	298
2018-19	259
2019-20	261

Many students rely on free- or reduced-price lunch programs. In all, 34% of elementary school students and 30% of middle and high school students use the program.

RSU2 has adopted a "proficiency-based education" approach. The district defines that approach as "based on a clear assumption that schooling should be focused on the learners. It is the difference between being school-centric and learner-centric. RSU2 is committed to becoming a learner-centered model of education." In this model, rather than letter grades, students are assigned numbers ranging from 1.0 to 4.0 based on how proficient they have become in certain skills.

R	RSU2 Enrollm	ent, 2010) throug	gh 2021	L		RSU2	Budge	t and Loo	al Assess	ments	. 2010	
		2010				2015	U						
	Enrollment	PreK-5	6-8	9-12	TOTAL	PreK-5			TOTAL	PreK-5	6-8	9-12	TOTAL
	Hallowell	112	57	120	289	140	59	173	276	121	50	69	240
	Total	1102	481	791	2374	939	505	685	2129	943	438	611	1992

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	2010	2015	2020	2021
Hallowell	\$ 1,764,257	\$ 2,571,981	\$ 3,062,505	\$ 3,211,817
Dresden	\$ 1,105,953	\$ 1,585,855	\$ 1,717,227	\$ 1,769,226
Monmouth	\$ 2,909,890	\$ 4,230,273	\$ 4,899,653	\$ 5,167,808
Richmond	\$ 2,194,337	\$ 2,887,425	\$ 3,354,279	\$ 3,496,657
Farmingdale	\$ 1,490,057	\$ 2,063,912	\$ 2,679,316	\$ 2,800,829
Total Local	\$ 9,464,494	\$ 13,339,446	\$ 15,712,979	\$ 16,446,337
Total State/Other	\$ 15,518,675	\$ 12,041,880	\$ 14,851,401	\$ 15,175,150
TOTAL	\$ 24,983,169	\$ 25,381,325	\$ 30,564,381	\$ 31,621,487

MUNICIPAL SERVICES & LIBRARIES

The City of Hallowell employs a total of 27 employees providing public services. These include the City Manager, City Clerk, Treasurer, and Code Enforcement Officer. Most employees are normally located at City Hall at 1 Winthrop Street. City Hall, originally built in 1898, went through a restoration project in 2004 that provided accessibility to City offices.

The Hubbard Free Library, the oldest active library building in Maine, was originally built in 1880. An addition was built in 1893 and a second addition in 1897. The library is a nonprofit that is overseen by a 13-member Board of Trustees. Located at 115 Second Street, the library employs 4 librarians. Desktop computers are available for public use. Normally open during weekdays, the library began closing on Fridays in 2019 until at least mid-2020. With the COVID-19 pandemic, the library is currently providing curbside service only. A strategic planning effort in 2019 suggested that residents wanted additional services from the library, but it remained unclear how to pay for expanded programs and hours.

The City provides partial funding to the Hubbard Free Library. In FY2018, the City provided quarterly payments totaling \$27,000. That amount increased to \$42,000 in FY2019, and has remained constant in FY2020 and the proposed FY2021 budget.

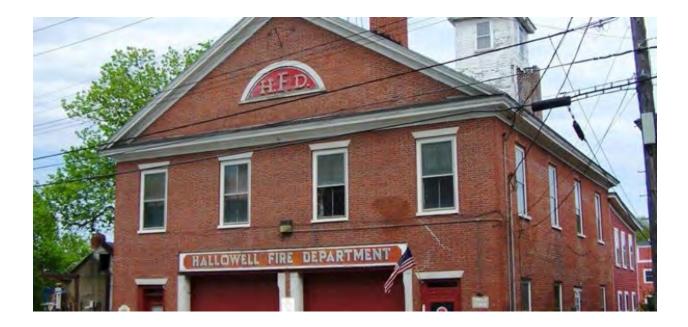
STREET TREE PROGRAM

Hallowell planted approximately 200 street trees in the past 20 years. However, those plantings occurred primarily in the early portion of that time period. There is an active Tree Board that works on the City's public tree program, along with a Tree Warden.

FUTURE NEEDS & GROWTH AREAS

Based on future projected growth, the current public facilities are generally expected to be adequate. However, adequate funding for service provision and facility maintenance will be a challenge.

One exception to this is in the area of Internet provision. As needs and standards change, Hallowell, like many other communities in Maine, will have to look at ways to provide better Internet service in order to meet residents' needs and provide economic competitiveness.



ANALYSIS & ISSUES FOR FURTHER STUDY

- ✓ How can the City work with regional, state and private partners to provide broadband or other improvements in Internet infrastructure in a cost-effective manner to allow for telecommuting and other resident needs?
- ✓ Should the City invest in new street tree planting?
- ✓ What should be done with the former Second Street Fire Station?
- ✓ Should Public Works relocate to a new site that can better meet their needs? If so, could the existing building be sold for adaptive reuse to help fund that relocation?
- ✓ Should the City look at its waste management programs and determine if it might be cost effective and/or increase recycling rates to contract with one vendor?
- ✓ Are the City's stormwater systems adequately mapped and understood, and are they sufficient?
- ✓ Is RSU2 providing adequate educational opportunities for Hallowell's families, or should the City consider alternative options?
- ✓ Should the City consider investing in a Police Station that might provide better programming than the existing space in the City Hall basement?
- ✓ Should Hallowell consider having a full-time professional fire department rather than continuing to rely on a volunteer Fire Department?

APA

INTRODUCTION

Good financial planning is a key part of good city planning. For this reason, it's important to ensure that City follows good practices to use funds efficiently, strategically, and with an eye to keeping residents' tax burdens reasonable. City governments' finances tend to be driven by capital needs, and by the cost of personnel. Both of these drivers tend to see regular yearover-year increases in cost above the general inflation rate. Capital costs increase as the cost of construction and manufacturing goes up. The cost of personnel goes up as the cost of health care and retaining quality staff increases. For these reasons, it is very challenging to manage public finances while, at the same time, planning for the future. Solid fiscal management is essential.

PROPERTY TAXES

As is common in state like Maine, where local governments are highly dependent in the property tax, tax rates in Hallowell have generally increased year-over-year. The exceptions occur when property revaluations occur, which adjust assessment rates and therefore usually adjust mill rates significantly.

Since 2009, Hallowell's tax rate has increased an average of 3.68% a year. That increase is fairly typical in Maine communities, and is largely

driven by increases in fixed costs that are hard to control. The table below compares changes in state "estimated full value" tax rates in several Kennebec County communities from 2007 to 2016 (the most recent dates available.)

Tax Rates in Hallowell, FY1999-2020

Fiscal Year	Total Commitment	Tax Rate
2000	\$2,147,998	23.8
2001	\$3,754,053	25.4
2002	\$2,704,352	20.7
2003	\$3,076,573	23.5
2004	\$3,261,210	24.6
2005	\$3,367,144	25
2006	\$3,203,773	19.5
2007	\$3,318,104	19.5
2008	\$3,419,871	19.5
2009	\$3,441,675	15.3
2010	\$3,487,649	15.3
2011	3,543,908	15.3
2012	3,541,627	15.3
2013	3,664,715	15.7
2014	4,103,424	17.1
2015	4,288,782	17.6
2016	4,373,589	17.6
2017	4,697,572	18.9
2018	4,882,365	19.7
2019	4,882,216	19.7
2020	5,281,164	21.3
2021	5,344,918	21.5

Changes Over Time

The state's "estimated full value" tax rates are calculated by taking the actual taxes collected and dividing it by the estimated full assessed value of a municipality. The estimated full assessed value in this process is adjusted to remove tax-exempt properties and account for other adjustments to the tax base as well. For that reason, this rate may not match the one appearing on tax bills, but is a better indicator of the changes in tax rates over time. In particular, it avoids the big changes in rates you may see when a municipality does a revaluation.

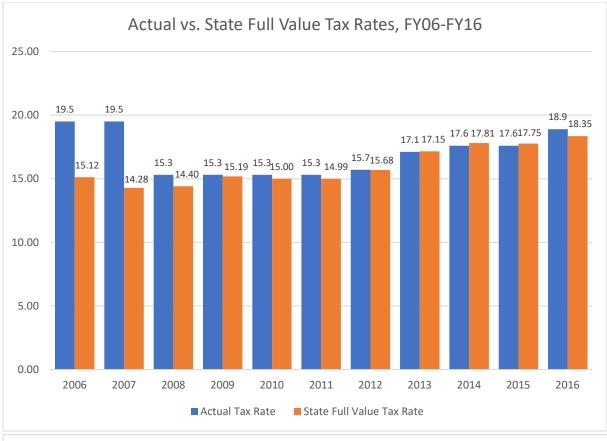
You can further see the relationship between the actual and effective tax rates in Hallowell on the chart on the following page. Ideally, the numbers are very close, unless there is a lot of tax-exempt property in the community or other mitigating factors. If they are not, it indicates it may be time for a revaluation of properties in a community. Having a large gap between the estimated full value and the listed assessments can also affect a community's state aid package, as the state adjusts it if city valuations are low. Hallowell's certified ratio for valuations is generally 100%.

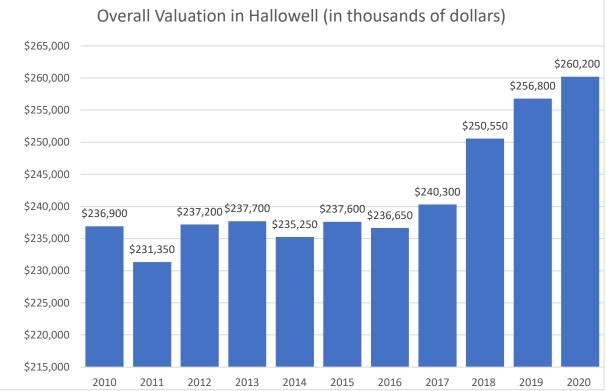
Also shown below are changes in the City's overall valuation – not adjusted to estimated full value. That chart shows that, after a period of fairly level valuations, the numbers increased starting in FY2017. These increased assessments are typical of Maine communities, where values showed increases in many places during the second half of the 2010s.

Fiscal Year	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	Average Change
STATE AVERAGE	11.33	11.70	12.23	12.78	13.40	13.99	14.49	14.72	15.03	15.06	3.41%
COUNTY AVERAGE	12.25	12.58	13.03	13.54	14.07	14.63	15.26	15.73	16.21	16.35	2.91%
HALLOWELL	14.28	14.40	15.19	15.00	14.99	15.68	17.15	17.81	17.75	18.35	2.14%
CHELSEA	13.51	12.80	14.68	14.60	14.91	16.52	18.70	16.99	17.37	19.69	6.14%
FARMINGDALE	10.52	10.22	10.51	11.13	11.93	12.65	13.25	13.49	14.02	16.95	5.49%
GARDINER	15.32	16.82	17.37	18.83	20.02	20.32	20.46	21.34	21.60	14.88	-0.50%
MANCHESTER	11.02	12.23	12.52	12.71	13.02	13.70	14.75	14.93	15.61	21.51	9.27%
WINTHROP	12.42	11.94	12.46	13.38	13.87	13.93	14.17	15.41	15.42	15.64	2.07%

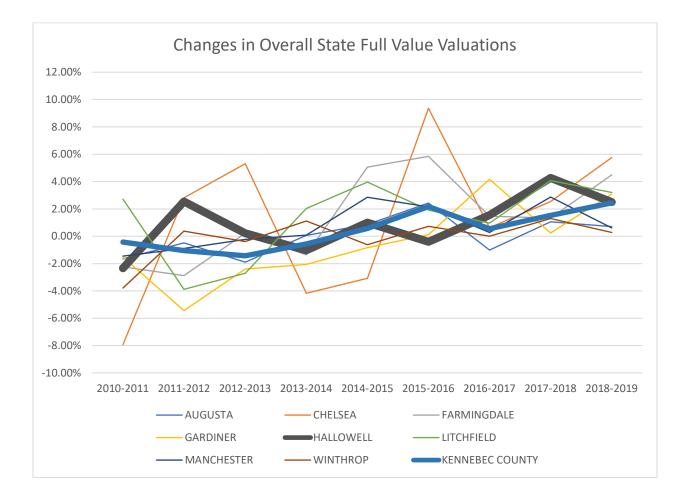
Estimated Full Value Tax Rates, FY07-16 (Adjusted for TIF Districts, Homesteads and BETE)

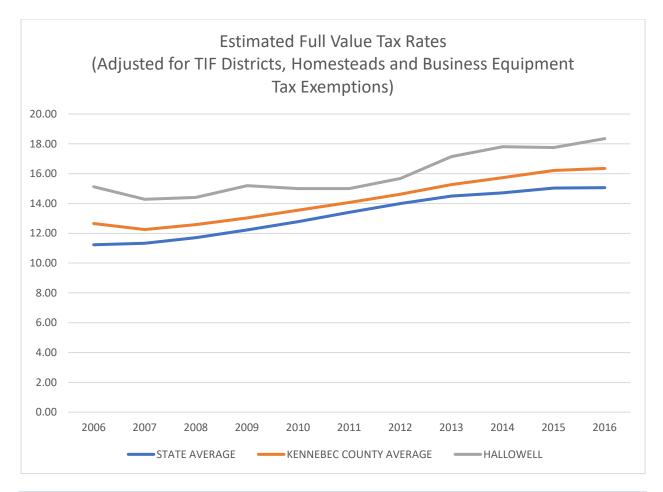
(Source: Maine Department of Revenue)





The chart below compares changes in overall valuation — this time adjusted by the state — in Hallowell as compared of other Kennebec County communities. Hallowell's valuation changes are smaller when adjusted, but this chart still shows an overall increase, and a fairly steady set of values without a lot of the swings you see in some other communities. This assists in long-term capital and budgetary planning, as the changes from year to year are more predictable and allow for better projections. Finally, the chart on the next page shows changes in the estimated full value (stateadjusted) tax rates for Hallowell as compared to state and county averages. This data, while slightly old, shows that Hallowell's rate generally is higher than the state and county averages — which would be typical of a city that provides more services than the average Maine community. The rate of increase is generally consistent with state and county rates of increase, however.





CITY BUDGET

The table below shows expenditures from the Hallowell City Budget over the past five fiscal years. The budget shows general fiscal constraint, with increases largely limited to cost of living for staff.

EXPEDITURES	FY	15	FY	16	FY1	L7	FY:	L8	FY1	.9
General Government	\$	208,664	\$	333,954	\$	444,446	\$	328,653	\$	417,908
Public Safety	\$	708,330	\$	782,782	\$	797,273	\$	862,756	\$ 3	1,079,644
Public Works	\$	463,625	\$	589,782	\$	627,309	\$	621,165	\$ 3	1,487,979
Human Services	\$	29,095	\$	21,997	\$	45,885	\$	36,477	\$	35,286
Leisure Services	\$	2,326	\$	(12,858)	\$	(2,296)	\$	(1,093)	\$	2,153
Special Assessments	\$	2,919,912	\$	2,955,850	\$	3,164,111	\$	3,316,736	\$ 3	3,406,280
Unclassified	\$	54,611	\$	51,776	\$	58,691	\$	54,723	\$	58,007
Debt Service	\$	41,638	\$	52,738	\$	32,338	\$	17,932	\$	74,199
Capital Outlay	\$	206,351	\$	237,450	\$	270,920	\$	202,788	\$	148,851
TOTAL	\$	4,634,552	\$	5,013,471	\$	5,438,677	\$	5,440,137	\$ (6,710,307
Note: FY19 is the most	rece	nt budget wi	th ai	n audited stat	teme	ent of activiti	es			

The following table shows revenues over this same period of time. There is a little more variation in this table, due to collection of revenue from capital bonding and other factors.

REVENUE	FY	FY15		FY16		FY17		18	FY1	.9
Property Taxes	\$	4,288,782	\$	4,374,519	\$	4,703,026	\$	4,893,077	\$	4,890,855
Excise Taxes	\$	379,133	\$	403,703	\$	403,739	\$	434,044	\$	427,197
State Revenue Sharing	\$	115,317	\$	130,905	\$	127,982	\$	131,909	\$	145,911
Other	\$	112,187	\$	258,782	\$	111,576	\$	2,131,148	\$	161,501
TOTAL	\$	4,895,419	\$	5,167,909	\$	5,346,323	\$	7,590,178	\$	5,625,464
Net Revenue	\$	260,867	\$	154,438	\$	(92,354)	\$	2,150,041	\$ (1,084,843)
Note: FY18 revenues incl	lude	\$1.99 million	n in e	capital projec	t re	venue				

TAX INCREMENT FINANCE DISTRICTS

As described in the Economy section, Hallowell has three active Tax Increment Finance (TIF) districts.

- ✓ Downtown and Arts District Omnibus Tax Increment Finance District: This is a 30-year TIF that began in FY14 and will end in FY43, with an allowed capture rate of up to 100%. The purposes of this TIF are to provide funding for public infrastructure, economic investment, the creative economy, and credit enhancement for new developments. This district includes the Stevens Commons campus, where the City invested \$675K in public road and infrastructure projects.
- ✓ Kennebec Ice Arena TIF District: This is a 10-year district that took effect in FY12 and will end in FY21, with a capture rate of 100%. The purpose of this district is to provide credit enhancement to the owners of the Ice Arena, known generally as the Camden Ice Vault. Over the 10-year lifespan of the district, it is expected to provide a total of \$612,000 to the Ice Vault, with the ability of the city to retain 1% of the capture for administrative costs. An extension to this agreement with revised terms was recently approved by the City Council.
- ✓ Woodlands of Hallowell TIF: This district took effect in FY06 and was slated to end in FY15, after a 10-year term. Originally it had a 50% capture rate to provide credit enhancement for the developers of the Woodlands (at 49%) and city administration of the district (at 1%.) In 2011, this TIF district was amended and restated. The revised district has a 30-year term until FY35, with a 100% capture rate. Of that amount, 49% remained as credit enhancement and 1% for administration until FY16, with the additional 50% capture going toward the development program for the Downtown and Arts Omnibus TIF District. After FY16, 99% of the capture began being portaged over to the Downtown TIF, with 1% remaining for administration.

In 2019, the Hallowell City Council adopted a TIF Policy (Policy 2019-05) that provided guidelines for tax increment finance district creation and management. This policy states that credit enhancement agreements should generally be for 50% or less of the full incremental value of a project, and that projects should have new taxable values of at least \$500,000. It also outlined a formal process for applying for consideration as a new TIF district.

The table below shows the revenue and payments (including credit enhancement payments) from the three TIF districts in the City over time.

	FY 15	F	Y 16	FY 17	FY 18	FY 19	FY 20
REVENUE FROM TIF							
DISTRICTS							
All Districts Revenue	\$ 118,327	\$	155,613	\$ 177,813	\$ 177,813	\$ 184,840	\$ 251,014
Interest						\$ 736	\$ 1,387
PAYMENTS							
Woodlands	\$ 27,072	\$	27,086	\$ -	\$ -	\$ -	\$ -
Kennebec Ice Arena	\$ 50,685	\$	50,712	\$ 53,623	\$ 51,516	\$ 53,627	\$ 59,790
Downtown TIF	\$ 22,826	\$	5,999	\$ 21,702	\$ 64,645	\$ 177,960	\$ 117,500
District							

Revenue from the Downtown TIF districts that does not go toward credit enhancement can be used for other purposes approved in the district plan. In addition, the Woodlands district captured revenue is also eligible to be used as part of the Downtown TIF's program.

BONDING

Municipal finance experts recommend a certain amount of public borrowing as part of a healthy finance strategy. Borrow too little, and you may not be adequately funding city operations, leading to maintenance issues and deferred capital expenses. Borrow too much and a large amount of your annual budget will be devoted to making payments on your bonds.

In general, borrowing is seen as a good way for cities to pay for large capital items but not for staff costs or other, less durable, goods. That way the payment period roughly matches the lifespan of the item.

The cost of borrowing is a factor of interest rates generally, but also a community's reputation for being able to repay the bonds. Cities generally have bond ratings from one or both of the major bond rating services —S&P Global and Moody's —that outline the risk associated with the bond, and therefore how much interest should be charged to the municipality. In any case, the Interest rates for municipal bonds are generally low, because the proceeds from the bonds are tax exempt for the buyer.

As a small city, Hallowell does not offer annual bonds. However, debt is used to fund certain municipal activities, with the last major borrowing occurring in FY17. Hallowell's bond rating with S&P Global is "AA-", which is in the "high" quality rating of bonds. The City's outlook is seen as "stable," meaning there is no reason to assume the rating will change in the near future.

Uses of the 2017 \$2.3 million Bond	Projected Cost
Reclamation of Vaughan Road, Outlet Road & Town Farm Road	\$535,000
Water Street Reconstruction	\$585,000
Water Street reconstruction, 4 additional street lights	\$40,000
Central Street parking acquisition, some site work	\$300,000
Fire station wood component stabilization, foundation	\$220,000
City Hall maintenance	\$80,000

Stevens Commons road, conservation land	\$600,000
TOTAL	\$2,360,000

The 2017 bond was used for several capital purposes, outlined above. These are all generally good uses for bond funds, as they are investments in capital and permanent open space that will outlast the term of the bond.

Outlined below are the annual payments projected for the bond and their sources. As shown, the City is using TIF funds from the Downtown TIF, to supplement general fund expenses in repaying the bond. The 20-year bond will be paid off in 2037.

	FY18	FY19	FY20	FY21	FY22	FY23	FY24
General Fund	\$ 25,383	\$ 43,882	\$ 51,861	\$ 71,633	\$ 81,791	\$ 78,077	\$ 74,496
TIF Payment	\$ 27,395	\$ 100,000	\$ 100,000	\$ 100,000	\$ 100,000	\$ 100,000	\$ 100,000
Other Sources	\$-	\$ 49,051	\$ 37,530	\$ 13,873	\$-	\$-	\$-
Total Payment (principal & interest)	\$ 52,778	\$ 192,933	\$ 189,392	\$ 185,505	\$ 181,791	\$ 178,077	\$ 174,496

Payment Sources for \$2.3 m. FY17 Bond (payments continue until FY37)

	FY25	FY26	FY27	FY28	FY29	FY30	FY31
General Fund	\$ 70,649	\$ 66,936	\$ 63,222	\$ 59,599	\$ 55,794	\$ 52,080	\$ 48,366
TIF Payment	\$ 100,000	\$ 100,000	\$ 100,000	\$ 100,000	\$ 100,000	\$ 100,000	\$ 100,000
Other Sources	\$-	\$-	\$-	\$-	\$-	\$-	\$-
Total Payment (principal & interest)	\$ 170,649	\$ 166,936	\$ 163,222	\$ 159,599	\$ 155,794	\$ 152,080	\$ 148,366

In addition to the 2017 bond, Hallowell is still making payments on a previous bond of \$2.03 million from FY2009. As these are the only major debt sources, Hallowell is well below the bonding caps in state law and in the Maine Bond Bank requirements. Shown below is the overall debt payment amounts annually, which are well below the statutory allowances for debt in Maine, and potentially lower than what might be recommended from some public finance experts.

	FY18	FY19	FY20	FY21	FY22	FY23
Total Debt	\$333,877	\$216,420	\$219,356	\$120,871	\$129,716	\$124,602
Percent of Total City Budget	5.96%	3.67%	3.48%	2.01%	2.16%	2.08%

CAPITAL PLANNING

Hallowell does not have a formal capital planning process, but the City Manager's office does keep a list of projected capital needs for the next ten years. This list of projects and durable equipment is designed to ensure that Hallowell's public services continue to be provided at the level currently experienced.

Generally, these capital needs would be funded out of a combination of debt and annual budgeted amounts. In the past few years, the City has dedicated between just under 4% and just under 8% of its general budget on debt payments and capital needs. Given this list of capital needs, consideration should be given to a commitment on the higher end of that range in future fiscal years. Otherwise, the City may find itself incurring unexpected and sudden expenses, such as if a fire engine were to suddenly require major maintenance, or if deferred maintenance on a street results in a need for complete reconstruction rather than smaller projects.

Capital Needs Projected for City of Hallowell – FY18-28				
Police				
Police Cruisers (3)				
Fire Department				
Engines 1&2				
Fire Utility Truck				
Fire Turnout Lease				
Fire SCBA Sinking				
Public Works				
Plow Trucks (3 plus a backup)				
Pickup				
Utility Truck				
Sweeper				
Loader				
Sidewalk Buggy				
Skid Steer				
Mower Sinking fund				
Road and Sidewalk Maintenance				
Top Coating				
Crack Sealing				
Sidewalks				
Culverts				
Public Works Sinking Fund				
Rebuilt Staircase at Elm Street				
Possible Building Maintenance Sinking Fund				
City Hall				
Current Public Works Building				
New Public Works Building				
Fire Station				
Second Street Fire Station (old)				
Dr. Hubbard House				
Bulkhead Decking (sinking fund)				

ANALYSIS & ISSUES FOR FURTHER STUDY

- ✓ How can the City best ensure that future property tax increases balance the need for public funding of services and capital with the ability of Hallowell residents to pay?
- ✓ Should the City develop an ongoing policy as to how much of its annual budget is devoted to capital investments?
- ✓ How should the City best utilize its funds from tax increment financing?
- ✓ Should the City develop an ongoing, fiscally constrained, multi-year Capital Improvement Program that would provide a framework for future needs and possible tradeoffs between investments?



OVERVIEW

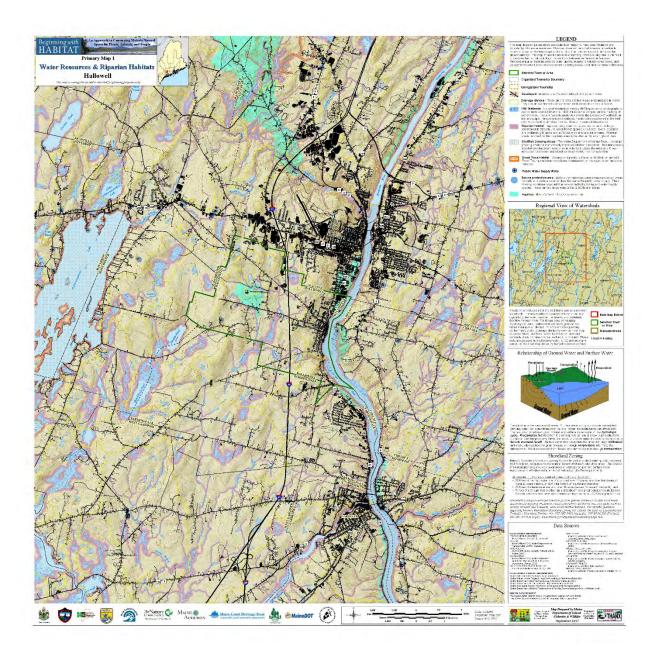
Hallowell's natural resources play a critical role in its health and development. In addition to providing habitat for plants and animals, they perform essential services, including water storage and pollution filtration. Areas with significant natural resources also have an aesthetic value: they are often areas of scenic beauty. The location and function of these resources are important in shaping a community's pattern of development, necessarily limiting growth in some areas while promoting it in others. For residents, views and access to natural areas also add to the quality of life of a community. This chapter provides an inventory of Hallowell's natural resources.

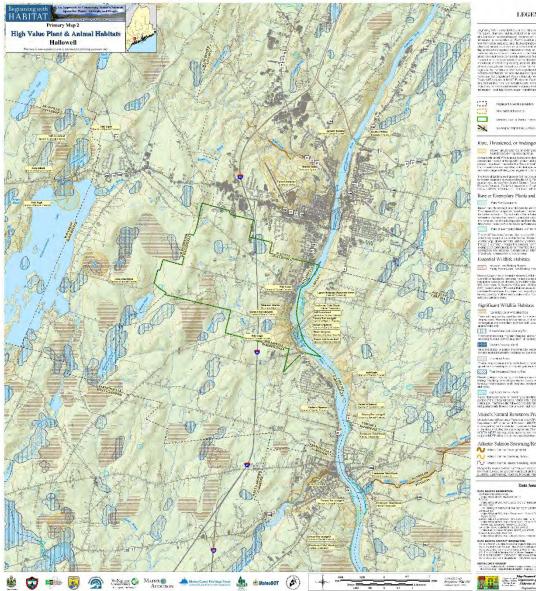
"BEGINNING WITH HABITAT" MAPS

Accompanying this chapter, the following maps provide further details on habitat and natural resources, which will be useful in conducting the subsequent analysis work:

- <u>Water Resources & Riparian Habitats</u>, depicting riparian areas associated with major surface water features and important public resources, including riparian habitat, NWI wetlands, brook trout habitat, public water supplies and source protection areas, and aquifers.
- <u>High Value Plant & Animal Habitats</u>, providing information on:
 - threatened species:
 - Tidewater Mucket (Kennebec River coastal area)
 - species of special concern:
 - Bald Eagle (southeastern Hallowell, along Kennebec River)
 - Parker's Pipewort (Kennebec River coastal area)
 - rare plant locations:
 - Wild Garlic (Kennebec River coastal area)
 - rare or exemplary natural communities, including Freshwater Tidal Marsh
 - essential wildlife habitats:

- Roseate Tern nesting areas (none indicated)
- Piping Plover-Least Tern nesting, feeding, & brooding areas (none indicated)
- significant wildlife habitats, including:
 - candidate deer wintering areas: along the Hallowell/Farmingdale line
 - inland waterfowl/wading bird areas (none indicated)
 - seabird nesting areas (none indicated)
 - shorebird areas (none indicated)
 - tidal waterfowl/wading bird areas (none indicated)
- significant vernal pools (none indicated, but see discussion under "Water Resources")
- Atlantic Salmon Spawning/Rearing Habitat (none indicated)
- <u>Undeveloped Habitat Blocks & Undeveloped Habitat Blocks & Connectors and Conserved Lands</u>, showing undeveloped natural areas likely to provide core habitat blocks and habitat connections that facilitate species movement between blocks, as well as information on road crossings and conservation lands.
- <u>Wetlands Characterization</u> map, showing the areas characterized under the National Wetlands Inventory, with information on the wide range of wetland functions provided by these areas, including runoff/floodflow alteration, finfish habitat, shellfish habitat, plant/animal habitat, and other functions.





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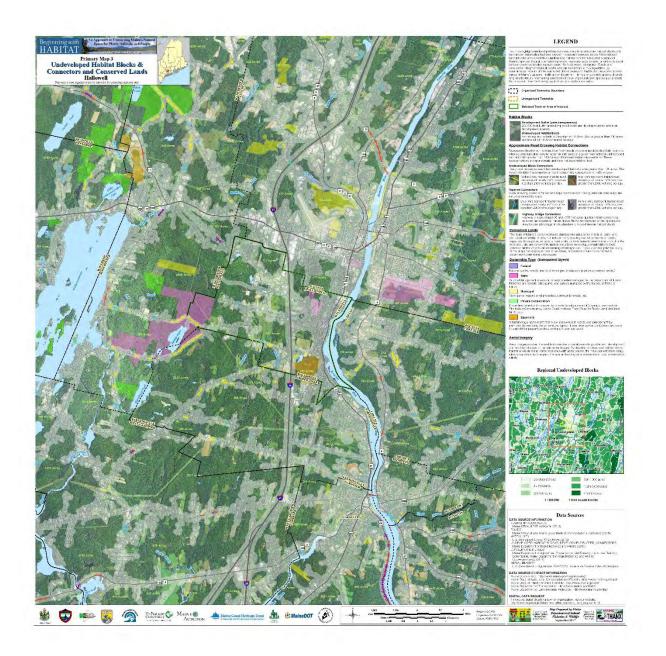
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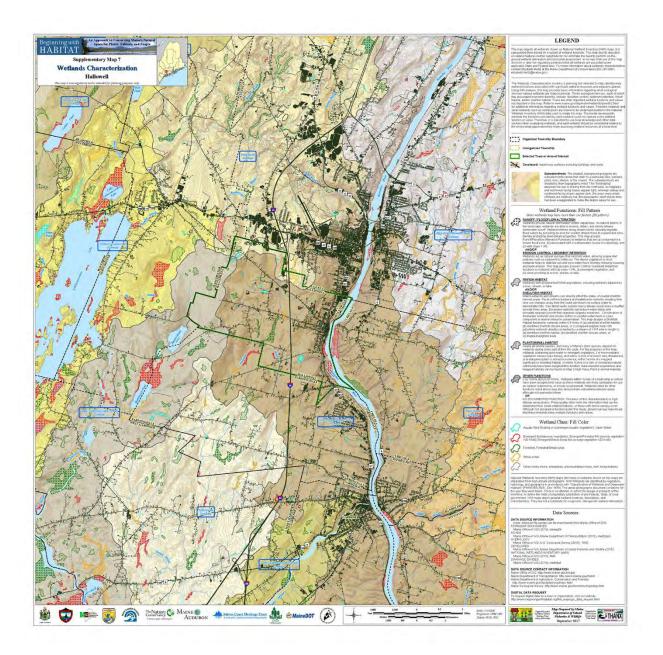
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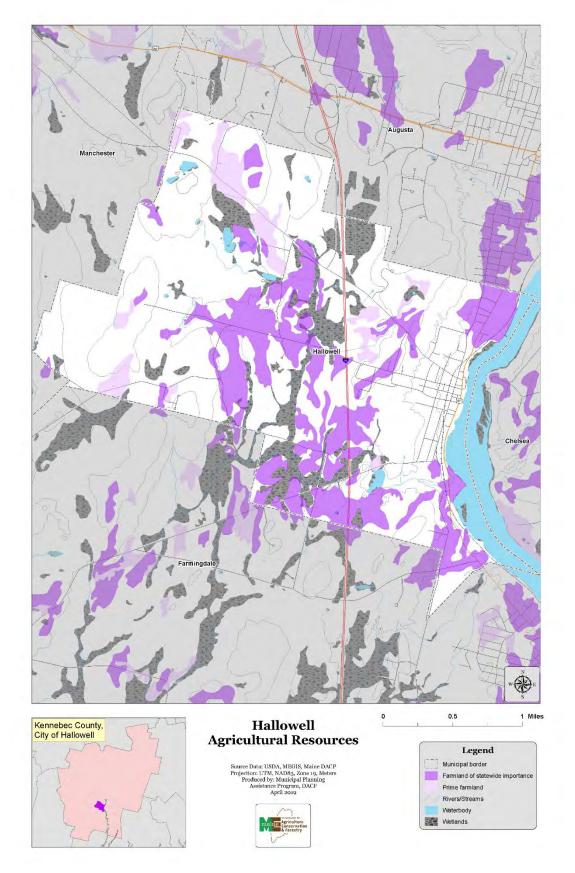
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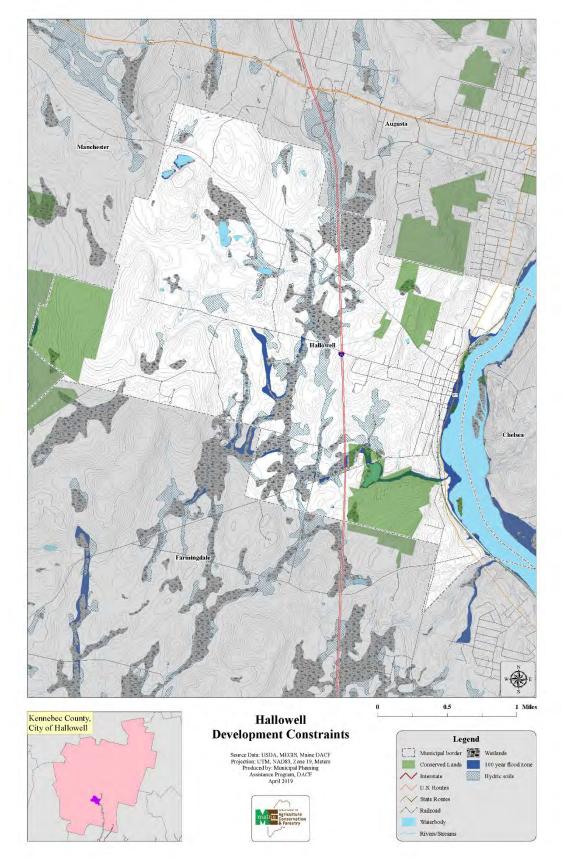
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LAND RESOURCES 9

THE GROUNDWORK: SOILS & TOPOGRAPHY

Geologic History

Hallowell's geologic history began when glacial retreats shaped the landforms and surficial deposits seen today. Melting glaciers left behind bedrock formations whose characteristics help to define Hallowell's unique landscape. These include a large number of granite outcrops in the northern section of the City, many of which have been quarried. The remainder of the bedrock is primarily calcareous rock with bands of slate schist and gneiss, and defines the topographic character of the City.

Surficial deposits found on top of the bedrock include marine till (clay, sand, and silt) along the Kennebec River and glacial till (clay, silt, gravel, and stone) west of I-95. These surficial deposits are the parent materials for the City's soils.

Topography

The bedrock left behind when the glaciers melted formed much of Hallowell's topography, which defines the general lay of the land. Hallowell's elevation ranges from 10 feet to 520 feet above sea level, dominated by a relatively uniform rise from the Kennebec River to I-95. The highest peaks are found in the far western portion of the City and include Granite Hill.

Some areas of Hallowell have significantly steep slopes (15% grade or higher) and are therefore highly susceptible to erosion and often difficult or impossible to develop (see Hydric Soils, Erodible Soils, and Steep Slopes Map, page 3). Additional costs for initial construction include site preparation, building roads, and erosion control. Long-term costs include storm water and runoff management, road maintenance, and snow and ice removal.

Soils

Soils can influence a parcel of land's development potential. Each soil group has a series of characteristics that are more or less suitable for different land uses. These characteristics include texture; mix of clay, silt and sand; depth to bedrock; height of the water table; the percolation rate of water through the soil (drainage); and its load-bearing capacity. In general, moderately well-drained soils are often well suited to development while poorly drained soils are highly susceptible to erosion and flooding.

The three major soils associations in Hallowell have different characteristics and implications for future land use development:

- Hollis-Paxton-Charlton-Woodbridge Association are excessively to moderately well-drained soils found primarily in western Hallowell and near I-95 typically in gently sloping to moderately steep areas.
- Buxton-Scio-Scantic Association are poorly to moderately well-drained hydric soils found in predominantly flat areas near waterways in the south-central portion of Hallowell and often associated with wetlands.

• Scantic-Ridgebury-Buxton Association are poorly to moderately well-drained soils found in level and sloping areas in valleys and ridges around I-95.

Soils are also categorized by their suitability for specific activities. Approximately 14% of Hallowell's land is considered prime agricultural soil. These soils could be highly productive for agricultural activities; they are also considered well-suited for development. In addition, Hallowell has soils that are hydric and/or highly erodible and not suitable for most development. These soils make up 20% of the City's land and can be found near I-95 and around major waterbodies and streams.

Wildlife Habitat

Hallowell's many waterways, wetlands, and unfragmented land blocks (see below) include significant wildlife habitats that provide sanctuary for woodland animals, birds, and aquatic animals including critical habitats for select rare and endangered species.

Deer wintering areas support deer herds during Maine's often harsh winters. Deep snow and frigid temperatures can put stress on the animal population. The wintering areas, or "yards", are located in forested areas and covered by a softwood canopy. The canopy helps to reduce wind velocity, maintains warmer than average temperatures, and improves mobility in snow by retaining snowfall above the forest floor, allowing ground accumulation to become more firmly packed.

Hallowell's largest deer wintering area can be found on the Hallowell-Farmingdale line just west of Shady Lane (see Habitat Map, page 4). This yard has not been evaluated and is unprotected under Hallowell's current land use ordinance.

Waterfowl and wading bird habitats provide breeding, migration, and wintering grounds for a number of bird species. As of 2006, State of Maine Shoreland Zoning Regulations require that waterfowl and wading bird habitats designated by the Maine Department of Inland Fisheries and Wildlife (MDIF&W) must be protected by a 250-foot buffer.

MDIF&W designated waterfowl and wading bird habitats can be found along the eastern edge of the Kennebec River on either side of the Vaughan Brook outlet and in around the Res Pond in the Hallowell Recreation Area (see Habitat Map).

Rare and endangered species such as the Bald Eagle, Tidewater Mucket, and Parker's Pipewort make their home in and around Hallowell. The Maine Natural Areas Program (MNAP) maintains information of the status and location of these rare plant and animal species as well as exemplary natural communities in Maine (see Habitat Map).

Unique and Critical Natural Resources					
Species	Status ¹	Location			
Tidewater Mucket	Threatened	Kennebec River			
Bald Eagle	Threatened	Kennebec River coastal / southeastern Hallowell			
Parkers Pipewort	Special Concern	Kennebec River			
Wild Garlic	Special Concern	Kennebec River (Chelsea bank)			

<u>Status</u>: Threatened – rare and, with future decline, could become endangered or federally listed; Special Concern – rare in Maine but not sufficiently rare to be considered endangered or threatened

Source: Beginning with Habitat

The State of Maine has identified significant wildlife habitats under the National Resource Protection Act (NRPA). Significant habitats, as defined by the MDIF&W, include species appearing on the official state or federal list of endangered or threatened animal species, high and moderate value deer wintering areas, and high and moderate value waterfowl and wading bird habitat.

An NRPA permit is required for activities that are located in, on, or over significant wildlife habitats. Activities include dredging, bulldozing, removing or displacing soil, sand, or vegetation; draining or filling; or the construction, repair, or alteration of any permanent structure. The standard for protecting significant habitats emphasizes mitigation and compensation. Actions must be taken to (1) avoid negative impacts on habitats, (2) minimize the impacts if unavoidable, (3) restore or rehabilitate impacted habitats, (4) reduce an impact over time, or (5) replace the affected habitat.

Large Unfragmented Blocks of Land

Significant local habitats such as large unfragmented habitat blocks are important wildlife habitats, areas for outdoor recreational activities, and reflect the rural character of the community.

The value of an unfragmented habitat block typically increases with its size. As a general principle, the larger the block of unfragmented habitat, the greater the diversity of the animal and plant population that can be supported. Development in rural areas fragments these "blocks" and reduces their value as wildlife habitat. A block of 150 acres or more has the potential to be used by most species in Hallowell. Deer wintering areas can often be found within these blocks.

In isolation, the value of unfragmented habitat blocks is limited. A habitat functions in the context of the surrounding landscape. Wildlife travel corridors linking the individual habitat blocks into a network are critical. A wildlife corridor is a generally linear area of habitat that connects two or more areas or blocks of wildlife habitat. It serves as an avenue of connectivity for animal movement between larger habitats.

Ensuring a well-connected wildlife habitat network helps to preserve the region's biodiversity and maintain its rural community character. In addition, limiting development to the edges of a large unfragmented habitat maintains its environmental integrity and helps to ensure that animals in the interior are protected from development activities.

MNAP has identified the large unfragmented blocks in Hallowell. Their relative locations can be used to help define significant tracks and wildlife corridors that traverse the city (see map.)

AGRICULTURAL, FOREST & CONSERVATION LAND

Farm, forestry, and conservation lands provide large expanses of open space and are often critical wildlife habitats in urban communities like Hallowell. Agricultural land provides some jobs, but mainly these areas offer rural recreational, scenic, and open space opportunities for the City's residents. They are important parts of Hallowell's history, culture, scenery, character, and quality of life.

Forest and Agricultural Land

The majority of forested lands within Hallowell are located within three distinctly different managed parcels: privately owned, with conservation easement, Vaughan Woods; State-owned Jamie's Pond WMA; and the City-owned property known as the Hallowell Recreation Area/Town Forest. A new addition in 2018, includes the Effie L. Berry Conservation Area at Stevens Commons.

Some private landowners also maintain forest and open space lands through their participation in the Maine Tree Growth Tax and Farm and Open Space Tax Programs. These programs are designed to provide landowners with tax incentives to maintain land for actively managed timber production or as designated open space areas. These private forest and open space lands also add to maintaining the connectivity between large habitat blocks that are so very important to wildlife survival and natural resource biodiversity.

Tree Growth Tax Program participants with ten acres or more of forested land prepare a Woodland Management Plan and commit to long-term, well-planned harvesting practices. In its most recent Municipal Valuation Return, Hallowell reported four parcels participating in the program, with a total of 231 acres under the Tree Growth Tax Program. In 2006, that number was significantly lower – 125 acres – spread over five parcels. In 2020, the total value of this growth was listed as \$144,105.

The following table presents data on timber harvest compiled from Confidential Year End Landowner Reports to Maine Forest Service:

Years	Selection harvest, acres	Shelterwood harvest, acres	Clearcut harvest, acres	Total Harvest, acres	Change of land use, acres	Number of active Notifications
1991-1995	25	50	0	75	0	4
1996-2000	75	48	0	123	10	5
2001-2005	139	0	0	139	12	8
2006-2010	140	0	0	140	0	4
2011-2017	146	0	0	146	0	3
Total	379	98	0	477	22	21
Average	95	25	0	119	6	5

The City has a significant amount of land designated as open space under the Farm and Open Space Tax Program. In 2006, 144 acres were classified as open space; in 2019 that number had risen to 179 acres.

Just under a quarter of Hallowell is considered prime farmland (see map). However, as was true at the time of the last update, no parcels in Hallowell are classified formally as farmland, and as a result no local landowners participate in the Land for Maine's Future Farm Program.

Conservation Land

Vaughan Woods is a private conservation area owned by the Vaughan Homestead Foundation and is protected by a conservation easement held by the Kennebec Land Trust (KLT). The foundation, in partnership with the Hallowell Conservation Commission and the KLT, maintains a series of trails and a limited parking area.

Jamie's Pond WMA is a state-owned wildlife management area managed by the Maine Department of Inland Fisheries and Wildlife (MDIFW) and includes land in Hallowell, Manchester, and Farmingdale. The area is a wildlife sanctuary, though hunting, fishing, and trapping are allowed. The state stocks the pond and maintains a hand-carry boat launch. The area has a series of trails, maintained by the Hallowell and Manchester Conservation Commissions, used for hiking and cross-country skiing. Swimming is not allowed on any land managed by MDIFW.

The "Res," also known as the Hallowell Recreation Area and the Town Forest, is the largest City-owned property open to the public. This roughly 180-acre park offers a mix of outdoor recreational activities including hiking, swimming, picnicking, bird watching, cross-country skiing, single-track mountain biking,

and snowmobiling. This land is not protected by deed restriction or conservation easement but it is the City's intent to maintain the area as open space.

The Effie L. Berry Conservation Area, long a conservation priority for the Hallowell Conservation Commmission, protects wildlife habitat and wetlands, enhances access for public recreation, and provides trail connectivity to the adjacent 164-acre Augusta Howard Hill Historical Conservation Area.

On March 28, 2018, the City of Hallowell donated an eight-acre conservation easement, the Effie L. Berry Conservation Area, to KLT. The property, part of the Stevens School campus dating back to 1924, was donated to the City of Hallowell by Mastway Development. The Effie L. Berry Conservation Area is popular for hiking, skiing, and bird watching and is maintained by the HCC and Public Works.

Scenic Landscapes and Viewsheds

In addition, the importance of land conservation for agriculture, habitat, and recreational use, the continued preservation of these resources helps to protect important scenic viewsheds, contributing to both historic and cultural amenities. The most significant ones are:

- In-town neighborhood view from the High Street Powder House parklet toward the river and Chelsea
- The distinct landscapes and views within all of our public recreational areas. Jamie's Pond's
 forested trails and pond tranquility; native wildflowers blooming under the forested canopy of
 the Res; emerging ferns, grasses, and wildflowers on the Berry Conservation Area meadow; the
 three-season pollinator garden at Granite City Park; and of the historic bridges and stream views
 within Vaughan Woods.
- Views of open fields and forests in the Vaughan Brook Watershed visible from rural roads including but not limited to Town Farm Road, Shady Lane, and Vaughan Road. The three large concentrated blocks in Hallowell are significant for their size and are among the top 25% highest value grasslands identified by the US Fish and Wildlife Survey.
- Views from hilltops and ridgelines, such as from the top of outer Central Street near the Manchester border; on a clear day one can see as far as Camden Hills.
- The view along the Kennebec River especially from Granite City Park on the north side and the the MaineDOT historical turnout to the south side

BROWNFIELDS STUDY: PETROLEUM CORRIDOR

In 2017, the City received \$300,000 in brownfields assessment funds from the U.S. Environmental Protection Agency. Some of the funds were used to conduct a "Petroleum Corridor" Inventory Study. Based on the evaluation of available information, the report identified 16 Priority Petroleum Sites for further evaluation.

REGULATORY PROTECTIONS

In addition to existing state and federal protections related to natural resources and environmental preservation, Hallowell's local zoning ordinance includes a number of provisions specifically designed to protect and preserve natural resources, including those identified here (see the Existing Land Use section for additional information).

Following State of Maine and federal guidelines, these provisions help to mitigate the adverse effects of development and land use on the community's critical natural habitats. Specifically, the following resource conservation districts function to preserve natural resources, open space, and habitat integrity:

- RESOURCE PROTECTION DISTRICT (RP): To further the maintenance of safe and healthful conditions; prevent and control potential water pollution sources; protect spawning grounds, fish, aquatic life, bird and other wildlife habitat; and conserve shore cover, visual as well as actual points of access to coastal waters and natural beauty; and to protect historic and archaeological sites. Permitted uses in these areas include conservation and recreation activities with conditional uses for agriculture/aquaculture, nonstructural educational, scientific or religious uses, and piers, wharfs, docks, and fish ponds.
- OPEN SPACE DISTRICT (OP): The OP District covers over 400 acres, including Jamie's Pond WMA, Hallowell Recreation Area (the "Res"), Vaughan Woods, and the Kennebec River Rail Trail, which serves as a recreational connector to the communities of Gardiner and Augusta. The open space district focuses on providing conservation and outdoor recreation opportunities for all Hallowell's residents. Its purposes is to "further the maintenance of safe and healthful conditions; prevent and control potential water pollution sources; protect bird and other wildlife habitat; and conserve vegetative cover, and natural beauty."
- SHORELAND DISTRICT (SD): The Shoreland District includes a 250-foot buffer around the Kennebec River and Vaughan Brook. It is an "overlay zone" and as such places additional regulations on top of existing zoning guidelines within these areas. The Shoreland District regulations are intended to protect water quality, prevent erosion, and preserve vegetation and wildlife while allowing continued water-dependent, recreation, agricultural, and forestry uses as appropriate.
- FLOODPLAIN MANAGEMENT (FM): Certain areas of the City of Hallowell are subject to periodic flooding, causing serious damage to properties within these areas. Relief is available in the form of flood insurance as authorized by the National Flood Insurance Act of 1968.

In addition to the regulatory districts and overlays, the Hallowell's Rural Residential Zone (which covers most of the privately held open space land in the City) is designed to promote low-density development with an emphasis on retaining the rural character.

ORGANIZATIONS & PARTNERSHIPS

Hallowell Conservation Commission

The Hallowell Conservation Commission (HCC) is a nine-member citizens board appointed by the Mayor, established under the Title 30-A §3261 authority granted to cities in Maine, with the following duties:

- ✓ Keep records of its meetings and activities and make an annual report to the municipality;
- ✓ Conduct research, in conjunction with the planning board, if any, into the local land areas;
- ✓ Seek to coordinate the activities of conservation bodies organized for similar purposes; and
- Keep an index of all open areas within the municipality, whether publicly or privately owned, including open marshlands, swamps and other wetlands, for the purpose of obtaining information relating to the proper protection, development or use of those open areas. The commission may recommend to the municipal officers or any municipal body or board, or any body politic or public agency of the State, a program for the better protection, development or use of those areas, which may include the acquisition of conservation easements.
- Any body politic or public agency of the State conducting planning operations with respect to open areas within a municipality having a conservation commission shall notify that conservation commission of all plans and planning operations at least 30 days before implementing any action under that plan.
- ✓ In furtherance of these responsibilities, the Commission is entrusted with the following powers:
- ✓ Advertise, prepare, print and distribute books, maps, charts, plans and pamphlets which it considers necessary;
- ✓ Have the care and superintendence of the public parks and, subject to the approval of the municipal officers, direct the expenditure of all money appropriated for the improvement of those parks;
- ✓ Acquire land in the municipality's name for any of the purposes set forth in this section with the approval of the municipal legislative body; and
- ✓ Receive gifts in the municipality's name for any of the commission's purposes and shall administer the gift for those purposes subject to the terms of the gift.

The HCC works in partnership with other local and regional groups and organizations to protect Hallowell's natural resources. The commission conducts educational efforts and trail clean-up days, provides environmental information to the Planning Board and City Council, and serves as an advocate for natural resources. Most recently, the commission completed an Open Space Plan for Hallowell, although it was never adopted by the City Council. The plan outlines a series of policies and objectives for the future conservation of Hallowell's natural resources and open space areas.

Hallowell Tree Board

The Hallowell Tree Board is a seven-member board that works to preserve and plant trees within the City.

Regional Partners

In addition to state and regional agencies, the following non-profit organizations and partnerships are active in protecting and preserving natural resources in and around Hallowell:

- The Kennebec Land Trust (KLT), a nonprofit organization formed in 1988, works with landowners and communities to protect the Kennebec Valley's natural features, working landscapes, and fragile ecosystems. Many of the properties protected by the KLT are open to the public, such as Vaughan Woods. The KLT preserves natural resources through land protection, stewardship, education, advocacy, and cooperation.
- The Kennebec River Initiative "is the result of several decades of continuous effort by diverse parties (including area non-profits, state agencies, and municipalities) to identify common goals and form a collaborative effort to conserve [and] protect" the Kennebec River. It works in "identifying priority sites for conservation, protection, development, and educating the public on the value of the river and its varied resources." Its aim is to "spearhead a well-organized, cooperative effort to secure the future of the river as one of the state's most important scenic, ecological, fisheries, wildlife, recreational, cultural and economic assets and to foster revitalization efforts of the river communities."
- The Kennebec Coalition is made up of Trout Unlimited, American Rivers, the Atlantic Salmon Federation, and the Natural Resources Council of Maine. The coalition was formed in 1989 to secure the removal of the Edwards Dam and restore the Kennebec River. With the dam's removal, Atlantic sturgeon, salmon, and eight other species of migratory fish are able to reach historic spawning areas that had been unavailable since the dam was built in 1837. In addition to a restored aquatic community, communities along the Kennebec anticipate increased opportunities for sport fishing, boating and other forms of recreation.
- The Vaughan Woods & Historic Homestead has a mission to preserve and interpret the cultural and environmental setting of both the Woods and Homestead for their historical, natural and educational values, and to make them useful and accessible to the people of Hallowell and the surrounding area.
- Mastway Development at Stevens Commons operates under a City-approved master plan for redevelopment of Stevens Commons and maintains access to the Effie L. Berry Conservation Area.
- The Manchester Conservation Commission are partners on recreational land use especially on shared property lines and public access to recreational property.
- The Manchester Country Riders maintains Hallowell's snowmobile trails and annual renewals of private property access for trails.
- Finally, the Central Maine Chapter of the New England Mountain Bikers Association maintains single-track biking trails in the region including at the Hallowell Res.

ANALYSIS AND ISSUES FOR FURTHER STUDY

- ✓ What, if any, measures should be taken to promote and expand farm and agricultural activities within the City's rural areas?
- ✓ Should Hallowell do more to protect its wildlife habitat lands such as its deer wintering yard and other formally nonconserved lands like the 168-acre Recreation Area/Town Forest?
- ✓ Should Hallowell do more to support private landowners manage their Farm and Open Space and Tree Growth parcels? These lands are key to neighborhood recreational and transportation use and for connectivity between wildlife habitat blocks.
- ✓ Should Hallowell City Council update the latest Forest Management Plan for the Town Forest?
- ✓ Should Hallowell City Council update of the 2008 Open Space Plan?

WATER RESOURCES

Hallowell Comprehensive Plan Existing Conditions

INTRODUCTION

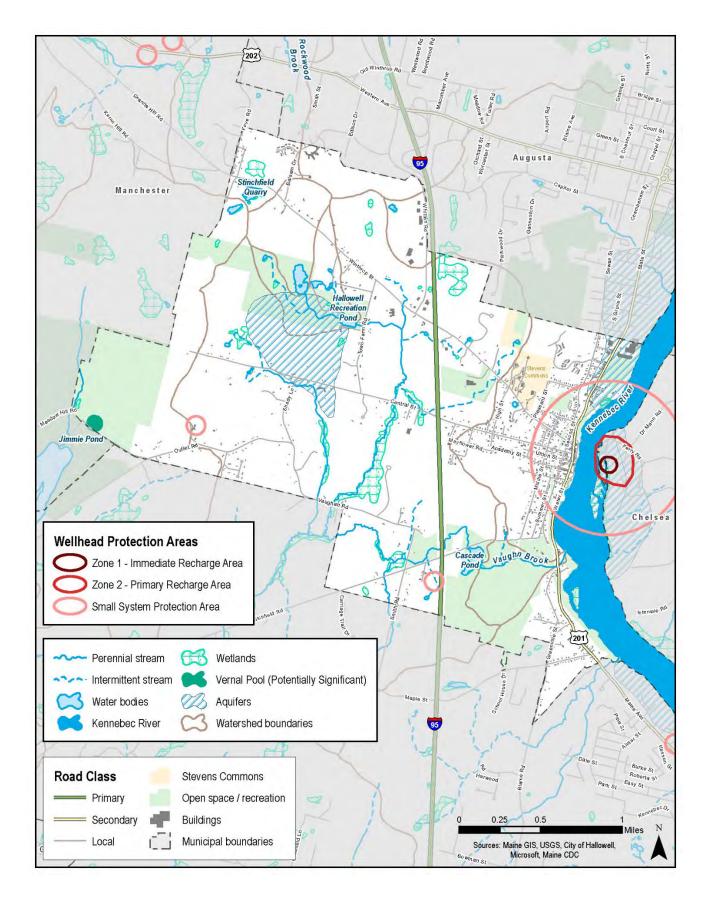
Hallowell is defined by water flowing into the Kennebec River on its way to the Gulf of Maine. Water resources, both marine and inland, are therefore important elements of the health of the city. Even though Hallowell's drinking water comes from Chelsea, the water does not know about municipal boundaries and is affected by what happens in Hallowell. In addition, the surface waters of Hallowell affect wildlife and the quality of life for residents.

WATERSHEDS

A watershed is a natural drainage basin that collects precipitation and sends it to a body of water such as a major lake, pond, or river via an interconnected system of brooks, streams, and wetlands. Action taken in any part of a watershed can affect water quality throughout the system. Hallowell is served primarily by three watersheds: Vaughan Brook, Jamie's Pond, and the Kennebec River. In addition, a small portion of the water collected in Hallowell drains into Augusta's Bond Brook Watershed. These all flow into the Kennebec River. The Vaughan Brook Watershed serves approximately two-thirds of the City's land and includes a significant amount of Hallowell's wetlands, streams, and brooks. It is characterized by grasslands, wetlands, and woods and is home to a myriad of animals, birds, and fish species. Hallowell's largest aquifer underlies this area.

The Jamie's Pond Watershed stretches along the western boundary of Hallowell and includes all of the Jamie's Pond Wildlife Management Area. This area, characterized by woodlands and wetlands, is one of the largest undeveloped blocks in the City and home to a large range of wildlife. It is an important recreational destination for regional residents.

The Kennebec River Watershed includes most land east of I-95 and drains directly into the Kennebec River. Steep slopes lead down to the water's edge in this built-up part of the City, and much of the level land is within the floodplain. The riverbank is home to numerous bird and wildlife species, and the river is a thriving aquatic ecosystem.



WATER RESOURCES 1

SURFACE WATER

Brooks, streams, ponds, and the Kennebec River make up Hallowell's surface water network and play a key role in the City's water resources inventory. They serve as recreational locations, as drinking water resources, and as habitat for a myriad of aquatic and terrestrial plants and animals.

Preserving and protecting water quality and quantity and the health and welfare of habitat are of particular concern with surface waters as they play a critical role in the health of a community's entire ecosystem.

The Kennebec River

The Kennebec River spans 140 miles from Moosehead Lake to Merrymeeting Bay where it joins the Androscoggin River and moves out to the Atlantic Ocean. The Kennebec is a significant location for fish such as Atlantic salmon, alewives, shad, sturgeon, and striped bass. North of Augusta, the river passes through a series of dams and industrial areas which restrict the flow of water. With the removal of the Edwards Dam in Augusta, the Kennebec head of tide now occurs between Augusta and Sidney. Though affected by the tide, the Kennebec is a freshwater river.

Ponds

Hallowell also has several significant ponds, including Cascade Pond (adjacent to Vaughan Woods) and the Hallowell Reservoir Pond, as well as the two dominant quarry ponds.

Quarry Pond

Area (acres): 4 Perimeter (miles): 0.4 Invasive Aquatic Plant Infestation: None known % 500-m buffer in natural land cover: 62 % 500-m buffer in agricultural land cover: 4 % 500-m buffer in developed land cover: 35 % 500-m buffer covered by impervious surface: 6.7

<u>Hallowell Reservoir Pond</u> Area (acres): 0.4 Perimeter (miles): 0.1 Invasive Aquatic Plant Infestation: None known Buffer land-use data unavailable

<u>Cascade (Vaughan) Pond</u> Area (acres): 7 Perimeter (miles): 0.6 Invasive Aquatic Plant Infestation: None known Buffer land-use data unavailable

Rivers, Brooks, and Streams

Vaughan Brook is home to a Maine Department of Inland Fisheries and Wildlife (MDIF&W) documented native trout population, known locally as "brookies," which are "an important environmental indicator of the health of the stream and requires cold, well-oxygenated water."

Bombahook Stream and Vaughan Brook are the two major waterways that flow through the City. (See below for information on water quality for each of these features.)

WETLANDS & VERNAL POOLS

Using available data, the map below presents an inventory of known wetlands and vernal pools in Hallowell. As is typical, the majority of delineated wetlands are shown in the areas immediately adjacent to rivers or streams, although a number of other low-lying areas (notably in the northern parts of the city) are depicted as well. (Note that at the level of this map, many smaller or undelineated wetlands may not be shown.)

Wetlands provide crucial ecological functions for a community's ecosystem. They benefit the biological diversity of an area by providing for aquatic and wildlife habitats and serving as important travel corridors. In regard to water quality, wetlands help to recharge and discharge ground water, prevent floods, maintain stream flow and water quality, and protect shorelands from erosion. In addition to these ecological functions, wetlands offer aesthetic and open space value and provide for numerous recreational uses such as hunting, birding, fishing, boating, and hiking.

The Maine Natural Areas Program (MNAP) defines wetlands by their environmental benefit and the functions they serve for communities. Their functional value is based on sediment retention, flood flow alteration, finfish habitat, plant/animal habitat, and educational/cultural value. For each function a wetland provides, it is assigned one point by MNAP. For example, if a wetland provides all five functions, it receives five points. The greater the benefit a wetland provides to the community, the more points it is given. In addition to MNAP ranking, non-forested wetlands greater than ten acres in size are protected under state wetland ordinances and conditions apply to alteration, mitigation, and development within these areas.

Vernal pools act much like wetlands, but are typically smaller and do not have permanent inlets; they do not fall under the general protection of MNAP. These pools are created as winter runoff and spring rains collect in depressions in the landscape and often the water has dried up by summer or fall. Vernal pools are seasonal habitats for many amphibians such as frogs and salamanders. Because of their lack of consistent water levels, they do not provide for viable populations of predatory fish.

As of September 1, 2007, significant vernal pool habitats as defined by the Maine Department of Environmental Protection (MDEP) are protected under the Natural Resources Protection Act (NRPA). A vernal pool habitat is "significant" if it has a high habitat value, either because (1) a state-listed threatened or endangered species uses it to complete a critical part of its life history, or (2) there is a

notable abundance of specific wildlife. The new regulation protects areas within a 250-foot radius of the spring or fall high water mark of a significant vernal pool, considered critical terrestrial habitat. Any activity in, on, or over these areas must be approved by the MDEP, through either a Permit by Rule or individual NRPA approval.

Current data from the state lists one "potentially significant" vernal pool near the western edge of the city. Though undoubtedly more vernal pools exist throughout Hallowell (particularly in and around the Stevens Commons, Vaughan Field, The Res, and Jamie's Pond), they have to date not been formally cataloged or mapped.

FLOODPLAINS

Floodplains are low lying land areas adjacent to rivers, streams, lakes, and ponds that are periodically flooded. Along major rivers, such as the Kennebec, the floodplain is separated into three areas: the stream channel, the floodway, and the floodway fringe.

Stream channels carry the average high-water flow; the floodway includes the area necessary to carry the floodwaters; and the fringe stores rather than distributes the floodwaters.

A 100-year floodplain is a designated area that has a 1% chance of being flooded in any given year. The Federal Emergency Management Agency (FEMA) maintains detailed maps of all 100-year floodplains throughout the country.

Floodplains within Hallowell are well-defined and exist along the shore of the Kennebec River, the length of Vaughan Brook, and along Bombahook Stream and its major tributaries. Development is typically restricted in floodplains due to cost and dangers associated with flooding and flood-proofing. In general, floodplains contain sensitive vegetation and soils that are susceptible to pollution and erosion. Improper or high-volume land uses in these areas increase the potential for property damage, contamination, and flooding downstream.

DRINKING WATER

Further described in the Public Facilities section, the Hallowell Water District is a quasi-municipal organization established in 1921 by the State of Maine. It provides water to 872 customers, most of them in Hallowell, with a small number in Chelsea and Farmingdale. A "customer" may be a single home, an apartment building, a school, a store, or an office.

The District employs a superintendent and one office person. It is managed by a five-member Board of Trustees; trustees are appointed by the Mayor of Hallowell for three-year terms. The Hallowell Water District is governed by the Maine Public Utilities Commission (organization and rates) and by the Maine Department of Human Services (water quality).

Hallowell's public water supply comes from aquifers located in Chelsea, Maine. Chelsea protects the water supply with a town-wide aquifer protection ordinance. Enforcement of the ordinance is up to the Chelsea Planning Board and Code Enforcement Officer.

According to assessment data provided by the State, risks to this well were classified as follows in 2003 and 2011 (changes noted in bold):

Risk Based on Well Type and Site Geology	2003	2011
Existing risk of contamination based on well type & site geology:	Moderate	Moderate
Existing risk of acute contamination:	Low	n/a
Future risk of acute contamination:	Low	Low
Existing risk of chronic contamination:	Low	n/a
Future risk of chronic contamination:	Moderate	High

Hallowell Water District has cooperative arrangements with Gardiner and Augusta for back-up water supply in case of an emergency. Jamie's Pond, Hallowell's former water source, is also available as back-up supply (though it would need to be treated).

The Hallowell Water District has had no water quality violations and its water quality meets or is better than state and federal standards. The water is tested for hundreds of contaminants each year. Daily tests ensure that the chemical additives used for disinfection are correctly administered. Three monthly samples analyze the water for bacteria. In addition, more than 100 organic, inorganic and radioactive contaminants are tested for annually, including herbicides, pesticides, fertilizers, petroleum, petroleum byproducts, MBTE, disinfection byproducts, radon, arsenic, and lead. As noted elsewhere, however, that does not mean there is no contamination in the water (see the Public Facilities section.)

The Hallowell Water District has the capacity to meet demand from future development. The system is old, and pipes dating back to the late 1800s are not uncommon, but the district is on schedule with maintenance and pipe replacement.

Each year, the district spends approximately \$100,000 to replace approximately 500 feet of pipe, reinvesting an amount equal to depreciation. The growth of Hallowell's water system has been limited. Developers are required to connect to the system only when the development is within 200 feet of an existing water line. The majority of current development projects are outside of this realm. Private wells are used for developments not connected to the public system. There is no local ordinance regarding private well water quality or quantity; the state does regulate the placement of wells (requiring a minimal distance form septic systems) and addresses some quality concerns on a complaint-driven basis.

In Section 9-827, Hallowell's subdivision ordinance seeks to have new subdivisions near public water supplies utilize public water:

"When practical, any major or minor subdivision shall make provisions for connection to the public water system if the Hallowell Water District indicates that it can provide water service with sufficient supply and pressure for the proposed use without the need for system-wide improvements."

The connection is assumed to be practical if the subdivision is within 300 feet, plus 100 feet per subdivision lot, of a public water main. This requirement, although sometimes waived by the Planning Board, provides advantages to the subdivision residents as well as the general public. Three specific advantages to requiring more developments to connect to Hallowell's water system are:

- ✓ Taxpayers and water users throughout the community benefit when more users share the underlying costs.
- ✓ There is more assurance of water quality, as private wells are often more susceptible to contamination than public services.
- ✓ It allows for the extension of water hydrants, which in turn provide better fire protection and can reduce home insurance costs.

Data from the state also indicates two "non-community" water sources: Maple Hill Farm Inn and "Room to Bloom" Early Learning (both depicted on the included map with corresponding small system protection areas).

WASTEWATER

Hallowell's wastewater treatment is regulated under the Clean Water Act, which is enforced by the Maine Department of Environmental Protection. In 2007, Hallowell voters transferred management of Hallowell's wastewater from the Hallowell Water District to the newly created Greater Augusta Utility District. Prior to the transfer, the Augusta Sanitary District already treated Hallowell's wastewater, but did not operate the system or set rates for customers in Hallowell.

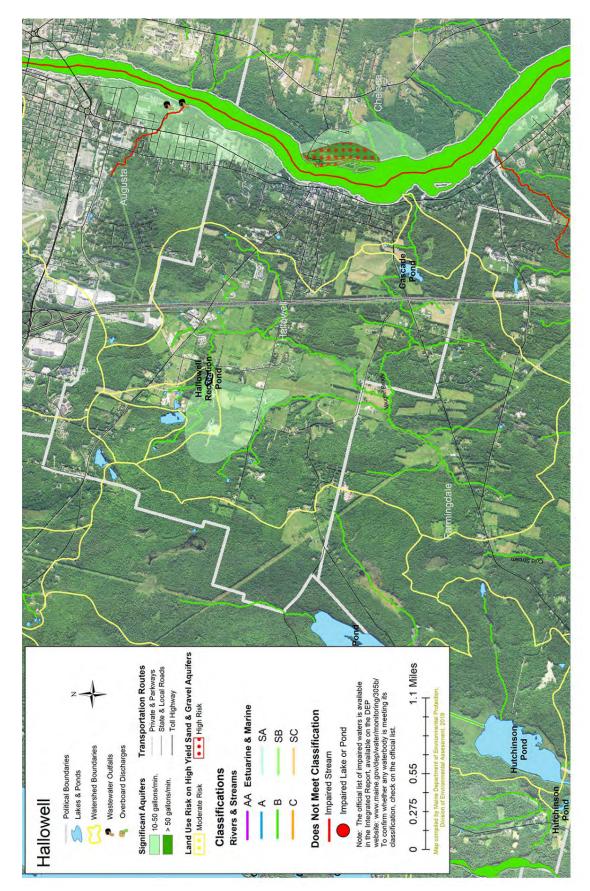
Wastewater systems are described in more detail in the Public Facilities section.

WATER QUALITY

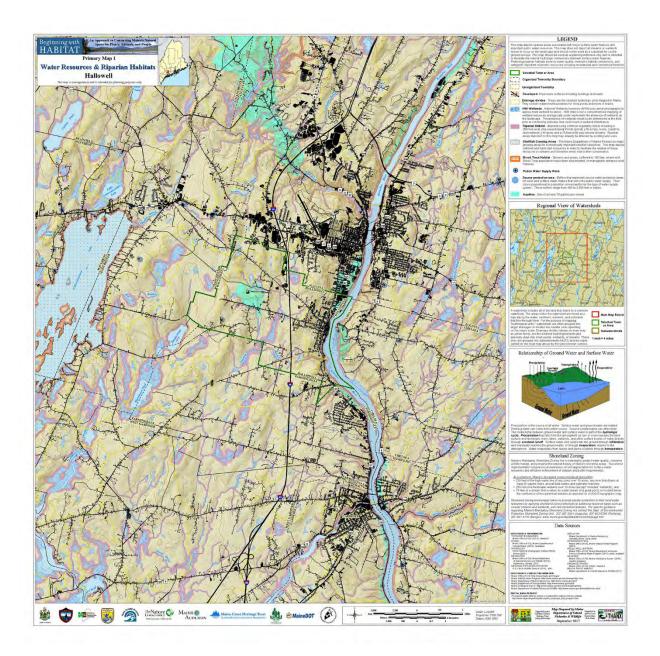
Water quality is ranked by the Maine Department of Environmental Protection (MDEP) into four classes – AA, A, B, and C. As shown on the map below, provided by the Maine Department of Environmental Protection, the section of the Kennebec River that runs through Hallowell is Class B.

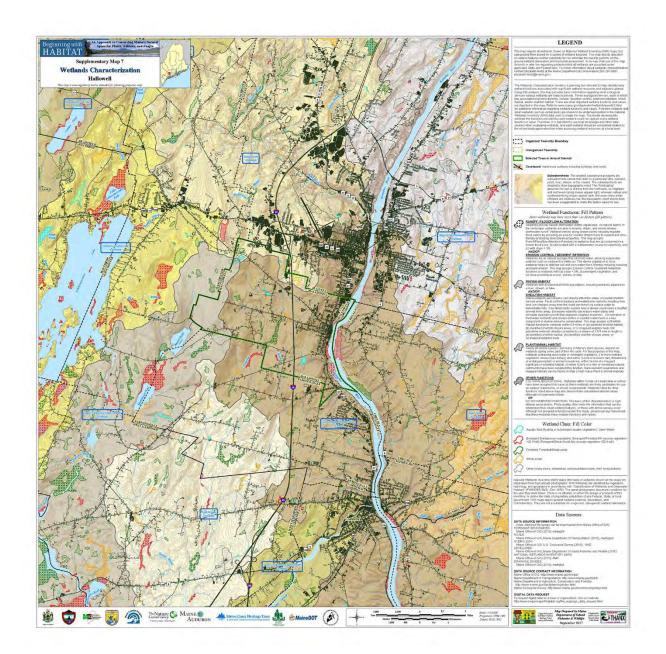
The City's other major streams are listed as Class B as well. There are no impaired streams, lakes, or ponds listed in the city.

Class B waters are general purpose waters that have good water quality and allow for well-treated discharges of amply diluted pollutants.



WATER RESOURCES 7





POINT AND NONPOINT SOURCE POLLUTION

There are two major types of pollutants that affect water quality: point and nonpoint.

- ✓ Point Source Pollution can be traced to one location, or point, such as a factory or treatment plant. Since these pollutants come from a direct source, they are easy to identify and manage. Some point source pollutants in the Kennebec River come from areas upstream of Hallowell including six paper mills; one tannery; two now closed textile mills; and 18 municipal waste treatment facilities.
- ✓ Nonpoint Source Pollution cannot be traced to one source. It includes stormwater runoff.
 Stormwater can come from anywhere within a watershed and includes any water that does not

soak into the ground during a storm but rather "runs off" to a given water body such as a river, lake or stream. Often this water runs over and collects local pollutants such as fertilizers, pesticides, manure, and petroleum products, which originate from places such as farm fields, driveways, roads, golf courses, and lawns.

To limit nonpoint source pollution, the City regulates stormwater within its land use performance standards. The standards require the management of stormwater through surface or subsurface drainage systems to minimize impacts on neighboring and downstream properties. In addition, new development must ensure that no disturbance of undeveloped land causes a greater runoff than existed prior to development.

COMBINED SEWER OVERFLOWS

Combined Sewer Overflows (CSOs) are discharges of untreated wastewater from municipal sewerage systems that carry a mix of sanitary sewage and stormwater. They occur mostly during and after periods of heavy rain or snowfall, when large volumes of water entering the system overwhelm its capacity. Excess flow is discharged into streams, rivers, lakes and the ocean from hydraulic relief points, or CSO discharge points, without being treated, and water quality is impaired by bacteria. Maine communities must license CSOs with the Department of Environmental Protection, which requires them to evaluate the problem and determine cost-effective solutions.

There is one CSO discharge location in Hallowell, at the pump station now owned by the Greater Augusta Utility District. Removal of this CSO is part of the District's long-term plan. All sewer and stormwater lines in Hallowell are thought to have already been separated, but the District believes there might be a problem with one of the existing systems. By repairing it, the District hopes to reduce the number of overflows at the pump station.

Hallowell's stormwater system is owned by the City, which will need to work with the District to ensure that overflow occurrences at the pump station CSO are minimized.

REGULATORY PROTECTIONS

In addition to existing state and federal protections related to water quality and environmental preservation, Hallowell's local zoning ordinance includes a number of provisions specifically designed to protect and preserve natural resources, including those identified here (see the Land Use section of the plan for additional information).

Specifically, the following resource conservation districts function to preserve water quality. They are listed here with their stated purposes:

RESOURCE PROTECTION DISTRICT (RP): "To further the maintenance of safe and healthful conditions; prevent and control potential water pollution sources; protect spawning grounds, fish, aquatic life, bird and other wildlife habitat; and conserve shore cover, visual as well as actual points of access to coastal waters and natural beauty; and to protect historic and archaeological sites."

- ✓ OPEN SPACE DISTRICT (OP): "To further the maintenance of safe and healthful conditions; prevent and control potential water pollution sources; protect bird and other wildlife habitat; and conserve vegetative cover, and natural beauty."
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The Hallowell Conservation Commission (HCC) is a nine-member citizens board appointed by the Mayor, established under the Title 30-A §3261 authority granted to cities in Maine, with the following duties:

- ✓ Keep records of its meetings and activities and make an annual report to the municipality;
- ✓ Conduct research, in conjunction with the planning board, if any, into the local land areas;
- ✓ Seek to coordinate the activities of conservation bodies organized for similar purposes; and
- Keep an index of all open areas within the municipality, whether publicly or privately owned, including open marshlands, swamps and other wetlands, for the purpose of obtaining information relating to the proper protection, development or use of those open areas. The commission may recommend to the municipal officers or any municipal body or board, or any body politic or public agency of the State, a program for the better protection, development or use of those areas, which may include the acquisition of conservation easements.
- Any body politic or public agency of the State conducting planning operations with respect to open areas within a municipality having a conservation commission shall notify that conservation commission of all plans and planning operations at least 30 days before implementing any action under that plan.

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The HCC works in partnership with other local and regional groups and organizations to protect Hallowell's natural resources. The commission conducts educational efforts and trail clean-up days, provides environmental information to the Planning Board and City Council, and serves as an advocate for natural resources. Most recently, the commission completed an Open Space Plan for Hallowell; it was adopted by the City Council in 2008. The plan outlines a series of policies and objectives for the future conservation of Hallowell's natural resources and open space areas.

ORGANIZATIONS & PARTNERSHIPS

In addition to state and regional agencies, the following nonprofit organizations and partnerships are active in protecting and preserving marine and water resources in and around Hallowell:

- ✓ The *Kennebec River Initiative* "is the result of several decades of continuous effort by diverse parties (including area nonprofits, state agencies, and municipalities) to identify common goals and form a collaborative effort to conserve [and] protect" the Kennebec River. It works to "identifying priority sites for conservation, protection, development, and educating the public on the value of the river and its varied resources." Its aim is to "spearhead a well-organized, cooperative effort to secure the future of the river as one of the state's most important scenic, ecological, fisheries, wildlife, recreational, cultural and economic assets and to foster revitalization efforts of the river communities."
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MARINE RESOURCES

As a primarily noncoastal community, the provisions of Comprehensive Plan Review Criteria are not applicable for most planning in Hallowell, although the city has a history serving as an important inland port on the Kennebec River.

Active Water-Dependent Uses

There are still a number of active waterfront land uses and establishments in Hallowell, including restaurants, and the extensive Kennebec River Rail Trail. The boat launch is on Water Street, and includes a seasonal float and an 80 goot long ramp. The state Department of Conservation, Recreation & Forestry maintains the site. There is parking for eight rigs as well as picnic sites. (see Recreation).

According to data provided by the state, there are a total of eleven active licenses issued by the Department of Marine Resources licenses in Hallowell:

- ✓ 4 Lobster/Crab Non Commercial
- ✓ 2 Lobster/Crab student
- ✓ 5 Recreational Saltwater Registry

REGULATORY PROTECTIONS

Hallowell's Downtown District specifically allows water-oriented uses, and seeks to limit certain areas to preserve locations for waterdependent uses:

> "To retain the historical character of Downtown Hallowell, *to allow wateroriented uses*, to retain open spaces, to allow residential uses on the upper floors of Downtown buildings, *to limit uses along so called Front Street to those which are functionally waterdependent*, to avoid uses which require a high volume of truck deliveries, to avoid large expanses of asphalt for parking or exterior storage or display of materials, and to limit future flood damages by limiting the types of uses that can be located in flood-prone buildings. [emphasis added]"

In addition, the Shoreland Overlay District functions to address the specific challenges of managing and regulating development in the culturally and ecologically sensitive areas, as stated in its purpose:

> "To protect and enhance water quality, preserve and enhance the aesthetics of water bodies and views there from, protect shoreland areas from erosion, protect and preserve that vegetation and wildlife which is more indigenous to shoreland areas than areas not

associated with water bodies, avoid the problems associated with floodplain development and use, and to encourage and insure the integrity of points of access to water bodies."

Harbor Master

The position of Hallowell Harbor Master is appointed by the Mayor, with the following duties:

The Harbor Master shall assign and indicate to the master or owner of boats and vessels the location which they may occupy with or for mooring or docking purposes, the kind of mooring to be used and shall change the location of said mooring from time to time when the crowded condition of the Kennebec Channel or other conditions render such change desirable;

The Harbor Master shall assign mooring privileges in such waters in all cases where individuals who own the shore rights or have an interest in the same are complainants, and shall locate suitable mooring privileges therefor for boats and vessels, temporarily or permanently as the case may be fronting their land, if so requested, but not thereby to encroach upon the Kennebec Channel.

ANALYSIS AND ISSUES FOR FURTHER STUDY

- ✓ What can Hallowell do to ensure that the Hallowell Water District wellhead in Chelsea is kept safe from future contamination? Does the water supply need a better backup?
- ✓ Should Hallowell strengthen the requirement that new subdivisions connect to public water and sewer?
- ✓ Should public water and sewer be expanded strategically to new growth areas, or should the growth be concentrated in the existing service areas?
- ✓ Are there specific point or nonpoint sources of pollution that Hallowell could take additional steps to eliminate or limit, through Brownfield programs or other public actions?
- ✓ Are public works crews using best management practices to protect water resources in their operations?
- ✓ Is the city interested in supporting or encouraging additional/further development of traditional water-dependent uses?
- ✓ Is there adequate access, including parking, for commercial fishermen and members of the public? Are there opportunities for improved access to maritime resources?
- ✓ Are there important points of *visual access* to maritime resources to be identified and/or protected?

HALLOWELL COMPREHENSIVE PLAN

APPENDIX 2 IMPLEMENTATION PLAN

CITY OF HALLOWELL, MAINE

PREPARED FOR THE CITY OF HALLOWELL BY LEVINE PLANNING STRATEGIES, LLC MARCH 2022



APPENDIX 2 IMPLEMENTATION PLAN

This Appendix summarizes all the strategies in the Comprehensive Plan into one spreadsheet. In doing so, it also attaches two pieces of information to each strategy:

- 1. The lead organization(s) within City government for the strategy. This is the Board, Commission, or other group that will likely be responsible for implementation. Other organizations are likely to be consulted as part of the process.
- 2. The expected timeframe for implementation of the strategy. These timeframes are as follows:
 - → Short: Within three years
 - → Medium: Within three to six years
 - → Long: In seven or more years
 - Ongoing: A strategy that is either already under way, or is an ongoing strategy that is not attached to a specific timeframe

While some of these parameters may be adjusted over time, this implementation plan provides a roadmap to plan implementation and a guide for City actions on strategies in the 2020's and beyond.

The summary here is provided in two formats. In the blue chart, it is sorted by strategy type, as outlined in the Comprehensive Plan main document. In the orange chart, it is sorted by lead responsible party. In both cases, strategies that are ongoing are separated from new strategies.

IMPLEMENTATION PLAN SORTED BY CATEGORY

Category	Strategy ID	Strategy	Lead	Timeframe
ts & Culture	AC1	Encourage collaboration and enrichment programming between local schools and Hallowell's arts & cultural organizations.	Arts & Cultural Committee	Short
s & Culture	AC2	Identify and invest in existing performances spaces within the City and encourage collaborative use for cultural events.	Arts & Cultural Committee	Short
s & Culture	AC3	Continue support of cultural non-profits like The Hubbard Free Library, Gaslight Theater and the Harlow gallery.	Arts & Cultural Committee	Short
s & Culture	AC4	Collaborate with the cities of Augusta and Gardiner as they revitalize their Main Streets to create an "Kennebec arts corridor".	City Council through Action	Short
ts & Culture	AC4	Conduct a creative economy impact study of the nonprofit arts and culture industry/develop an arts and culture plan for the City and create strategies for marketing the City as an "arts destination".	Arts & Cultural Committee	Medium
ts & Culture	AC5	Encourage and facilitate arts events where diverse and emerging artists of all ages may be seen and heard outside of the bar scene.	Arts & Cultural Committee	Medium
s & Culture	AC6	Encourage development of live-work housing suitable for artists and musicians.	Ordinance Rewrite Committee & Planning Board	Medium
ts & Culture	AC7	Implement a public art policy and conduct an inventory of all City-owned spaces and buildings for the potential placement of public art.	Arts & Cultural Committee	Long
mate	CL1	Create a Hallowell Climate Resilience Committee, or add this responsibility to another Committee's charge, to plan for sea level rise, extreme weather events, and associated public health threats.	r City Council through Committee	Short
mate	CL2	Create a plan to achieve net-zero carbon emissions by 2045	City Council through Committee	Short
mate	CL3	Provide educational materials to residents regarding the importance of utilizing phosphorous-free natural fertilizers on lawns and plantings including information regarding pesticide use guidelines and alternatives.	Conservation Commission	Short
onomy	EC1	Determine ways to allow for adaptive reuse of underutilized historic buildings to develop a strategy and long-term implementation plan for completion of historic renovation projects, including addressing historic buildings downtown that are or will be approaching end of life.		Short
onomy	EC2	Match City preservation goals with economic and cultural development goals.	Ordinance Rewrite Committee & Planning Board	
		Increase economic uses of the waterfront and the Kennebec River.		Short
onomy	EC3	Explore zoning and related tools to grow the downtown and encourage sustainable growth into the North and South gateways of downtown Hallowell	City Administration	Short
onomy	EC4	and Second Street. Increase connectivity of the downtown to other commercial development by highway and residential neighborhoods in ways that don't require a car.	Planning Board	Short
onomy	EC5	Support Vision Hallowell in its capacity as Hallowell's Maine Downtown Affiliate organization in representing and promoting the City and to leverage	City Administration Ordinance Rewrite Committee & Planning	Short
onomy	EC6	benefits of participating in Maine Development Foundation's Main Street Maine program. Develop and maintain a dymanic City website to encourage community access, enhance search capabilities and support information sharing; with a	Board Ordinance Rewrite Committee & Planning	Short
onomy	EC7	plan for regular maintenance, upgrades and staff training.	Board	Short
onomy	EC8	Create an economic development plan that recognizes gaps, evaluates Business District zoning (particularly Business C), and supports all existing, new, and desired business, including home businesses, based on a new vision.	Planning Board	Medium
onomy	EC9	Establish Hallowell as a leading center for remote work by, among other initiatives, exploring ways to expand highspeed broadband (as defined by Maine's Connectivity Authority) Citywide, and provide public internet access downtown.	City Administration	Medium
onomy	EC10	Explore tools to help existing businesses remain in Hallowell.	Ordinance Rewrite Committee & Planning Board	Medium
onomy	EC11	Create a Front Street redevelopment strategy on how best to improve community and public access (including the KRRT), utilize the riverfront, updat and bury utility infrastructure, and support downtown growth.	te Planning Board	Medium
onomy	EC12	Investigate future infrastructure and economic impacts of climate change to the downtown historic district.	City Council through Committee	Medium
onomy	EC13	Explore construction of a park at Central & Water Streets.	City Council through Action	Medium
onomy	EC14	Identify areas for solar development.	Ordinance Rewrite Committee & Planning Board	Medium
cilities	FA1	Identify any capital improvements needed to maintain or upgrade public services to accommodate the community's anticipated growth and changing demographics, including exploring green energy options and energy upgrades for City buildings.	City Council through Committee	Short
cilities	FA2	Encourage local sewer and water districts to coordinate planned service extensions with the Future Land Use Plan.	City Administration	Short
cilities	FA3	Evaluate demand for Public Works services in relation to staffing capacity and other resources and relocate Public Works and Police Department operations to facilities that can accommodate current and future needs.	City Administration	Short
	FA4	Create an inventory of and evaluate existing stormwater systems for efficiency and necessary improvements.		
cilities		Regularly evaluate need for, and ability to reuse or sell, the City's assets.	City Administration	Short
cilities	FA5	Work with regional, state and private partners to install and provide public electric vehicle charging infrastructure.	City Council through Action	Short
cilities	FA6		City Administration	Medium

Category	Strategy ID	Strategy	Lead	Timeframe
amilies & Youth	FY1	Partner with the Recreation Commission to promote and coordinate more Hallowell-targeted summer programming options with local culture, environmental, and arts businesses and organizations.	Recreation Commission	Medium
milies & Youth	FY2	Provide City or private spaces for a dedicated community recreation center.	Recreation Commission	Medium
milies & Youth	FY3	Sponsor scholarships for youth to attend significant education events.	City Council through Committee	Long
scal	FI1	Explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies	City Administration	Short
uture Land Use	FL1	Evaluate the desired future land uses of the BB and BC zones	Planning Board	Short
uture Land Use	FL2	Rezone the Effie L. Barry Conservation Area to Open Space;	City Council through Action	Short
uture Land Use	FL3	Create an extended level of resource protection upstream from Cascade Pond to key tributaries along the Vaughan Watershed;	Planning Board	Short
uture Land Use	FL4	Ensure that all public open spaces that are intended to be permanent are zoned Open Space;	Planning Board	Short
listorical	HI1	Create local land use ordinances which require subdivision or non-residential developers to take appropriate measures to protect known historic archaeological sites and areas sensitive to prehistoric archeology.	Ordinance Rewrite Committee & Planning Board	Short
		Amendor adopt land use ordinances to require the planning board (or other designated review authority) to incorporate maps and information	Ordinance Rewrite Committee & Planning	
listorical	HI2	provided by the Maine Historic Preservation Commission into their review process.	Board	Short
listorical	ніз	Complete the survey of contributing and non-contributing buildings within and adjacent to the recognized City and Federal historic districts, review the Historic District ordinance and revise it as necessary to meet applicable preservation regulations and guidelines.	Ordinance Rewrite Committee	Short
listorical	HI4	Work with the local or county historical society and/or the Maine Historic Preservation Commission to assess the need for, and if necessary plan for, a comprehensive community survey of the community's historic and archaeological resources.	Board	Medium
lousing	H01	Create a plan on how to achieve at least 10% of new residential development built or placed during the next decade be affordable.	Ordinance Rewrite Committee & Planning Board Ordinance Rewrite Committee & Planning	Short
lousing	HO2			Short
lousing	НОЗ	Implement an ordinance to accommodate tiny houses, micro apartments, accessory dwelling units, manufactured housing and other forms of affordable housing subject to site suitability with appropriate guidelines to be developed.	Ordinance Rewrite Committee & Planning Board	Short
Marine	MA1	Promote the maintenance, development, and revitalization of our river and harbor for fishing, transportation, and recreation.	Recreation Commission	Medium
		Manage the marine environment and its related resources to preserve and improve the ecological integrity and diversity of marine communities and		
farine	MA2	habitats, and to enhance their economic and other values. Expand opportunities for outdoor recreation and encourage appropriate tourist activities and development along the Kennebec River.	City Administration	Medium
Aarine	MA3	Improve winter maintenance of sidewalks, crossings, ADA accessible parking spaces, and curb ramps. Prioritize clearing of sidewalks, ramps, and	Recreation Commission	Medium
Aobility	M01	crossings before the morning of the first school day after a snowstorm.	City Council through Committee	Short
Nobility	M02	Collaborate with regional and state partners to improve the Second Street to Sewall Street corridor connection to Augusta.	Bicycle/Pedestrian Advisory Committee	Short
lobility	M03	Create a long-term multimodal transportation plan and identify funding sources to improve Hallowell's transportation network.	City Administration	Medium
Nobility	MO4	Increase planning and funding for sidewalks, road crossings, and trails, with a focus on connectivity between neighborhoods, the two public schools, and recreational resources.	City Administration	Medium
Nobility	M05	Include sidewalk repairs, sidewalk installation, crosswalks, curb ramps, traffic calming, and non-motorized lanes as part of all road work plans, while working constructively with Maine DOT, regional partners, and community groups.	City Administration	Medium
Aobility	MO6	Change road design to calm and slow vehicle traffic in residential areas to make neighborhoods safer, healthier, more pleasant, and more prosperous.	City Administration	Medium
nobility		Complete the Kennebec River Rail Trail through town along the existing railroad corridor and allow for both access to and bypass of the downtown,	City Advantation	Medium
Nobility	M07	while also providing accommodations and signage on Water Street.	City Administration	
lobility	M07 M08	while also providing accommodations and signage on Water Street. Evaluate local transportation ordinances for compliance with state regulations and healthy land use.	Bicycle/Pedestrian Advisory Committee	Medium
				Medium Medium
lobility lobility lobility	MO8	Evaluate local transportation ordinances for compliance with state regulations and healthy land use. Make city parking resources multimodal by including improved signage and wayfinding, parking for cycles and other mobility aids, and electric vehicle	Bicycle/Pedestrian Advisory Committee	
lobility	M08 M09	Evaluate local transportation ordinances for compliance with state regulations and healthy land use. Make city parking resources multimodal by including improved signage and wayfinding, parking for cycles and other mobility aids, and electric vehicle charging stations. Distribute or make available information to those living in or near critical or important natural resources about current use tax programs and applicable	Bicycle/Pedestrian Advisory Committee	Medium
lobility lobility lobility atural/Agricultural	MO8 MO9 NA1	Evaluate local transportation ordinances for compliance with state regulations and healthy land use. Make city parking resources multimodal by including improved signage and wayfinding, parking for cycles and other mobility aids, and electric vehicle charging stations. 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, as well as potential ways to protect or enhance critical natural resources. Consult with the Maine Forest Service district forester when developing any land use regulations pertaining to forest management practices as	Bicycle/Pedestrian Advisory Committee City Administration City Council through Action Ordinance Rewrite Committee & Planning	Medium Short

Category	Strategy ID	Strategy	Lead	Timeframe
		Initiate and/or participate in interlocal and/or regional planning, management, and/or regulatory efforts around shared critical and important natural		
Natural/Agricultural	NA5	resources, including creation of an Open Space plan.	City Council through Committee	Medium
		Pursue public/private partnerships to protect critical and important natural resources and increase the acreage of conserved public lands, such as		
Natural/Agricultural	NA6	through purchase of land or easements from willing sellers.	City Council through Action	Long
		Identify appropriate properties, public or private, that are available or underutilized to increase indoor, public recreational activities on a year round		
Recreation	RE1	basis.	City Council through Action	Short
		Identify open space, rural farm, or other zoning with suitable or allowable public access. Promote appropriate arrangements and provide information		
Recreation	RE2	private land owners and public users.	Recreation Commission	Medium
		Increase the safe, recreational use of the Kennebec River and its waterfront for Hallowell residents and visitors by improving access for low-impact		
Recreation	RE3	uses.	Conservation Commission	Medium
		Conserve natural resources and preserve public uses at the Hallowell Recreation Area/City Forest (aka the Res) by working towards open space		
Recreation	RE4	zoning and if applicable, conservation easements, for the entire City-owned160 acres.	Recreation Commission	Medium
		Identify improvements and increase opportunities, which will increase public use, to existing recreational assets.		
Recreation	RE5		City Administration	Long
		Adopt or amend local land use ordinances as applicable to incorporate stormwater runoff performance standards.	Ordinance Rewrite Committee & Planning	
Water	WA1		Board	Short
		Consider amending local land use ordinances to incorporate low impact development standards, such as requiring households to connect to the wal		
Water	WA2	district when within a certain distance of the district pipe.	Board	Medium
		Partner with Chelsea to maintain, enact, or amend public wellhead and aquifer recharge area protection mechanisms as necessary.		
Water	WA3		City Administration	Medium
		Take actions to assess, restore, and protect Vaughan Brook Watershed, with a goal of removing it as a threatened watershed from the Maine		
Water	WA4	Department of Environmental Protection's Nonpoint Source Priority Watershed list.	Conservation Commission	Medium
		Develop a strategy to educate developers and builders about phosphorus runoff mitigation and to increase general awareness of NPS pollution in th		
Water	WA5	Vaughan Brook watershed and Kennebec River.	Conservation Commission	Medium
		Develop a mitigation program that can be used to reduce nonpoint source pollutant runoff from residential, agricultural, and commercial properties		
Water	WA6	and private and public roadways.	Conservation Commission	Medium

Category	Strategy ID	Strategy	Lead	Timefram
Arts & Culture	ON1	Continue support of the downtown music gig economy through social media, branding and best communication practices with supporting establishments.	Arts & Cultural Committee	Ongoing
Arts & Culture	ON2	Dedicate TIF funds annually to support the arts.	City Council	Ongoing
Climate	ON3	Regulate pesticide application by ordinance to ban most pesticide applications on residential lawns, gardens, parks, playgrounds, and athletic fields (with exceptions for public health issues).	City Council through Action	Ongoing
conomy	ON4	Balance residential, commercial, and agricultural development with preservation of water quality throughout the Vaughan Brook and Kennebec River watersheds.	r Bicycle/Pedestrian Advisory Committee	Ongoing
Economy	ON4	Ensure that the State Boat Launch meets the needs of City residents and benefits the downtown economy.	Ordinance Rewrite Committee & Planning Board	Ongoing
conomy	ON5	Participate in regional economic development planning efforts.	City Administration	Ongoing
acilities	ON6	Locate new public facilities comprising at least 75% of new municipal growth-related capital investments in designated growth areas.	City Administration	Ongoing
acilities	ON7	Collaborate with neighboring municipalities for utilities and common services where feasible.	City Administration	Ongoing
acilities	ON8	Adaptively reuse City-owned buildings as public departments are relocated, such as the Second Street Fire Station and current public works building.	City Council through Committee	Ongoing
Facilities	ON9	Regularly evaluate Hallowell's broadband infrastructure for accessibility and sufficiency, and work with regional, state and private partners to expand maintain and improve internet infrastructure to meet professional, educational and individual needs.	l, City Administration	Ongoing
Facilities	ON10	Develop and follow long-term capital improvement plans.	Ordinance Rewrite Committee & Planning Board	Ongoing
Families & Youth	ON11	Build safe pedestrian infrastructure for both the downtown and neighborhoods such as sidewalks and trails to schools and other public amenities.	Bicycle/Pedestrian Advisory Committee	Ongoing
Families & Youth	ON12	Create a consistent line of communication between municipal leaders, parents, and school officials to address local educational requests.	City Administration	Ongoing
Fiscal	ON13	Create a Capital Investment Plan	City Administration	Ongoing
Housing	ON14	Work with, create incentives and support partnerships, including housing coalitions, state and federal partners to fulfill diverse, affordable and workforce housing needs regardless of age and ability.	City Council & City Administration	Ongoing
Marine	ON15	Monitor the impacts of sea-level rise on the Kennebec River and the shoreline in Hallowell and develop mitigation plans and regulatory responses as needed.	S City Council through Committee	Ongoing
Marine	ON16	Support shoreline management that gives preference to water-dependent uses over other uses, that promotes public access to the shoreline, and that considers the cumulative effects of development on coastal resources.	City Administration	Ongoing
Marine	ON17	Discourage growth and new development in areas where storms, flooding, landslides, or sea-level rise pose hazards to human health and safety.	City Administration	Ongoing
Marine	ON18	Cooperate with the State and with neighboring municipalities in the management of marine resources.	City Administration	Ongoing
Marine	ON19	Protect and manage critical habitat and significant natural areas and maintain the scenic beauty and character of the river even in areas where development occurs.	City Administration	Ongoing
Marine	ON20	Maintain and if needed improve harbor management and facilities and provide sufficient funding for the harbormaster and/or harbor commission. SST5E(5)	City Administration	Ongoing
Marine	ON21	Protect, maintain, and where warranted, improve physical and visual public access to the community's marine resources for all appropriate uses including fishing, recreation, and tourism, especially along public ways and in public parks.	City Administration	Ongoing
Marine	ON22	Encourage owners of marine businesses and industries to participate in clean marina/boatyard programs.	City Administration	Ongoing
Mobility	ON23	norming designated nounes for cyclists and pedestrians to traver norm downlown mough ward 5 (west or the interstate), and make improvements along the routes (e.g., sidewalks, paths, bike lanes, or paved shoulders). One example would be a loop connecting outer Central Street and outer Litchfield People's Second Street (CST 1054)	City Administration	Ongoing
Natural/Agricultural	ON24	Ensure that land use ordinances are consistent with applicable state law regarding critical natural resources.	Ordinance Rewrite Committee & Planning Board	Ongoing
Natural/Agricultural	ON25	Designate critical natural resources as Critical Resource Areas in the Future Land Use Plan.	Conservation Commission	Ongoing
Natural/Agricultural	ON26	Through local land use ordinances, require subdivision or non-residential property developers to look for and identify critical natural resources that may be on site and to take appropriate measures to protect those resources.	Ordinance Rewrite Committee & Planning Board	Ongoing
Natural/Agricultural	ON27	Through local land use ordinances, require the Planning Board to include as part of the review process consideration of pertinent Building with Habitat maps and information regarding critical natural resources.	Ordinance Rewrite Committee & Planning Board	Ongoing
Natural/Agricultural	ON28	Increase connectivity and continuity of open space to reduce habitat fragmentation.	Conservation Commission	Ongoing
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Category	Strategy ID	Strategy	Lead	Timeframe
Natural/Agricultural	ON29	Compare the City's ordinances for natural resource protection practices and standards for construction and maintenance of public roads and properties to those of the most current Department of Transportation Best Management Practices for Erosion and Sedimentation Control.	City Administration	Ongoing
Natural/Agricultural	ON30	Consult with Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices.	City Council through Committee	Ongoing
Natural/Agricultural	ON31	Amend land use ordinances requiring commercial or subdivision development in critical rural areas. Maintain areas with prime farmland soils as open space to the greatest extent practicable.	Conservation Commission	Ongoing
Natural/Agricultural	ON32	Limit non-residential development in critical rural areas to natural resource-based businesses and services, nature tourism or outdoor recreation businesses, farmers' markets, and home occupations.	Conservation Commission	Ongoing
Vatural/Agricultural	ON33	Permit land use activities that support productive agriculture operations, such as roadside stands, greenhouses, and pick-your-own operations.	City Council through Action	Ongoing
Natural/Agricultural	ON34	Include agriculture or commercial forestry operations, and land conservation that supports them, in local or regional economic development plans.	City Council through Action	Ongoing
Vatural/Agricultural	ON35	Protect active or potential agricultural land while balancing a need for development, such as housing or solar energy.	City Council through Action	Ongoing
Natural/Agricultural	ON36	Maintain, connect, expand, and invest in more open space.	City Council through Action	Ongoing
Natural/Agricultural	ON37	Create a Forestry Management Plan for the City Forest and a Tree City USA standards management plan for the City's shade trees, including replacement planning of lost trees due to disease or weather events.	Conservation Commission	Ongoing
Natural/Agricultural	ON38	Encourage owners of productive farm and forest land to enroll in the current use taxation programs, and support private land owners to protect and ON38 preserve open spaces.		Ongoing
Recreation	ON39	Collaborate with regional partners to inventory, promote, and educate residents on regional recreational assets and opportunities via partnerships, financial support, and marketing, as appropriate.	Conservation Commission	Ongoing
Recreation	ON40	Collaborate with the State Department of Inland Fisheries and Wildlife and the Manchester Conservation Commission to ensure and encourage sustainable use of Jamies Pond Wildlife Management Area while advocating for appropriate recreational uses.	Conservation Commission	Ongoing
Recreation	ON50	Connect existing recreational trail networks to each other and to neighborhoods through open space corridors or safe public transportation routes.	Bicycle/Pedestrian Advisory Committee	Ongoing
Recreation	ON51	Sustain and create new recreational activities, contact and encourage neighborhoods, civic organizations, and businesses to sponsor recreational assets, initiate programming, and take responsibility for oversight, maintenance, and signage.	Conservation Commission	Ongoing
Recreation	ON52	Direct the Recreation Commission to manage, budget, and coordinate all ages recreational activities per existing ordinance.	Recreation Commission	Ongoing
Recreation	ON53	Reevaluate Kennebec River Rail Trail options though downtown Hallowell to improve access, signage, and safety for users.	Recreation Commission	Ongoing
Recreation	ON54	Review parking areas, parking fees, restroom facilities, and use fees associated with the Hallowell Recreational Area for residents and non-residents to support year-round recreational use, especially in support of expanding inter-community trail networks.	S Conservation Commission	Ongoing
Vater	ON55	Adopt water quality protection practices and standards for construction and maintenance of public and private roads and public properties and require their implementation by contractors, owners, and community officials and employees.	Ordinance Rewrite Committee & Planning Board	Ongoing
Vater	ON56	Participate in local and regional efforts to monitor, protect, and where warranted, improve water quality.	Conservation Commission	Ongoing
Vater	ON57	Provide education materials at appropriate locations regarding aquatic invasive species.	Conservation Commission	Ongoing
		Engage with Chelsea town management to protect the area around Hallowell's water supply and plan to provide backup sources when needed.		2 0

IMPLEMENTATION PLAN SORTED BY LEAD PARTY

Category	Strategy ID	Strategy	Lead	Timeframe
Arts & Culture	AC1	Encourage collaboration and enrichment programming between local schools and Hallowell's arts & cultural organizations.	Arts & Cultural Committee	Short
rts & Culture	AC2	Identify and invest in existing performances spaces within the City and encourage collaborative use for cultural events.	Arts & Cultural Committee	Short
rts & Culture	AC3	Continue support of cultural non-profits like The Hubbard Free Library, Gaslight Theater and the Harlow gallery.	Arts & Cultural Committee	Short
rts & Culture	AC4	Conduct a creative economy impact study of the nonprofit arts and culture industry/develop an arts and culture plan for the City and create strategies for marketing the City as an "arts destination".	ure industry/develop an arts and culture plan for the City and create strategies Arts & Cultural Committee	
rts & Culture	AC5	Encourage and facilitate arts events where diverse and emerging artists of all ages may be seen and heard outside of the bar scene.	Arts & Cultural Committee	Medium
rts & Culture	AC7	Implement a public art policy and conduct an inventory of all City-owned spaces and buildings for the potential placement of public art.	Arts & Cultural Committee	Long
obility	MO2	Collaborate with regional and state partners to improve the Second Street to Sewall Street corridor connection to Augusta.	Bicycle/Pedestrian Advisory Committee	Short
lobility	MO8	Evaluate local transportation ordinances for compliance with state regulations and healthy land use.	Bicycle/Pedestrian Advisory Committee	Medium
conomy	EC3	Increase economic uses of the waterfront and the Kennebec River.	City Administration	Short
conomy	EC5	Increase connectivity of the downtown to other commercial development by highway and residential neighborhoods in ways that don't require a car.	City Administration	Short
conomy	EC9	Establish Hallowell as a leading center for remote work by, among other initiatives, exploring ways to expand highspeed broadband (as defined by Maine's Connectivity Authority) Citywide, and provide public internet access downtown.	City Administration	Medium
acilities	FA2	Encourage local sewer and water districts to coordinate planned service extensions with the Future Land Use Plan.	City Administration	Short
acilities	FA3	Evaluate demand for Public Works services in relation to staffing capacity and other resources and relocate Public Works and Police Department operations to facilities that can accommodate current and future needs.	City Administration	Short
acilities	FA4	Create an inventory of and evaluate existing stormwater systems for efficiency and necessary improvements.	City Administration	Short
acilities	FA6	Work with regional, state and private partners to install and provide public electric vehicle charging infrastructure.	City Administration	Medium
iscal	FI1	Explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies	City Administration	Short
Aarine	MA2	Manage the marine environment and its related resources to preserve and improve the ecological integrity and diversity of marine communities and habitats, and to enhance their economic and other values.	City Administration	Medium
lobility	M03	Create a long-term multimodal transportation plan and identify funding sources to improve Hallowell's transportation network.	City Administration	Medium
Aobility	M04	Increase planning and funding for sidewalks, road crossings, and trails, with a focus on connectivity between neighborhoods, the two public schools, and recreational resources.	City Administration	Medium
lobility	M05	Include sidewalk repairs, sidewalk installation, crosswalks, curb ramps, traffic calming, and non-motorized lanes as part of all road work plans, while working constructively with Maine DOT, regional partners, and community groups.	City Administration	Medium
lobility	M06	Change road design to calm and slow vehicle traffic in residential areas to make neighborhoods safer, healthier, more pleasant, and more prosperous	•	Medium
Aobility	M07	Complete the Kennebec River Rail Trail through town along the existing railroad corridor and allow for both access to and bypass of the downtown, while also providing accommodations and signage on Water Street.	City Administration	Medium
Aobility	M09	Make city parking resources multimodal by including improved signage and wayfinding, parking for cycles and other mobility aids, and electric vehicl charging stations.		Medium
ecreation	RE5	Identify improvements and increase opportunities, which will increase public use, to existing recreational assets.	City Administration	Long
Vater	WA3	Partner with Chelsea to maintain, enact, or amend public wellhead and aquifer recharge area protection mechanisms as necessary.		Medium
		Collaborate with the cities of Augusta and Gardiner as they revitalize their Main Streets to create an "Kennebec arts corridor".	City Administration	
rts & Culture	AC4 EC13	Explore construction of a park at Central & Water Streets.	City Council through Action	Short
conomy		Regularly evaluate need for, and ability to reuse or sell, the City's assets.	City Council through Action	Medium
acilities	FA5	Rezone the Effie L. Barry Conservation Area to Open Space;	City Council through Action	Short
uture Land Use	FL2	Distribute or make available information to those living in or near critical or important natural resources about current use tax programs and applicable		Short
latural/Agricultural	NA1	local, state, or federal regulations, as well as potential ways to protect or enhance critical natural resources. Pursue public/private partnerships to protect critical and important natural resources and increase the acreage of conserved public lands, such as	City Council through Action	Short
atural/Agricultural	NA6	through purchase of land or easements from willing sellers.	City Council through Action	Long

	Strategy ID	Strategy	Lead	Timeframe
lecreation	RE1	Identify appropriate properties, public or private, that are available or underutilized to increase indoor, public recreational activities on a year round basis.	City Council through Action	Short
imate	CL1	Create a Hallowell Climate Resilience Committee, or add this responsibility to another Committee's charge, to plan for sea level rise, extreme weather events, and associated public health threats.	City Council through Committee	Short
limate	CL2	Create a plan to achieve net-zero carbon emissions by 2045	City Council through Committee	Short
conomy	EC12	Investigate future infrastructure and economic impacts of climate change to the downtown historic district.	City Council through Committee	Medium
acilities	FA1	Identify any capital improvements needed to maintain or upgrade public services to accommodate the community's anticipated growth and changing demographics, including exploring green energy options and energy upgrades for City buildings.	City Council through Committee	Short
amilies & Youth	FY3	Sponsor scholarships for youth to attend significant education events.	City Council through Committee	Long
lobility	M01	Improve winter maintenance of sidewalks, crossings, ADA accessible parking spaces, and curb ramps. Prioritize clearing of sidewalks, ramps, and crossings before the morning of the first school day after a snowstorm.	City Council through Committee	Short
latural/Agricultural	NA5	Initiate and/or participate in interlocal and/or regional planning, management, and/or regulatory efforts around shared critical and important natural resources, including creation of an Open Space plan.	City Council through Committee	Medium
limate	CL3	Provide educational materials to residents regarding the importance of utilizing phosphorous-free natural fertilizers on lawns and plantings including information regarding pesticide use guidelines and alternatives.	Conservation Commission	Short
ecreation	RE3	Increase the safe, recreational use of the Kennebec River and its waterfront for Hallowell residents and visitors by improving access for low-impact uses.	Conservation Commission	Medium
Vater	WA4	Take actions to assess, restore, and protect Vaughan Brook Watershed, with a goal of removing it as a threatened watershed from the Maine Department of Environmental Protection's Nonpoint Source Priority Watershed list.	Conservation Commission	Medium
Vater	WA5	Develop a strategy to educate developers and builders about phosphorus runoff mitigation and to increase general awareness of NPS pollution in the Vaughan Brook watershed and Kennebec River.	Conservation Commission	Medium
Vater	WA6	Develop a mitigation program that can be used to reduce nonpoint source pollutant runoff from residential, agricultural, and commercial properties and private and public roadways.	Conservation Commission	Medium
listorical	HI3	Complete the survey of contributing and non-contributing buildings within and adjacent to the recognized City and Federal historic districts, review the Historic District ordinance and revise it as necessary to meet applicable preservation regulations and guidelines.	Ordinance Rewrite Committee	Short
rts & Culture	AC6	Encourage development of live-work housing suitable for artists and musicians.	Ordinance Rewrite Committee & Planning Board	Medium
conomy	EC2	Match City preservation goals with economic and cultural development goals.	Ordinance Rewrite Committee & Planning Board	Short
conomy	EC6	Support Vision Hallowell in its capacity as Hallowell's Maine Downtown Affiliate organization in representing and promoting the City and to leverage benefits of participating in Maine Development Foundation's Main Street Maine program.	Ordinance Rewrite Committee & Planning Board	Short
conomy	EC7	Develop and maintain a dymanic City website to encourage community access, enhance search capabilities and support information sharing; with a plan for regular maintenance, upgrades and staff training.	Ordinance Rewrite Committee & Planning Board	Short
conomy	EC10	Explore tools to help existing businesses remain in Hallowell.	Ordinance Rewrite Committee & Planning Board	Medium
conomy	EC14	Identify areas for solar development.	Ordinance Rewrite Committee & Planning Board	Medium
listorical	HI1	Create local land use ordinances which require subdivision or non-residential developers to take appropriate measures to protect known historic archaeological sites and areas sensitive to prehistoric archeology.	Ordinance Rewrite Committee & Planning Board	Short
listorical	HI2	Amend or adopt land use ordinances to require the planning board (or other designated review authority) to incorporate maps and information provided by the Maine Historic Preservation Commission into their review process.	Ordinance Rewrite Committee & Planning Board	Short
listorical	HI4	Work with the local or county historical society and/or the Maine Historic Preservation Commission to assess the need for, and if necessary plan for, a comprehensive community survey of the community's historic and archaeological resources.		Medium
lousing	HO1	Create a plan on how to achieve at least 10% of new residential development built or placed during the next decade be affordable.	Ordinance Rewrite Committee & Planning Board	Short
lousing	HO2	Evaluate City ordinances and development processes for improvements which can create incentives, expedite housing development, increase development, facilitate adaptive reuse and infill development, and encourage development of affordable/workforce housing.	Ordinance Rewrite Committee & Planning Board	Short
ousing	НОЗ	Implement an ordinance to accommodate tiny houses, micro apartments, accessory dwelling units, manufactured housing and other forms of affordable housing subject to site suitability with appropriate guidelines to be developed.	Ordinance Rewrite Committee & Planning Board	Short
latural/Agricultural	NA2	Consult with the Maine Forest Service district forester when developing any land use regulations pertaining to forest management practices as required by 12 M.R.S.A. §8869.	Ordinance Rewrite Committee & Planning Board	Short
atural/Agricultural	NA3	Designate 100% of revenue from any timber harvesting on City-owned land to be utilized for open-space acquisition, conservation, or enhancement.	Ordinance Rewrite Committee & Planning Board	Short
	NA4	Promote conservation or agricultural easements or other means of permanent protection of natural areas.	Ordinance Rewrite Committee & Planning Board	Short
atural/Agricultural	19737		Ordinance Rewrite Committee & Planning	51011
latural/Agricultural Vater	WA1	Adopt or amend local land use ordinances as applicable to incorporate stormwater runoff performance standards.	Board	Short

Category	Strategy ID	Strategy	Lead	Timeframe
		Determine ways to allow for adaptive reuse of underutilized historic buildings to develop a strategy and long-term implementation plan for completion	ı	
Economy	EC1	of historic renovation projects, including addressing historic buildings downtown that are or will be approaching end of life.	Planning Board	Short
Economy	EC4	Explore zoning and related tools to grow the downtown and encourage sustainable growth into the North and South gateways of downtown Hallowel and Second Street.	Planning Board	Short
· ·		Create an economic development plan that recognizes gaps, evaluates Business District zoning (particularly Business C), and supports all existing,		
Economy	EC8	new, and desired business, including home businesses, based on a new vision.	Planning Board	Medium
		Create a Front Street redevelopment strategy on how best to improve community and public access (including the KRRT), utilize the riverfront, upda	ite	
Economy	EC11	and bury utility infrastructure, and support downtown growth.	Planning Board	Medium
Future Land Use	FL1	Evaluate the desired future land uses of the BB and BC zones	Planning Board	Short
Future Land Use	FL3	Create an extended level of resource protection upstream from Cascade Pond to key tributaries along the Vaughan Watershed;	Planning Board	Short
Future Land Use	FL4	Ensure that all public open spaces that are intended to be permanent are zoned Open Space;	Planning Board	Short
		Partner with the Recreation Commission to promote and coordinate more Hallowell-targeted summer programming options with local culture,		
Families & Youth	FY1	environmental, and arts businesses and organizations.	Recreation Commission	Medium
Families & Youth	FY2	Provide City or private spaces for a dedicated community recreation center.	Recreation Commission	Medium
Marine	MA1	Promote the maintenance, development, and revitalization of our river and harbor for fishing, transportation, and recreation.	Recreation Commission	Medium
Marine	MA3	Expand opportunities for outdoor recreation and encourage appropriate tourist activities and development along the Kennebec River.	Recreation Commission	Medium
		Identify open space, rural farm, or other zoning with suitable or allowable public access. Promote appropriate arrangements and provide information	to	
Recreation	RE2	private land owners and public users.	Recreation Commission	Medium
Recreation	RE4	Conserve natural resources and preserve public uses at the Hallowell Recreation Area/City Forest (aka the Res) by working towards open space zoning and if applicable, conservation easements, for the entire City-owned160 acres.	Recreation Commission	Medium

Category	Strategy ID	Strategy	Lead	Timeframe
Arts & Culture	ON1	Continue support of the downtown music gig economy through social media, branding and best communication practices with supporting establishments.	Arts & Cultural Committee	Ongoing
conomy	ON4	Balance residential, commercial, and agricultural development with preservation of water quality throughout the Vaughan Brook and Kennebec Rive watersheds.	r Bicycle/Pedestrian Advisory Committee	Ongoing
amilies & Youth	ON11	Build safe pedestrian infrastructure for both the downtown and neighborhoods such as sidewalks and trails to schools and other public amenities.	Bicycle/Pedestrian Advisory Committee	Ongoing
ecreation	ON50	Connect existing recreational trail networks to each other and to neighborhoods through open space corridors or safe public transportation routes.	Bicycle/Pedestrian Advisory Committee	Ongoing
conomy	ON5	Participate in regional economic development planning efforts.	City Administration	Ongoing
acilities	ON6	Locate new public facilities comprising at least 75% of new municipal growth-related capital investments in designated growth areas.	City Administration	Ongoing
acilities	ON7	Collaborate with neighboring municipalities for utilities and common services where feasible.	City Administration	Ongoing
acilities	ON9	Regularly evaluate Hallowell's broadband infrastructure for accessibility and sufficiency, and work with regional, state and private partners to expand maintain and improve internet infrastructure to meet professional, educational and individual needs.	l, City Administration	Ongoing
amilies & Youth	ON12	Create a consistent line of communication between municipal leaders, parents, and school officials to address local educational requests.	City Administration	Ongoing
iscal	ON13	Create a Capital Investment Plan	City Administration	Ongoing
<i>N</i> arine	ON16	Support shoreline management that gives preference to water-dependent uses over other uses, that promotes public access to the shoreline, and that considers the cumulative effects of development on coastal resources.	City Administration	Ongoing
1arine	ON17	Discourage growth and new development in areas where storms, flooding, landslides, or sea-level rise pose hazards to human health and safety.	City Administration	Ongoing
larine	ON18	Cooperate with the State and with neighboring municipalities in the management of marine resources.	City Administration	Ongoing
larine	ON19	Protect and manage critical habitat and significant natural areas and maintain the scenic beauty and character of the river even in areas where development occurs.	City Administration	Ongoing
Narine	ON20	Maintain and if needed improve harbor management and facilities and provide sufficient funding for the harbormaster and/or harbor commission. SST5E(5)	City Administration	Ongoing
farine	ON21	Protect, maintain, and where warranted, improve physical and visual public access to the community's marine resources for all appropriate uses including fishing, recreation, and tourism, especially along public ways and in public parks.	City Administration	Ongoing
larine	ON22	Encourage owners of marine businesses and industries to participate in clean marina/boatyard programs.	City Administration	Ongoing
lobility	ON23	along the routes (e.g., sidewalks, paths, bike lanes, or paved shoulders). One example would be a loop connecting outer Central Street and outer Litchfield Pead to Second Street. (SST 10E4)	City Administration	Ongoing
latural/Agricultural	ON29	Compare the City's ordinances for natural resource protection practices and standards for construction and maintenance of public roads and properties to those of the most current Department of Transportation Best Management Practices for Erosion and Sedimentation Control.	City Administration	Ongoing
Vater	ON58	Engage with Chelsea town management to protect the area around Hallowell's water supply and plan to provide backup sources when needed.	City Administration	Ongoing
rts & Culture	ON2	Dedicate TIF funds annually to support the arts.	City Council	Ongoing
ousing	ON14	Work with, create incentives and support partnerships, including housing coalitions, state and federal partners to fulfill diverse, affordable and workforce housing needs regardless of age and ability.	City Council & City Administration	Ongoing
limate	ON3	Regulate pesticide application by ordinance to ban most pesticide applications on residential lawns, gardens, parks, playgrounds, and athletic fields (with exceptions for public health issues).	City Council through Action	Ongoing
latural/Agricultural	ON33	Permit land use activities that support productive agriculture operations, such as roadside stands, greenhouses, and pick-your-own operations.	City Council through Action	Ongoing
latural/Agricultural	ON34	Include agriculture or commercial forestry operations, and land conservation that supports them, in local or regional economic development plans.	City Council through Action	Ongoing
latural/Agricultural	ON35	Protect active or potential agricultural land while balancing a need for development, such as housing or solar energy.	City Council through Action	Ongoing
latural/Agricultural	ON36	Maintain, connect, expand, and invest in more open space.	City Council through Action	Ongoing
acilities	ON8	Adaptively reuse City-owned buildings as public departments are relocated, such as the Second Street Fire Station and current public works building.	City Council through Committee	Ongoing
		Monitor the impacts of sea-level rise on the Kennebec River and the shoreline in Hallowell and develop mitigation plans and regulatory responses as	3	

atural/Agricultural			Lead	Timeframe
	ON30	Consult with Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices.	City Council through Committee	Ongoing
latural/Agricultural	ON25	Designate critical natural resources as Critical Resource Areas in the Future Land Use Plan.	Conservation Commission	Ongoing
latural/Agricultural	ON28	Increase connectivity and continuity of open space to reduce habitat fragmentation.	Conservation Commission	Ongoing
latural/Agricultural	ON31	Amend land use ordinances requiring commercial or subdivision development in critical rural areas. Maintain areas with prime farmland soils as open space to the greatest extent practicable.	Conservation Commission	Ongoing
atural/Agricultural	ON32	Limit non-residential development in critical rural areas to natural resource-based businesses and services, nature tourism or outdoor recreation businesses, farmers' markets, and home occupations.	Conservation Commission	Ongoing
atural/Agricultural	ON37	Create a Forestry Management Plan for the City Forest and a Tree City USA standards management plan for the City's shade trees, including replacement planning of lost trees due to disease or weather events.	Conservation Commission	Ongoing
ecreation	ON39	Collaborate with regional partners to inventory, promote, and educate residents on regional recreational assets and opportunities via partnerships, financial support, and marketing, as appropriate.	Conservation Commission	Ongoing
ecreation	ON40	Collaborate with the State Department of Inland Fisheries and Wildlife and the Manchester Conservation Commission to ensure and encourage sustainable use of Jamies Pond Wildlife Management Area while advocating for appropriate recreational uses.	Conservation Commission	Ongoing
ecreation	ON51	Sustain and create new recreational activities, contact and encourage neighborhoods, civic organizations, and businesses to sponsor recreational assets, initiate programming, and take responsibility for oversight, maintenance, and signage.	Conservation Commission	Ongoing
ecreation	ON54	Review parking areas, parking fees, restroom facilities, and use fees associated with the Hallowell Recreational Area for residents and non-residents to support year-round recreational use, especially in support of expanding inter-community trail networks.	S Conservation Commission	Ongoing
Vater	ON56	Participate in local and regional efforts to monitor, protect, and where warranted, improve water quality.	Conservation Commission	Ongoing
Vater	ON57	Provide education materials at appropriate locations regarding aquatic invasive species.	Conservation Commission	Ongoing
conomy	ON4	Ensure that the State Boat Launch meets the needs of City residents and benefits the downtown economy.	Ordinance Rewrite Committee & Planning Board	Ongoing
acilities	ON10	Develop and follow long-term capital improvement plans.	Ordinance Rewrite Committee & Planning Board	Ongoing
atural/Agricultural	ON24	Ensure that land use ordinances are consistent with applicable state law regarding critical natural resources.	Ordinance Rewrite Committee & Planning Board	Ongoing
latural/Agricultural	ON26	Through local land use ordinances, require subdivision or non-residential property developers to look for and identify critical natural resources that may be on site and to take appropriate measures to protect those resources.	Ordinance Rewrite Committee & Planning Board	Ongoing
latural/Agricultural	ON27	Through local land use ordinances, require the Planning Board to include as part of the review process consideration of pertinent Building with Habitat maps and information regarding critical natural resources.	Ordinance Rewrite Committee & Planning Board	Ongoing
latural/Agricultural	ON27	Encourage owners of productive farm and forest land to enroll in the current use taxation programs, and support private land owners to protect and preserve open spaces.	Ordinance Rewrite Committee & Planning Board	Ongoing
Vater	ON55	Adopt water quality protection practices and standards for construction and maintenance of public and private roads and public properties and require their implementation by contractors, owners, and community officials and employees.	Ordinance Rewrite Committee & Planning Board	Ongoing
		Direct the Recreation Commission to manage, budget, and coordinate all ages recreational activities per existing ordinance.		
ecreation	ON52 ON53	Reevaluate Kennebec River Rail Trail options though downtown Hallowell to improve access, signage, and safety for users.	Recreation Commission	Ongoing

HALLOWELL COMPREHENSIVE PLAN

APPENDIX 3 STATE CHECKLIST

CITY OF HALLOWELL, MAINE

PREPARED FOR THE CITY OF HALLOWELL BY LEVINE PLANNING STRATEGIES, LLC MARCH 2022



APPENDIX 3 STATE CHECKLIST

Optional Self-Assessment Checklist

This checklist was developed to ease the preparation of comprehensive plans. Its contents are taken directly from the Comprehensive Plan Review Criteria Rule (07 105 Chapter 208). There are <u>no</u> requirements to submit this checklist for review as it is intended only for the plan preparers.

Required Element	\checkmark	Page
Vision Statement that summarizes the community's desired future community		
character in terms of economic development, natural and cultural resource		
conservation, transportation systems, land use patterns and its role in the region.	✓	22-23
Public Participation Summary of the public participation process used by the planning committee in developing the plan pursuant to 30-A M.R.S.A. §4324. The summary must indicate how information gathered during the public process was used to guide the plan's vision statement, analyses, policies and strategies.	✓	8-13
		0-15
Regional Coordination Program summarizing regional coordination efforts to manage shared resources and facilities, including but not limited to lakes, rivers, aquifers, and transportation facilities. The plan must identify any shared resources and facilities, describe any conflicts with neighboring communities' policies and strategies pertaining to shared resources and facilities and describe what approaches the community will take to coordinate management of shared resources and facilities. In addition, the plan must include a summary of regional coordination efforts from all applicable topic	✓	
areas.	v	84-87
Plan Implementation section that prioritizes how implementation strategies will be carried out, pursuant to 30-A MRSA §4326(3). The plan must identify the responsible party and anticipated timeline for each strategy in the plan.	~	90-93 & Appendix 2
Evaluation measures that describe how the community will periodically (at least every five years) evaluate the following: A. The degree to which future land use plan strategies have been implemented; B. Percent of municipal growth-related capital investments in growth areas; C. Location and amount of new development in relation to community's designated growth areas, rural areas, and transition areas (if applicable) D. Amount of critical natural resource, critical rural, and critical waterfront areas protected through acquisition, easements, or other measures.	~	94
Future Land Use Plan that meets the requirements of Section 4 of Chapter 208. This		
section will be the focus of the Office's review for consistency with the Act.	\checkmark	24-27
Comments:		

Historic and Archaeological Resources	\checkmark	Page
Analyses		
Are historic patterns of settlement still evident in the community?	\checkmark	History Appendix, 1-5, 12
What protective measures currently exist for historic and archaeological resources and		
are they effective?	\checkmark	History Appendix, 8-11
Do local site plan and/or subdivision regulations require applicants proposing		
development in areas that may contain historic or archaeological resources to conduct		
a survey for such resources?	✓	History Appendix, 10-11
Have significant historic resources fallen into disrepair, and are there ways the		History Appendix, 5-8; Public Facilities
community can provide incentives to preserve their value as an historical resource?	\checkmark	Appendix, 7.
Condition and Trends		
The community's Comprehensive Planning Historic Preservation Data Set prepared		
and provided to the community by the Historic Preservation Commission, and the		
Office, or their designees.	\checkmark	History Appendix, 5-7

Required Element	\checkmark	Page
An outline of the community's history, including a brief description of historic		
settlement patterns and events contributing to the development and character of the		
community and its surroundings.	\checkmark	History Appendix, 1-5; Plan, 4
An inventory of the location, condition, and use of any historical or archaeological		
resource that is of local importance.	\checkmark	History Appendix, 5-7
A brief description of threats to local historic resource and to those of state and		
national significance as identified by the Maine Historic Preservation Commission.	\checkmark	History Appendix, 5-7
Policies		
Protect to the greatest extent practicable the significant historic and archaeological		
resources in the community.	\checkmark	77
Strategies		
For known historic archeological sites and areas sensitive to prehistoric archeology,		
through local land use ordinances require subdivision or non-residential developers to		
take appropriate measures to protect those resources, including but not limited to,		
modification of the proposed site design, construction timing, and/or extent of		
excavation.	\checkmark	77
Adopt or amend land use ordinances to require the planning board (or other		
designated review authority) to incorporate maps and information provided by the		
Maine Historic Preservation Commission into their review process.	\checkmark	77
Work with the local or county historical society and/or the Maine Historic Preservation		
Commission to assess the need for, and if necessary plan for, a comprehensive	,	
community survey of the community's historic and archaeological resources.	\checkmark	77
Comments:		

Water Resources	\checkmark	Page
Analyses		y
Are there point sources (direct discharges) of pollution in the community? If so, is the community taking steps to eliminate them?	\checkmark	Water Resources Appendix, 10-11
Are there non-point sources of pollution? If so, is the community taking steps to eliminate them?	\checkmark	Water Resources Appendix, 10-11
How are groundwater and surface water supplies and their recharge areas protected?	\checkmark	Water Resources Appendix, 14
Do public works crews and contractors use best management practices to protect water resources in their daily operations (e.g. salt/sand pile maintenance, culvert replacement street sweeping, public works garage operations)?	✓	Mobility, 12
Are there opportunities to partner with local or regional advocacy groups that promote water resource protection?	\checkmark	Water Resources Appendix, 13
Condition and Trends		
The community's Comprehensive Planning Water Resources Data Set prepared and provided to the community by the Department of Inland Fisheries and Wildlife, the Department of Environmental Protection and the Office, or their designees.	✓	Water Resources Appendix, 2-10
A description of each great pond, river, surface drinking water supply, and other water bodies of local interest including: a. ecological value; b. threate to water quality or quantity.		
b. threats to water quality or quantity;c. documented water quality and/or invasive species problems.	\checkmark	Water Resources Appendix, 3-4, 7
A summary of past and present activities to monitor, assess, and/or improve water quality, mitigate sources of pollution, and control or prevent the spread of invasive species.	~	Water Resources Appendix, 10-11
A description of the location and nature of significant threats to aquifer drinking water supplies.	~	Public Facilities Appendix, 1-4

Required Element	\checkmark	Page
A summary of existing lake, pond, river, stream, and drinking water protection and		
preservation measures, including local ordinances.	\checkmark	Water Resources Appendix, 11-12; 14
Policies		
To protect current and potential drinking water sources.	√	69
To protect significant surface water resources from pollution and improve water		
quality where needed.	\checkmark	69
To protect water resources in growth areas while promoting more intensive		
development in those areas.	\checkmark	69
To minimize pollution discharges through the upgrade of existing public sewer systems		
and wastewater treatment facilities.	\checkmark	69
To cooperate with neighboring communities and regional/local advocacy groups to		
protect water resources.	\checkmark	69
Strategies		•
Adopt or amend local land use ordinances as applicable to incorporate stormwater		
runoff performance standards consistent with:		
a. Maine Stormwater Management Law and Maine Stormwater regulations (Title 38		
M.R.S.A. §420-D and 06-096 CMR 500 and 502).		
b. Maine Department of Environmental Protection's allocations for allowable levels of		
phosphorus in lake/pond watersheds.		
c. Maine Pollution Discharge Elimination System Stormwater Program	\checkmark	69
Consider amending local land use ordinances, as applicable, to incorporate low impact		
development standards.	\checkmark	69
Where applicable, develop an urban impaired stream watershed management or		
mitigation plan that will promote continued development or redevelopment without		
further stream degradation.	\checkmark	69-70
Maintain, enact or amend public wellhead and aquifer recharge area protection	,	
mechanisms, as necessary.	\checkmark	69
Encourage landowners to protect water quality. Provide local contact information at		
the municipal office 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	\checkmark	
Woodlot Association of Maine.	v	69
Adopt water quality protection practices and standards for construction and		
Adopt water quality protection practices and standards for construction and maintenance of public and private roads and public properties and require their		
	\checkmark	69
implementation by contractors, owners, and community officials and employees.	•	
Participate in local and regional efforts to monitor, protect and, where warranted, improve water quality.	\checkmark	69
Provide educational materials at appropriate locations regarding aquatic invasive		
species.	\checkmark	69-70
Comments:		03-70
comments.		

Natural Resources	✓	Page
Analyses		
Are any of the community's critical natural resources threatened by development,		
overuse, or other activities?	\checkmark	Land Resources Appendix, 13-17
Are local shoreland zone standards consistent with state guidelines and with the standards placed on adjacent shorelands in neighboring communities?	✓	Land Resources Appendix, 16
What regulatory and non-regulatory measures has the community taken or can the community take to protect critical natural resources and important natural resources?	~	Land Resources Appendix, 16-18
Is there current regional cooperation or planning underway to protect shared critical natural resources? Are there opportunities to partner with local or regional groups?	~	Land Resources Appendix, 18
Condition and Trends		

Required Element	\checkmark	Page
	•	Faye
The community's Comprehensive Planning Natural Resources Data Set propaged and		
The community's Comprehensive Planning Natural Resources Data Set prepared and		
provided to the community by the Department of Inland Fisheries and Wildlife,	\checkmark	Land Descurress Annordiy 2.14
Department of Environmental Protection and the Office, or their designees.	•	Land Resources Appendix, 2-14
A map or description of scenic areas and scenic views of local importance, and regional	\checkmark	
or statewide importance, if available.	•	Land Resources Appendix, 15
Policies		
To conserve critical natural resources in the community.	✓	70
To coordinate with neighboring communities and regional and state resource agencies		
to protect shared critical natural resources.	\checkmark	70
Strategies		
Ensure that land use ordinances are consistent with applicable state law regarding		
critical natural resources.	\checkmark	71
Designate critical natural resources as Critical Resource Areas in the Future Land Use		
Plan.	\checkmark	71
Through local land use ordinances, require subdivision or non-residential property		
developers to look for and identify critical natural resources that may be on site and to		
take appropriate measures to protect those resources, including but not limited to,		
modification of the proposed site design, construction timing, and/or extent of		
excavation.	\checkmark	71
Through local land use ordinances, require the planning board (or other designated		
review authority) to include as part of the review process, consideration of pertinent		
BwH maps and information regarding critical natural resources.	\checkmark	71
Initiate and/or participate in interlocal and/or regional planning, management, and/or		
regulatory efforts around shared critical and important natural resources.	\checkmark	71
Pursue public/private partnerships to protect critical and important natural resources		
such as through purchase of land or easements from willing sellers.	\checkmark	71
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		
	1	
federal regulations.	\checkmark	71

Agricultural and Forest Resources	✓	Page
Analyses		
How important is agriculture and/or forestry and are these activities growing, stable,		
or declining?	\checkmark	Land Resources Appendix, 13-15
Is the community currently taking regulatory and/or non-regulatory steps to protect		
productive farming and forestry lands? Are there local or regional land trusts actively		
working to protect farms or forest lands in the community?	\checkmark	Land Resources Appendix, 16-18
Are farm and forest land owners taking advantage of the state's current use tax laws?	\checkmark	Land Resources Appendix, 14
Has proximity of new homes or other incompatible uses affected the normal farming		
and logging operations?	\checkmark	Land Resources Appendix, 14
Are there large tracts of agricultural or industrial forest land that have been or may be		
sold for development in the foreseeable future? If so, what impact would this have on		
the community?	\checkmark	Land Resources Appendix, 13-14
Does the community support community forestry or agriculture (i.e. small woodlots,		
community forests, tree farms, community gardens, farmers' markets, or community-		
supported agriculture)? If so, how?	\checkmark	Land Resources Appendix, 13-14
Does the community have town or public woodlands under management, or that		
would benefit from forest management?	\checkmark	Land Resources Appendix, 13-14
Condition and Trends		

Required Element	✓	Page
The community's Comprehensive Planning Agriculture and Forestry Data Set prepared		
and provided to the community by the Department of Agriculture, the Maine Forest		
Service, and the Office, or their designees.	\checkmark	Land Resources Appendix, 2-14
A map and/or description of the community's farms, farmland, and managed forest		
lands and a brief description of any that are under threat.	\checkmark	Land Resources Appendix, 8, 14
Information on the number of parcels and acres of farmland, tree growth, and open		
space enrolled in the state's farm, tree growth, and open space law taxation programs,		
including changes in enrollment over the past 10 years.	\checkmark	Land Resources Appendix, 13-14
A description of any community farming and forestry activities (e.g. community		Land Resources Appendix, 18; Existing
garden, farmer's market, or community forest).	\checkmark	Land Use Appendix, 12
Policies		
To safeguard lands identified as prime farmland or capable of supporting commercial		
forestry.	\checkmark	70
To support farming and forestry and encourage their economic viability.	✓	70
Strategies		
Consult with the Maine Forest Service district forester when developing any land use		
regulations pertaining to forest management practices as required by 12 M.R.S.A.		
§8869.	\checkmark	72
Consult with Soil and Water Conservation District staff when developing any land use		
regulations pertaining to agricultural management practices.	\checkmark	72
Amend land use ordinances to require commercial or subdivision developments in		
critical rural areas, if applicable, maintain areas with prime farmland soils as open		
space to the greatest extent practicable.	\checkmark	72
Limit non-residential development in critical rural areas (if the town designates critical		
rural areas) to natural resource-based businesses and services, nature		
tourism/outdoor recreation businesses, farmers' markets, and home occupations.	\checkmark	72
Encourage owners of productive farm and forest land to enroll in the current use		
taxation programs.	\checkmark	72
Permit land use activities that support productive agriculture and forestry operations,		
such as roadside stands, greenhouses, firewood operations, sawmills, log buying yards,		
and pick-your-own operations.	\checkmark	72
Include agriculture, commercial forestry operations, and land conservation that		
supports them in local or regional economic development plans.	\checkmark	72
Comments:		

Marine Resources (if applicable)	✓	Page	
Analyses			
Is coastal water quality being monitored on a regular basis?	~	Water Resources Appendix, 5-6; 10-11	
Is there a local or regional plan in place to identify and eliminate pollution sources?	\checkmark	Water Resources Appendix, 10-11	
Has closing of clam or worm flats threatened the shellfishing industry, and are sources of contamination known? If so, are sources point (direct discharge) or nonpoint sources?	~	N/A	
Are traditional water-dependent uses thriving or in decline? What are the factors affecting these uses? If current trends continue, what will the waterfront look like in 10 years?	~	N/A	
Is there reasonable balance between water-dependent and other uses, and between commercial and recreational uses? If there have been recent conversions of uses, have they improved or worsened the balance?	~	Water Resources Appendix, 14	
How does local zoning treat land around working harbors?	~	Water Resources Appendix, 14	
Is there a local or regional harbor or bay management plan? If not, is one needed?	\checkmark	Water Resources Appendix, 14	

Required Element	\checkmark	Page
Are there local dredging needs? If so, how will they be addressed?	✓	N/A
Is there adequate access, including parking, for commercial fishermen and members of the public? Are there opportunities for improved access?	✓	Water Resources Appendix, 14; Recreation Appendix, 12; Plan, 65
Are important points of visual access identified and protected?	\checkmark	Water Resources Appendix, 14
Condition and Trends		
The community's Comprehensive Planning Marine Resources Data Set prepared and provided to the community by the Department of Marine Resources, and the Office, or their designees.	✓	Water Resources Appendix, 1-10
A map and / or description of water-dependent uses.	\checkmark	Water Resources Appendix, 13
A brief summary of current regulations influencing land use patterns on or near the shoreline.	✓	Water Resources Appendix, 14
A description of any local or regional harbor or bay management plans or planning	✓	
efforts. The location of facilities (wharves, boat ramps, pump-out stations, etc.), with a brief		Water Resources Appendix, 13-14
description of any regional or local plans to improve facilities.	\checkmark	Water Resources Appendix, 14; 65
A description or map showing public access points to the shore. Include a brief description of their use, capacity, physical condition, and plans to improve, expand, or acquire facilities such as parking or toilets.	✓	Water Resources Appendix, 14; Recreation Appendix, 12; Plan, 65
A list of scenic resources along the shoreline, including current ownership (public or		
private) and any protections.	✓	Water Resources Appendix, 14; 65
Policies		
To protect, maintain and, where warranted, improve marine habitat and water quality.	\checkmark	78
To foster water-dependent land uses and balance them with other complementary land uses.	\checkmark	78
To maintain and, where warranted, improve harbor management and facilities.	✓	78
To protect, maintain and, where warranted, improve physical and visual public access to the community's marine resources for all appropriate uses including fishing, recreation, and tourism.	✓	78
Strategies		
Identify needs for additional recreational and commercial access (which includes parking, boat launches, docking space, fish piers, and swimming access).	✓	79
Encourage owners of marine businesses and industries to participate in clean marina/boatyard programs.	\checkmark	79
Provide information about the Working Waterfront Access Pilot Program and current use taxation program to owners of waterfront land used to provide access to or support the conduct of commercial fishing activities.	✓	79
Support implement of local and regional harbor and bay management plans.	\checkmark	79
If applicable, provide sufficient funding for and staffing of the harbormaster and/or harbor commission.	✓	79
Work with local property owners, land trusts, and others to protect major points of physical and visual access to coastal waters, especially along public ways and in public parks.	✓	79
Comments:		

Population and Demographics	\checkmark	Page
Analyses		
Is the rate of population change expected to continue as in the past, or to slow down		Population & Demographics Appendix,
or speed up? What are the implications of this change?	\checkmark	14-16

change and as a result of change among different age groups? Does your community have a significant seasonal population, is the nature of that population changing? What is the community's dependence on seasonal visitors? If your community is a service center or has a major employer, are additional efforts required to serve a daytime population that is larger than its resident population? Condition and Trends The community's Comprehensive Planning Population and Demographic Data Set (including relevant local, regional, and statewide data) prepared and provided to the community by the Office or its designee. Policies None required. Strategies None required. Comments: Economy Analyses Is the economy experiencing significant change, and how does this, or might this, affect the local population, employment, and municipal tax base? Does the community have defined priorities for economic development? Are these priorities reflected in regional economic development plans? If there is a traditional downtown or village center(s) in the community? If so, are they deteriorating or thriving? Is tourism an important part of the local economy? If so, what steps has the community taken to support this industry?	Page Housing Appendix, 13; Public Facilities Appendix, 8; Plan, 51. Housing Appendix, 3 N/A Population & Demographics Appendix, 2-16 N/A N/A Economy Appendix, 1, 12-16 Economy Appendix, 12-13 Economy Appendix, 12-16; Arts Appendix, 2-6
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community taken to support this industry?✓Do/should home occupations play a role in the community?✓	Economy Appendix, 16; Arts Appendix,
Do/should home occupations play a role in the community?	2-6
	Economy Appendix, 3
Are there appropriate areas within the community for industrial or commercial	
development? If so, are performance standards necessary to assure that industrial and	
commercial development is compatible with the surrounding land uses and	
	Economy Appendix, 15
Are public facilities, including sewer, water, broadband access or three-phase power,	
	Economy Appendix, 12; Public Facilities
	Appendix, 1-6, 9; Plan, 53-54
If there are local of regional economic development incentives such as TIF districting,	
	Economy Appendix, 13
	Arts Appendix, 1-6, 8-12; History
	Appendix,12
Condition and Trends	
The community's Comprehensive Planning Economic Data Set prepared and provided	
	Economic Appendix, 1-12
A brief historical perspective on how and why the current economy of the community	
	Economic Appendix, 1-2
A list of local and regional economic development plans developed over the past five	
years, which include the community.	Economic Appendix, 12-13
Where does the community's population work and where do employees in your	
community reside? A description of the major employers in the community and labor	Population & Demographics Appendix, 9
market area and their outlook for the future.	
A description of any economic development incentive districts, such as tax increment	11
	11
financing districts, in the community.	11 Economic Appendix, 13-14

Required Element	✓	Page
To support the type of economic development activity the community desires,		
reflecting the community's role in the region.	\checkmark	64
To make a financial commitment, if necessary, to support desired economic		
development, including needed public improvements.	\checkmark	64
To coordinate with regional development corporations and surrounding towns as		
necessary to support desired economic development.	\checkmark	64
Strategies		
If appropriate, assign responsibility and provide financial support for economic		
development activities to the proper entity (e.g., a local economic development		
committee, a local representative to a regional economic development organization,		
the community's economic development director, a regional economic development		
initiative, or other).	\checkmark	64
Enact or amend local ordinances to reflect the desired scale, design, intensity, and		
location of future economic development.	\checkmark	65
If public investments are foreseen to support economic development, identify the		
mechanisms to be considered to finance them (local tax dollars, creating a tax		
increment financing district, a Community Development Block Grant or other grants,		
bonding, impact fees, etc.)	\checkmark	64
Participate in any regional economic development planning efforts.	✓	65
Comments:		

Housing	\checkmark	Page
Analyses		
How many additional housing units (if any), including rental units, will be necessary to accommodate projected population and demographic changes during the planning period?	√	Housing Appendix, 13
Is housing, including rental housing, affordable to those earning the median income in the region? Is housing affordable to those earning 80% of the median income? If not, review local and regional efforts to address issue.	✓	Housing Appendix, 8-12
Are seasonal homes being converted to year-round use or vice-versa? What impact does this have on the community?	\checkmark	Housing Appendix, 3
Will additional low and moderate income family, senior, or assisted living housing be necessary to meet projected needs for the community? Will these needs be met locally or regionally?	√	Housing Appendix, 8, 13
Are there other major housing issues in the community, such as substandard housing?	\checkmark	Housing Appendix, 5
How do existing local regulations encourage or discourage the development of affordable/workforce housing?	✓	Housing Appendix, 12-14
Condition and Trends		
The community's Comprehensive Planning Housing Data Set prepared and provided to the community by the Maine State Housing Authority, and the Office, or their designees.	✓	Housing Appendix, 1-14
Information on existing local and regional affordable/workforce housing coalitions or similar efforts.	\checkmark	Housing Appendix, 1-14
A summary of local regulations that affect the development of affordable/workforce housing.	\checkmark	Housing Appendix, 12-14
Policies		
To encourage and promote adequate workforce housing to support the community's and region's economic development.	\checkmark	35
To ensure that land use controls encourage the development of quality affordable housing, including rental housing.	\checkmark	35
To encourage and support the efforts of the regional housing coalitions in addressing affordable and workforce housing needs.	\checkmark	35
Strategies		

Required Element	\checkmark	Page
Maintain, enact or amend growth area land use regulations to increase density,		
decrease lot size, setbacks and road widths, or provide incentives such as density		
bonuses, to encourage the development of affordable/workforce housing.	✓	35
Maintain, enact or amend ordinances to allow the addition of at least one accessory		
apartment per dwelling unit in growth areas, subject to site suitability.	\checkmark	35
Create or continue to support a community affordable/workforce housing committee		
and/or regional affordable housing coalition.	\checkmark	35
Designate a location(s) in growth areas where mobile home parks are allowed		
pursuant to 30-A M.R.S.A. §4358(3)(M) and where manufactured housing is allowed		
pursuant to 30-A M.R.S.A. §4358(2).	\checkmark	35
Support the efforts of local and regional housing coalitions in addressing affordable		
and workforce housing needs.	\checkmark	35
Seek to achieve a level of at least 10% of new residential development built or placed		
during the next decade be affordable.	\checkmark	35
Comments:		

Recreation	\checkmark	Page
Analyses		
Will existing recreational facilities and programs in the community and region	_	
accommodate projected growth or changes in age groups in your community?	\checkmark	Recreation Appendix, 13
Is there a need for certain types of services or facilities or to upgrade or enlarge		
present facilities to either add capacity or make them more usable?	\checkmark	Recreation Appendix, 13; Plan, 59
Are important tracts of open space commonly used for recreation publicly-owned or		
otherwise permanently conserved?	\checkmark	Recreation Appendix, 1-11
Does the community have a mechanism, such as an open space fund or partnership		
with a land trust, to acquire important open spaces and access sites, either outright or		
through conservation easements?	✓	Recreation Appendix, 1
Does the public have access to each of the community's significant water bodies?	\checkmark	Recreation Appendix, 1, 7, 9
Are recreational trails in the community adequately maintained? Are there use	-	
conflicts on these trails?	\checkmark	Recreation Appendix, 12-13
Is traditional access to private lands being restricted?	✓	Recreation Appendix, 10
Condition and Trends		neeleddon Appendix, 10
The community's Comprehensive Planning Recreation Data Set prepared and provided		
to the community by the Department of Conservation, and the Office, or their		
designees.	\checkmark	Recreation Appendix, 1-13
A description of important public and private active recreation programs, land and		
water recreation areas (including hunting and fishing areas), and facilities in the		
community and region, including regional recreational opportunities as appropriate,		
and identification of unmet needs.	\checkmark	Recreation Appendix, 1-13
An inventory of any fresh or salt water bodies in the community determined locally to		
have inadequate public access.	\checkmark	Recreation Appendix, 1-13
A description of local and regional trail systems, trail management organizations, and		
conservation organizations that provide trails for all-terrain vehicles, snowmobiling,		Recreation Appendix, 1-13;
skiing, mountain biking, or hiking.	\checkmark	Transportation Appendix, 9-10
A map or list of important publicly-used open spaces and their associated facilities,		
such as parking and toilet facilities.	\checkmark	Recreation Appendix, 1-13
Policies		
To maintain/upgrade existing recreational facilities as necessary to meet current and		
future needs.	\checkmark	58
To preserve open space for recreational use as appropriate.	\checkmark	58
To seek to achieve or continue to maintain at least one major point of public access to		
major water bodies for boating, fishing, and swimming, and work with nearby		
property owners to address concerns.	\checkmark	58-59

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Transportation (applicable if community has no MaineDOT approved STPA transportation plan)	\checkmark	Page
Analyses		
What are the transportation system concerns in the community and region? What, if any, plans exist to address these concerns?	~	Mobility Appendix, 1-12, 15; Plan, 43
Are conflicts caused by multiple road uses, such as a major state or U.S. route that passes through the community or its downtown and serves as a local service road as well?	✓	Mobility Appendix, 1-2, 5
To what extent do sidewalks connect residential areas with schools, neighborhood shopping areas, and other daily destinations?	√	Mobility Appendix, 11
How are walking and bicycling integrated into the community's transportation network (including access to schools, parks, and other community destinations)?	✓	Mobility Appendix, 9-14
How do state and regional transportation plans relate to your community?	\checkmark	Mobility Appendix, 5, 11
What is the community's current and approximate future budget for road maintenance and improvement?	\checkmark	Mobility Appendix, 12, 18
Are there parking issues in the community? If so what are they?	\checkmark	Mobility Appendix, 15, 17
If there are parking standards, do they discourage development in village or downtown areas?	\checkmark	Mobility Appendix, 15, 17
Do available transit services meet the current and foreseeable needs of community residents? If transit services are not adequate, how will the community address the needs?	✓	Mobility Appendix, 9
If the community hosts a transportation terminal, such as an airport, passenger rail station, or ferry terminal, how does it connect to other transportation modes (e.g. automobile, pedestrian, bicycle, transit)?	~	N/A
If the community hosts or abuts any public airports, what coordination has been undertaken to ensure that required airspace is protected now and in the future? How does the community coordinate with the owner(s) of private airports?	✓	N/A
If you are a coastal community are land-side or water-side transportation facilities needed? How will the community address these needs?	✓	Mobility Appendix, 12; Recreation Appendix, 12; Water Appendix, 13; Plan, 65
Does the community have local access management or traffic permitting measures in place?	\checkmark	Mobility Appendix, 14
Do the local road design standards support the community's desired land use pattern?	~	Mobility Appendix, 14; Plan, 42
Do the local road design standards support bicycle and pedestrian transportation?	✓	Mobility Appendix, 14; Plan, 43

Required Element	√	Page
Do planned or recently built subdivision roads (residential or commercial) simply dead-		i dye
end or do they allow for expansion to adjacent land and encourage the creation of a		
network of local streets? Where dead-ends are unavoidable, are mechanisms in place		
to encourage shorter dead-ends resulting in compact and efficient subdivision		
designs?	\checkmark	Mobility Appendix, 13-14
Condition and Trends		
The community's Comprehensive Planning Transportation Data Set prepared and		
provided to the community by the Department of Transportation, and the Office, or		
their designees.	\checkmark	Mobility Appendix, 2-8
Location and overall condition of roads, bridges, sidewalks, and bicycle facilities,		
including any identified deficiencies or concerns.	\checkmark	Mobility Appendix, 2-12
Identify potential on and off-road connections that would provide bicycle and		
pedestrian connections to neighborhoods, schools, waterfronts and other activity		
centers.	\checkmark	Mobility Appendix, 9
Identify major traffic (including pedestrian) generators, such as schools, large		
businesses, public gathering areas/activities, etc. and related hours of their		Mobility Appendix, 15-17; Economy
operations.	\checkmark	Appendix, 4
Identify policies and standards for the design, construction and maintenance of public		
and private roads.	\checkmark	Mobility Appendix, 13-14
List and locate municipal parking areas including capacity, and usage.	\checkmark	Mobility Appendix, 15-17
Identify airports within or adjacent to the community and describe applicable airport		
zoning and airspace protection ordinances your community has in place.	\checkmark	N/A
Identify bus or van services.	\checkmark	N/A
Identify existing and proposed marine and rail terminals within your community		
including potential expansions.	\checkmark	Mobility Appendix, 12; Plan, 65
If coastal communities identify public ferry service and private boat transportation		Mobility Appendix, 12; Recreation
support facilities (may be covered under Marine Resources with cross reference)		Appendix, 12; Water Appendix, 13; Plan,
including related water-side (docks/piers/wharves) and land-side (parking) facilities.	\checkmark	65
Policies		
To prioritize community and regional needs associated with safe, efficient, and optimal		
use of transportation systems.	\checkmark	42
To safely and efficiently preserve or improve the transportation system.	\checkmark	42
To promote public health, protect natural and cultural resources, and enhance		
livability by managing land use in ways that maximize the efficiency of the		
transportation system and minimize increases in vehicle miles traveled.	\checkmark	42
To meet the diverse transportation needs of residents (including children, the elderly		
and disabled) and through travelers by providing a safe, efficient, and adequate		
transportation network for all types of users (motor vehicles, pedestrians, bicyclists).	\checkmark	42
To promote fiscal prudence by maximizing the efficiency of the state or state-aid		
highway network.	\checkmark	42
Strategies		
Develop or continue to update a prioritized improvement, maintenance, and repair		
plan for the community's transportation network.	<u>√</u>	42
Initiate or actively participate in regional and state transportation efforts.	\checkmark	42-43
Maintain, enact or amend local ordinances as appropriate to address or avoid conflicts		
with:		
a. Policy objectives of the Sensible Transportation Policy Act (23 M.R.S.A. §73);		
b. State access management regulations pursuant to 23 M.R.S.A. §704; and		
c. State traffic permitting regulations for large developments pursuant to 23 M.R.S.A.	/	
§704-A.	V	43

Required Element	\checkmark	Page
Maintain, enact or amend ordinance standards for subdivisions and for public and		
private roads as appropriate to foster transportation-efficient growth patterns and		
provide for future street and transit connections.	\checkmark	43
Comments:		

Public Facilities and Services	\checkmark	Page
Analyses		_
Are municipal services adequate to meeting changes in population and demographics?	\checkmark	Public Facilities Appendix, 1, 9
Has the community partnered with neighboring communities to share services, reduce		
costs and/or improve services? In what ways?	\checkmark	Public Facilities Appendix, 1-5, 8-9
If the community has a public sewer system, what issues or concerns are there		
currently and/or anticipated in the future? Is the sanitary district extension policy		
consistent with the Future Land Use Plan as required by (38 M.R.S.A. §1163), or will it		
be?	\checkmark	Public Facilities Appendix, 1-4
If the community has a public water system are any public water supply expansions		
anticipated? If so, have suitable sources been identified and protected? Is the water		
district extension policy consistent with the Future Land Use Plan?	\checkmark	Public Facilities Appendix, 2-3
If the town does not have a public sewer or water system, is this preventing the		
community from accommodating current and projected growth?	\checkmark	Public Facilities Appendix, 3-5
Are existing stormwater management facilities adequately maintained? What		
improvements are needed? How might future development affect the existing		
system?	\checkmark	Public Facilities Appendix, 5
How do residents dispose of septic tank waste? Are there issues or concerns regarding		
septic tank waste?	\checkmark	Public Facilities Appendix, 5
Is school construction or expansion anticipated during the planning period? Are there		
opportunities to promote new residential development around existing and proposed		
schools?	\checkmark	N/A
Is the community's emergency response system adequate? Are improvements		
needed?	\checkmark	Public Facilities Appendix, 6
Is the solid waste management system meeting current needs? Is the community		
reducing the reliance on waste disposal and increasing recycling opportunities? Are		
improvements needed to meet future demand?	\checkmark	Public Facilities Appendix, 5
Are improvements needed in the telecommunications and energy infrastructure?	\checkmark	Public Facilities Appendix, 5
Are local and regional health care facilities and public health and social service		
programs adequate to meet the needs of the community?	\checkmark	Public Facilities Appendix, 7
Will other public facilities, such as town offices, libraries, and cemeteries	•	Fubile Facilities Appendix, 7
accommodate projected growth?	\checkmark	Public Facilities Appendix, 7
	•	Fubile Facilities Appendix, 7
To what extent are investments in facility improvements directed to growth areas?	\checkmark	Public Facilities Appendix, 9
	· √	
Does the community have a street tree program?	•	Public Facilities Appendix, 9
Condition and Trends		
	\checkmark	
location of facilities and service areas (mapped as appropriate);	v	Public Facilities Appendix, 1-9
	./	
general physical condition of facilities and equipment;	\checkmark	Public Facilities Appendix, 1-9
	1	
capacity and anticipated demand during the planning period;	\checkmark	Public Facilities Appendix, 1-9
	/	
identification of who owns/manages the systems;	\checkmark	Public Facilities Appendix, 1-9
	/	
estimated costs of needed capital improvements to public facilities; and	\checkmark	Public Facilities Appendix, 1-9

Required Element	✓	Page
the following information related to each of these public facilities and services:		
a. Sewerage and/or Water Supply – Identify number and types of users, and percent of		
households served		
 b. Septage – Identify any community policies or regulations regarding septage 		
collection and disposal.		
c. Solid Waste – Describe the community's solid waste management system. Identify		
types and amounts of municipal solid waste and recycled materials for the past five (5)		
years.		
d. Stormwater Management – Identify combined sewer overflows. For Municipal		
Separate Stormwater System (MS4) communities, describe plan and status of the		
major goals of the MS4 requirements.		
e. Power and Communications – Availability of 3-phase power, Internet (including		
broadband), and cable within the community. f. Emergency Response System –Average call response times for fire, police, and		
emergency/rescue.		
g. Education – Identify school administrative unit. Include primary/secondary school		
system enrollment for the most recent year information is available and for the ten		
(10) years after the anticipated adoption of plan.		
h. Health Care - Describe major health care facilities (hospitals, clinics) and other		
providers serving the community. Identify public health and social services supported		
by the community through municipal subsidy.		
i. Municipal Government Facilities and Services – Describe facilities and staffing for		
municipal administrative, enforcement, and public works operations.		
j. Street Tree Program - Describe the community's street tree program.		
	,	
	✓	Public Facilities Appendix, 1-9
Policies	· · ·	
To efficiently meet identified public facility and service needs.	✓	54
To provide public facilities and services in a manner that promotes and supports		
growth and development in identified growth areas.	\checkmark	54
Strategies	r	
Identify any capital improvements needed to maintain or upgrade public services to		
accommodate the community's anticipated growth and changing demographics.	\checkmark	54
Locate new public facilities comprising at least 75% of new municipal growth-related	-	54
capital investments in designated growth areas.	\checkmark	55
Encourage local sewer and water districts to coordinate planned service extensions		
with the Future Land Use Plan.	\checkmark	55
If public water supply expansion is anticipated, identify and protect suitable sources?	\checkmark	54
Explore options for regional delivery of local services.	\checkmark	55
Comments:		
Fiscal Capacity and Capital Investment Plan	✓	Page
Analyses		
How will future capital investments identified in the plan be funded?	✓	76
		,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,
If the community plans to borrow to pay for capital investments, does the community		
have sufficient borrowing capacity to obtain the necessary funds?	\checkmark	Fiscal Capacity Appendix, 7-9
Have efforts been made by the community to participate in or explore sharing capital		
investments with neighboring communities? If so, what efforts have been made?	\checkmark	85-87
Condition and Trends		
Identify community revenues and expenditures by category for the last five (5) years		
and explain trends.	\checkmark	Fiscal Capacity Appendix, 5
Describe means of funding capital items (reserve funds, bonding, etc.) and identify any		
outside funding sources		Eiscal Canacity Annondix 6.9

outside funding sources.

 \checkmark

Fiscal Capacity Appendix, 6-8

Required Element	✓	Page
Identify local and state valuations and local mil rates for the last five (5) years.	\checkmark	Fiscal Capacity Appendix, 1-4
How does total municipal debt (including shares of county, school and utility) compare		
with the statutory and Maine Bond Bank recommended limits on such debt?	\checkmark	Fiscal Capacity Appendix, 8
Policies		
To finance existing and future facilities and services in a cost effective manner.	\checkmark	76
To explore grants available to assist in the funding of capital investments within the	,	
community.	✓	76
To reduce Maine's tax burden by staying within LD 1 spending limitations.	\checkmark	76
Strategies		
Explore opportunities to work with neighboring communities to plan for and finance		
shared or adjacent capital investments to increase cost savings and efficiencies.	✓	76
Capital Investment Plan		
The comprehensive plan must include a capital investment plan that:		
(1) Identifies and summarizes anticipated capital investment needs within the planning		
period in order to implement the comprehensive plan, including estimated costs and		
timing, and identifies which are municipal growth-related capital investments;		
(2) Establishes general funding priorities among the community capital investments;		
and		
(3) Identifies potential funding sources and funding mechanisms.	\checkmark	Fiscal Capacity Appendix, 9; Plan, 76
Comments:		

Existing Land Use	\checkmark	Page
Analyses		· · · · · · · · · · · · · · · · · · ·
Is most of the recent development occurring: lot by lot; in subdivisions; or in planned developments? Is recent development consistent with the community's vision?	√	Land Use Appendix, 22-25
What regulatory and non-regulatory measures would help promote development of a character, and in locations that are consistent with the community's vision?	✓	Land Use Appendix, 13-17, 33; Plan, 26- 27
Is the community's administrative capacity adequate to manage its land use regulation program, including planning board and code enforcement officer?	✓	Land Use Appendix, 23
Are floodplains adequately identified and protected? Does the community participate in the National Flood Insurance Program? If not, should it? If so, is the floodplain management ordinance up to date and consistently enforced? Is the floodplain management ordinance consistent with state and federal standards?	√	Land Use Appendix, 16-17, 29-32
Condition and Trends		
An existing land use map, by land use classification (such as mixed-use, residential, commercial, institutional, industrial, agricultural, commercial forests, marine, park/recreational, conserved, and undeveloped land).	√	Land Use Appendix, 4-5
A summary of current lot dimensional standards.	\checkmark	Land Use Appendix, 14-19
A description or map identifying the location of lots and primary structures created within the last ten years. Include residential, institutional, commercial, and industrial development.	√	Land Use Appendix, 22-25
Provide a brief description of existing land use regulations and other tools utilized to manage land use, including shoreland zoning, floodplain management, subdivision, site plan review, and zoning ordinances.	\checkmark	Land Use Appendix, 13-19

Required Element	✓	Page
Estimate the minimum amount of land needed to accommodate projected residential,		
institutional, commercial, or industrial development at least ten (10) years into the		
future.	\checkmark	Land Use Appendix, 26-27
Policies		
None Required	\checkmark	N/A
Strategies		
None Required	\checkmark	N/A
Comments:		

Future Land Use Plan	✓	Page
Analyses		¥
Does the Future Land Use Plan align and/or conflict with the community's vision		
statement?	\checkmark	22-27
Is the configuration of the growth area(s) shaped by natural opportunities and/or		
constraints (i.e. the physical suitability or unsuitability of land for development)? The		
location of public facilities? The transportation network?	\checkmark	24-25
How does the Future Land Use Plan relate to recent development trends?	✓	24-25
Given current regulations, development trends, and population projections, estimate		
how many new residential units and how much commercial, institutional, and/or		
industrial development will likely occur in the planning period? Where is this		
development likely to go?	\checkmark	Housing Appendix, 8,13; 24-27
	-	
How can critical natural resources and important natural resources be effectively		Land Use Appendix, 13-19; Land
protected from future development impacts?	\checkmark	Resources Appendix, 16-18; 24
		Resources Appendix, 10-18, 24
Components		
A man or mans showing:	1	
A map or maps showing:		
a. Growth area(s) (unless exempted) and Rural area(s) and any land use districts within		
each;		
b. Critical Natural Resources in accordance with 4.3.F, above		
c. Any of the following optional land use areas, if proposed, along with any land use	\checkmark	
districts within each: Transitional, Critical Rural, Critical Waterfront.	•	25; Land Resources Appendix, 3-9
A map depicting the constraints to development identified in the plan (may be a	\checkmark	
combination of maps from other sections).	•	25; Land Resources Appendix, 3-9
	1	
A norretive description of each land use district including.	1	
A narrative description of each land use district including:		
a. The district's relationship to the community's vision;		
b. The district's natural opportunities and/or constraints;		
c. The types and intensity of proposed land uses, including residential density;		
d. The compatibility or incompatibility of proposed uses to current uses, critical		
natural resources and important natural resources within and around the district along		
with any special development considerations (e.g. need for additional buffers,		
conservation subdivision provisions, architectural design standards, etc.); and	1	
e. Any anticipated major municipal capital investments needed to support the		
proposed land uses.	\checkmark	Existing Land Use Appendix, 1-22
Policies		
To coordinate the community's land use strategies with other local and regional land	/	
use planning efforts.	✓	86-87
To support the locations, types, scales, and intensities of land uses the community	/	
desires as stated in its vision.	✓	26
To support the level of financial commitment necessary to provide needed		
infrastructure in growth areas.	✓	76
To establish efficient permitting procedures, especially in growth areas.	\checkmark	35
To protect critical rural and critical waterfront areas from the impacts of development.	\checkmark	58

Required Element	\checkmark	Page
Strategies		· · · · · · · · · · · · · · · · · · ·
Assign responsibility for implementing the Future Land Use Plan to the appropriate		
committee, board or municipal official.	\checkmark	Appendix 2
Using the descriptions provided in the Future Land Use Plan narrative, maintain, enact		
or amend local ordinances as appropriate to:		
a. Clearly define the desired scale, intensity, and location of future development;		
b. Establish or maintain fair and efficient permitting procedures, and explore		
streamlining permitting procedures in growth areas; and		
c. Clearly define protective measures for critical natural resources and, where		
applicable, important natural resources.		
d. Clearly define protective measures for any proposed critical rural areas and/or		
critical waterfront areas, if proposed.	\checkmark	35, 65
Include in the Capital Investment Plan anticipated municipal capital investments		
needed to support proposed land uses.	\checkmark	76
Meet with neighboring communities to coordinate land use designations and		
regulatory and non-regulatory strategies.	\checkmark	64, 70, 86-87
Provide the code enforcement officer with the tools, training, and support necessary		
to enforce land use regulations, and ensure that the Code Enforcement Officer is		
certified in accordance with 30-A M.R.S.A. §4451.	\checkmark	
Track new development in the community by type and location.	✓	Land Use Appendix, 22-31
Direct a minimum of 75% of new municipal growth-related capital investments into		
designated growth areas identified in the Future Land Use Plan.	\checkmark	54-55
Periodically (at least every five years) evaluate implementation of the plan in		
accordance with Section 2.7.	\checkmark	94
Comments:		+



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