

2008

Town of Brunswick 2008 Comprehensive Plan Update

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Town of Brunswick

2008 Comprehensive Plan Update

**Adopted by Brunswick Town Council on
September 15, 2008**

**Prepared by
Comprehensive Plan Update Committee**

Margaret Wilson, Chair
Christa Cornell
Barb Desmarais
Jamie Ecker
Bill Ferdinand
Fred Koerber
Mike Molnar
Bill Morrell
Eileen Murphy
Jackie Sartoris
Steve Tibbetts
Marty Wilk
Del Wilson

With assistance from

Mark Eyerman, Planning Decisions, Inc.
Erik Hellstedt, Planning Decisions, Inc.
Tom Burns, GIS Mapping & Analysis
Pam Gray, Recording Secretary
Padi Howard, Planning & Development Department
Theo Holtwijk, Planning & Development Department
and many others

With sincere thanks to
the Brunswick citizens who participated in this update process

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Introduction and Vision

Updating the Comprehensive Plan presents a unique opportunity to look at Brunswick's values of over ten years ago, examine how the Town has changed since the last Plan, ask about the community's values now, and look at how the Town can work to guide the inevitable ongoing changes.

It is Brunswick's values and vision as a community that have guided this Plan's major initiatives. As it grows and changes, Brunswick should continue to be a highly desirable community that facilitates the work and play of its diverse people -- the young and old, the working and retired, the well-off and those of lesser means.

This vision resulted in the eight policy areas found in the Plan, highlighting the essential elements of the community that require continuing attention. Brunswick needs strong schools, a vibrant downtown, a robust economy providing good jobs, protected natural resources, quality public facilities, and affordable housing.

To implement these policies, the Plan establishes several goals. First, overall, the Plan strengthens the Town's growth boundary. This is in response to the pattern of recent development, in which approximately half of all residential units have been built in the Rural Area on relatively large lots. This has resulted in the incremental loss of some of the community's highly valued habitats and natural resources, as well as the aesthetic and recreational value of this land. This Plan encourages policies to avoid sprawl and limits total new residential building permits in the Rural Area. Within the Town's Growth Area, this Plan articulates changes in zoning that will allow greater density to occur. Overall, this will encourage future growth to concentrate in the Growth Area, while preserving the Town's highly valued rural character.

An essential component of Brunswick's character is its gateways. Like many Maine communities, Brunswick is fortunate to still have a distinct sense of arrival and departure from this town to the next. Protecting the identity of Brunswick means acknowledging and maintaining these visually attractive transitions. A recommendation for a new overlay district for these gateways is included in the Plan.

Brunswick's downtown, located between the Androscoggin River and Bowdoin College, is the heart of this community. The vision for Brunswick is to maintain, enhance, and invest in the downtown and the surrounding core, to strengthen its presence as the community's social and cultural hub.

The community's investment in public education comprises the single greatest annual budget expenditure. Maine has identified attracting and retaining young adults as an urgent need in growing the state's economy and creating a high quality of life. Providing a superior public education enhances Brunswick's ability to attract young adults and families, creating a balanced community.

Attracting young people is an essential element in Brunswick's future economic growth. As technology has allowed jobs to become more portable, communities offering a high quality of life benefit from the mobility of young entrepreneurs who create economic opportunities. The Plan includes support of Brunswick's growing "creative economy" along with other essential actions to ensure a diverse and healthy local economy.

A healthy local economy includes the resiliency to weather short-term economic impacts. The unexpected closure of the Brunswick Naval Air Station (BNAS) creates substantial economic and social impacts, but also offers a tremendous opportunity to set the course for the community's future. As Brunswick will suffer the primary impacts from the scheduled September 2011 closure, with BNAS occupying the center of the community, the more than 3200-acre BNAS site must be redeveloped with Brunswick's public benefit as the main priority.

The Comprehensive Planning process has provided an opportunity to evaluate the community's current needs in a changing environment, within which the BNAS closure is particularly significant. Given an environment of change, long range planning continues to allow the community to remain focused on its goals. Brunswick's investment in planning for its future will reap benefits in achieving its vision of the future. This Comprehensive Plan seeks to provide a clear list of strategies with associated actions and designated entities responsible to the Town for their implementation, and offers the opportunity to measure the community's progress in achieving these goals.

The Update builds on and refines the policy directions of the 1993 Comprehensive Plan and the subsequent planning that the Town has undertaken in response to that plan.

Overview

The Update is the result of a two-part planning process that began in early 2003. Part 1 of the process involved a systematic, formal review of the 1993 plan to determine what worked in that plan and what needed to be updated or changed. The review process was overseen by an ad hoc Comprehensive Plan Review Committee appointed by the Town Council. The members of the Review Committee included representatives of a wide range of interests including the Town Council, Planning Board, Conservation Commission, Open Space Task Force, developers, the business community, and the general public.

The Review Committee involved the Town's department heads, boards and commissions, five focus panels, and the general public in a comprehensive review of the plan and its subsequent implementation. The Review Committee submitted its assessment of the 1993 Comprehensive Plan to the Town Council in early 2004 together with its recommendations relating to the updating of the plan. Major recommendations of the committee included that the update needed to be more focused on the key issues facing Brunswick (the committee identified six focus areas) and that it needed to be more realistic in terms of the ability of the Town to pay for and carry out the recommendations of the plan. The report of the Review Committee was accepted by the Town Council and served as the basis for the Update.

Part 2 of the process, the actual work of updating the plan, began in the spring of 2004. Work on this process was overseen by another ad hoc committee, the Comprehensive Plan Update Committee, appointed by the Town Council. The Committee included the same interests as the Review Committee (and many of the same members) but was expanded to include other interests including the School Board, Brunswick Economic Development Corporation, Brunswick Naval Air Station (BNAS), and Bowdoin College.

During the process of updating the plan, the Update Committee reached out to the larger community for input on various aspects of the plan in addition to the formal public hearing on the final draft:

- The Committee held a Community Fair to get input on a draft of the policies, objectives, and actions. This was accompanied by an insert in the Times Record and various opportunities for feedback to the Committee.
- The Committee conducted a written survey of a sample of Brunswick households on key policy questions. The results of the survey are summarized in Appendix D.
- The Committee held a public "walk-in" comment session to collect feedback on an updated draft, including the land use policies. This session was accompanied by an insert in the Times Record and other publicity.

- Drafts of the various elements of the Update including the Policies, Objectives, and Actions chapter, the Land Use Plan, and the Implementation Strategy were provided to department heads, various boards and commissions, and the participants in the review focus panels for their review and feedback.

Near the end of the updating process, the U.S. Department of Defense released its list of recommended base closures and re-alignments. As a result of the Base Realignment and Closure (BRAC) Commission deliberations, the final proposal was to close the Brunswick Naval Air Station (BNAS). This action became official in the fall of 2005. The Town recognized that the pending closure of BNAS will have significant impacts on the community. Planning for the reuse and redevelopment of the base was initiated through the establishment of the Brunswick Local Redevelopment Authority (BLRA) in December 2005. The thirteen-member Authority and seven staff members facilitated and managed the reuse planning process which culminated with the Authority's adoption of the BNAS Reuse Master Plan in December 2007. Base property is anticipated to be available for redevelopment upon its closure in September 2011.

The Town believes that the policies and directions set out in this Comprehensive Plan Update are sound and will serve as a basis for reintegrating the BNAS property into the entire community. As the base closure process proceeds and planning for the future use of the site moves forward, the Town will continue to review, and revise if necessary, its long range plans including this Update.

The Town's discourse with the larger community of Brunswick should continue to be encouraged. Opportunities for communication include the ability for citizens to submit comments on the Town's website, as well as to participate within a formal process at various Town committee meetings. Appendix F. to the Comprehensive Plan lists non-profit groups that have partnered with the Town in the past. Those, as well as new entities will undoubtedly contribute to ongoing and future Town activities.

Part A. Background

Chapter 1. Past and Ongoing Planning Activities

The Town adopted its current Comprehensive Plan in 1993. A major focus of the plan was enhancing the livability of Brunswick. It also called for the creation of a “growth boundary” with the objective that most development would occur within this boundary in the designated “Growth Area” while development would be discouraged in the designated “Rural Area” outside of the growth boundary. Following the adoption of the 1993 plan, the Town undertook a comprehensive re-write of its Zoning Ordinance, consistent with the adopted plan.

Since the adoption of the 1993 Comprehensive Plan and the related Zoning Ordinance amendments, the Town has had an active, ongoing planning program. The following summarizes a number of the Town’s major planning initiatives over the past decade:

1997 Downtown Master Development Plan – This plan set forth recommendations for improving the physical environment in Downtown Brunswick. The Town has been carrying out the recommendations of the plan and has substantially completed the proposed improvement program.

1998 Cook’s Corner Master Plan – This plan identified a comprehensive set of proposals for upgrading the Cook’s Corner area as recommended in the 1993 Comprehensive Plan. These include recommendations for land use, transportation improvements, and public facilities. As a result of this plan, the Town adopted amendments to the Zoning Ordinance to implement some of the recommendations including the creation of design standards for commercial development. In addition, the Town has created impact fees to defray the cost of traffic improvements at Cook’s Corner and the construction of a fire sub-station.

2001 Downtown Brunswick Parking Study – This project included a comprehensive evaluation of the parking situation throughout the downtown area and recommendations for improvements in the management of the existing parking supply as well as proposals for expanding the amount of available parking.

2002 Parks, Recreation, and Open Space Plan – This plan took a detailed look at the Town’s natural and scenic resources as a follow-up to the 1993 Comprehensive Plan. The plan includes recommendations for managing these resources including acquisition/development of additional recreational facilities, the creation of a Land for Brunswick’s Future program, and the provision of water access. The Town is working on implementing these recommendations as funding allows.

2003 Brunswick Housing Study –The Brunswick Community Housing Coalition conducted this study. The Town is a participant in the coalition, now expanded into a regional entity, the Mid Coast Community Housing Coalition, and financially supported the study. The study took a regional approach for looking at the affordable housing situation. The study assessed the need for affordable housing in Brunswick, established targets for the production of new affordable housing, and included recommendations for improving the climate for the development of affordable housing. As a result of the study, the Town adopted a set of “affordable housing” amendments to the Zoning Ordinance.

2003 Rural Brunswick Smart Growth Study – This study followed-up on the recommendation in the 1993 Comprehensive Plan that the Town consider preserving areas with significant wildlife habitat value. Building on the work developed by the “Beginning with Habitat” project, the study identifies large blocks of unfragmented, forested wildlife habitat and connecting travel corridors. The study sets forth a comprehensive management strategy for protecting these resources while respecting property owners’ rights. The Town has begun implementing the management program and zoning ordinance amendments were enacted by Town Council in March 2006.

2004 Brunswick Bicycle and Pedestrian Improvement Plan – This is an update of an earlier plan and establishes recommended improvements to enhance pedestrian and bicycle movement. This plan has been adopted by the Town and is used to guide the Town’s investments in these improvements including projects included in the Capital Improvement Program (CIP).

2004 Review of the 1993 Comprehensive Plan – The Town conducted a comprehensive review and evaluation of the 1993 Plan to determine how well the community had done at implementing the plan and how the planned update could be improved based upon the review of the old plan. Major findings of the review included a need to focus the Update on major policy areas and to assure that the recommendations were reasonable as to the Town’s ability to pay for and implement them.

2005 Transportation Study – This study was conducted by the Midcoast Collaborative for Access to Transportation. The Town is a participant in the Collaborative and supports the project. The study investigated Brunswick-area transportation alternatives primarily for elderly and handicapped people and is looking at the feasibility of providing a limited public transportation route/system that would be available to everyone.

This Update of the Comprehensive Plan draws heavily on both the 1993 Plan and the various other studies and plans conducted since then including those listed above. The policies set forth in the Update for the most part represent a refinement of the evolving policy directions begun in the 1993 Plan. In a number of places, this Update references the policies and implementation proposals included in the other plans. The Update does take a stronger position than the current ordinances with respect to trying to influence the pattern of development by recommending higher density of development in some parts of the designated Growth Area and a limitation on the rate of residential development that will be allowed in the designated Rural Area.

Chapter 2. Recent Changes in the Community

Since 1990, the Town has experienced significant development. The Development Profile (see Appendix B) details this development. Between 1990 and April of 2004, 1,154 new housing units were built in Brunswick. Of these, about 54% occurred within the Growth Area designated in the 1993 Comprehensive Plan. Interestingly, the share of residential development occurring within the Growth Boundary decreased slightly after the adoption in 1997 of the zoning amendments designed to implement the plan. During this period, the Town saw the construction of a significant amount of retirement housing.

Nearly 1,800,000 square feet (SF) of new nonresidential development was created between 1992 and April of 2004 (see Appendix B). More than 1,100,000 SF of this space (62%) was built for commercial purposes. The remaining 689,000 SF of space was created at Bowdoin College (292,000 SF) or for public/nonprofit uses (397,000 SF) including the new high school. More than 87% of this development occurred within the designated Growth Area. The commercial development was concentrated in two corridors – the Pleasant Street/Industrial Park area and the Cook’s Corner/Bath Road area.

In spite of this development, Brunswick’s population grew slowly between 1990 and 2000 reaching 21,172 year-round residents in 2000. Over the past thirty years, smaller households and a decline in the “group quarters” population associated with the Brunswick Naval Air Station (BNAS) has somewhat offset the growth in the number of households living in Brunswick. Most of the household growth has occurred in single-person households – in 2000, 31% of Brunswick’s households consisted of only one person.

The composition of the community is also changing. The population is becoming older, better educated, and more likely to work in a white-collar occupation. The number of children living in Brunswick is declining while the number of elderly residents is increasing significantly.

The pattern of growth and change in Brunswick and the larger region will change with the pending closure of BNAS. While the impact of the closure on Brunswick and the local economy has not yet been fully determined, it will affect future growth and development in the community for the next decade and beyond.

Chapter 3. Summary of the Updated Inventories

A key step in the process of developing this Update of the Comprehensive Plan was to review and revise/update the basic information about Brunswick and the region upon which the 1993 Plan was based. This includes information about the following areas:

- Population and Demographics
- Local Economy
- Natural Resources
- Marine Resources
- Public Facilities and Services
- Public Utilities
- Transportation
- Historic and Archaeological Resources
- Recreation
- Agriculture, Forestry, and Open Space
- Housing
- Recent Development Patterns and Trends

Appendix A contains the Population and Demographic Profile. Appendix B is the Brunswick Development Profile that documents the amount and location of both residential and nonresidential development between 1990 and 2004. The remaining inventories can be found in Appendix C.

The updated inventories document the community's natural and built environment. Since 1993, the Town and other agencies have done a significant amount of work to better document and understand the Town's natural and marine resources, scenic character, wildlife habitats, and similar features. These are shown in the various inventories and related studies such as the Parks, Recreation, and Open Space Plan. The inventories suggest that the pattern of development that has occurred over the past decade with about half of new residential units located in the areas designated as "Rural" in the 1993 Plan continues to reduce the extent of these resources.

In terms of the built environment, the inventories document the increasing issue with housing affordability and the location and capacity of the community's infrastructure to support future growth and development. For example, some of the land available for development within the Growth Area is not currently served by the public sewer system. Similarly, the inventories document the continuing needs for improved public facilities to continue to provide effective and cost efficient services to our residents. The local economy inventory documents the limited supply of serviced land available to support economic growth.

Chapter 4. Implications for the Future of Brunswick

The inventory process is designed to help the community understand the opportunities and issues facing the community so that the comprehensive plan can address those topics. Each of the updated inventory sections contains an “issues and implications” section that synthesizes the findings of the inventory into a set of questions/statements about the topic and the future of the community. The following sets out the key findings from that process:

Population and Demographics

- The household population has grown slowly over the past 15 years as increases in the number of households have been offset by reduced household sizes;
- The population living in group-quarters will decrease with the closure of BNAS;
- The BNAS closure will result in an immediate loss of 4,400 area military households, and at least 5,000 jobs;
- While the indirect impacts of the BNAS closure on employment and housing continue to be assessed, they are expected to be significant;
- Although the losses from the BNAS closure are not expected to be permanent, they will represent a major shift for the community with uncertain implications;
- Brunswick’s population is becoming older, better educated, and more likely to work in a white-collar job than in the past; the growth of Brunswick as a “retirement destination” may change the character of the community.

Local Economy

- The local economy has been heavily dependent on defense-related jobs but this will change with the closure of BNAS. While the closure will bring substantial short-term defense-related job losses throughout the region, with appropriate planning resources, Brunswick’s job market has a positive long-term outlook;
- Brunswick is the service and retail center for the Southern Mid-Coast area but competition to this role continues to grow;
- There is little vacant, serviced land to support economic growth but sufficient land that can be serviced does exist.

Natural Resources

- Continuing growth in rural areas potentially threatens some natural resources;
- Encroachment on wetlands is an issue;
- The Town is just beginning to understand the location and importance of vernal pools;
- Scattered rural development is fragmenting forested blocks with significant wildlife habitat value.

Marine Resources

- In spite of extensive attention to the marine environment over the past decade, there are still significant threats to the long-term health of these areas including nutrient loading;
- New Meadows Lake is entropic and regional watershed management is needed;
- Shellfish management remains an on-going concern.

Public Facilities and Services

- In spite of significant investment in school facilities, there are still serious facility issues with school buildings especially with the elementary schools;
- The facilities for the public safety departments are not adequate for current needs;
- The facilities for general governmental functions are inadequate and outdated;
- The Town's indoor recreation facilities are limited and inadequate for current needs.

Public Utilities

- There are areas within the growth area that are not currently served by public sewerage;
- The sewer district may face the need to expand its treatment plant in the future;
- The water district is working to upgrade its supply system including upgrading its well and pumping capacity.

Transportation

- The Town experiences significant traffic issues including through traffic on U.S. Route 1;
- In spite of significant investments in pedestrian and bicycle facilities, these remain a concern in the community;
- Parking in the downtown area is an issue;
- The community and region lack public transportation.

Historic and Archaeological Resources

- The Town lacks the tools to identify and protect historic and archeological resources;
- The Village Review Zone does not encompass all of the downtown area;
- Some activity that may impact historic resources and districts is not subject to review.

Recreation

- If the population of the community continues to grow, the Town will need to expand its supply of recreational facilities since those that exist are currently fully utilized;
- Residential growth in East Brunswick has created the need for recreational fields in that area.

Agriculture, Forestry, and Open Space

- There are limited agricultural and forestry activities in the community;
- Residential development in rural areas makes the continued existence of these activities more difficult.

Housing

- Affordability has been a growing concern in the community as housing costs have risen faster than incomes;
- The closure of BNAS may change current housing market conditions with respect to availability and affordability;
- There is limited outside funding available to subsidize housing costs for Brunswick residents.

Part B. Policies

Chapter 5. Proposed Major Policies, Objectives, and Actions

Introduction

The Town of Brunswick's 2008 Comprehensive Plan Update is organized around eight key policy areas. These are the issues that are the most important in planning for the future of Brunswick so that our community continues to be a desirable place to live, work, and do business. While there are other issues and concerns facing our community, the intent is that these eight areas should be the community's priorities for action and investment.

Prior to starting this process, the Town undertook a review of the 1993 Comprehensive Plan. A key finding of that review was that the major policy directions did not stand out and, therefore, got lost in the enormous breadth of the material presented. Based upon this finding, the Review Committee recommended that this Update be organized around themes or key policy areas.

The Review Committee identified six themes as a possible organizational framework for this Update. As work on the Update has progressed, those six themes have evolved into the following eight key policy areas:

1. Maintain and financially support a quality public education system
2. Require long range planning for municipal facilities including replacement and expansion
3. Promote the desired Growth/Rural pattern of development
4. Support the development and maintenance of infrastructure that promotes livable neighborhoods and the desired pattern of residential and commercial growth
5. Encourage a diversity of housing types in the designated Growth Area and facilitate preservation and development of affordable and workforce housing
6. Provide clear mechanisms and incentives to protect significant open space and natural resources
7. Promote an economically viable, attractive downtown
8. Promote a diverse and healthy local economy

A number of these policy areas impact the use of land within Brunswick. In addition to the objectives and actions set out in the following sections, the Town's policies with respect to land use issues are further explained in the Future Land Use Plan.

Not every community includes schools as part of their comprehensive plan. Brunswick has chosen to do so to because of the central role that education plays in our community. The resources Brunswick invests in our schools require that the community engage in the same long range planning and examination of policies and priorities that all our Town-wide resources and services receive as part of the Comprehensive Plan review process. The School Board is an independent elected body responsible to the state. While this Plan sets objectives for the School Board, this is done with the understanding that it is an independent body.

Each of these policy areas is discussed in the following sections. For each policy area, there is a statement of the Community's Vision with respect to that topic and a brief overview of the current situation. These are followed by proposed objectives and specific actions that will be needed to achieve the objective. "Key" objectives and "key" actions are considered high priority items and have been highlighted. The final part of each policy section contains recommended performance targets for evaluating how well the community is doing in achieving the identified objectives.

These eight policy areas do not include all of the issues and ideas that face the Town of Brunswick. These are the priority or key issues facing the community at this time. The pending closure of BNAS may substantially impact the community and result in the need to re-evaluate our objectives. In addition, there are other areas that are of concern but do not rise to the level of priority areas. These areas are addressed in Chapter 6.

Policy Area 1: Maintain and Financially Support a Quality Public Education System

Vision (or Desired Future Condition)

The Town recognizes that an excellent public school system is essential to the overall health and vitality of the community. Our public education system is a profoundly influential value choice that provides an opportunity for us to nurture the well being of individual citizens and improve the community as a whole.

Our public schools also represent the single largest investment of Town resources, and it is therefore essential that the education system be integrated into long range Town planning efforts. Town leaders should make the financial commitment to address the space needs in the school system and support essential education initiatives, under the direction of the School Board. Sufficient space will be available to meet educational objectives such as the reduction of class size, basic enrichment programs, and to provide necessary program offerings as appropriate, and even as required, by state or federal law. These include implementing elementary school foreign language classes, all-day kindergarten, a fully implemented gifted and talented program, and preschool or after-school care programs as required by law or supported by the community.

What we currently have as of 2005

The Brunswick School system is a vibrant, thriving community of approximately 3,300 students (2005). Within the 2005 student population, approximately 22% are currently from military families, and 6% are tuition students from Durham who attend grades 9-12.

In addition to libraries within each school, the recently expanded and renovated public library, Curtis Memorial Library, is located in Brunswick.

Brunswick offers the traditional classroom setting in three of its elementary schools, and the “open hybrid concept” at its fourth elementary school, Jordan Acres. Space constraints are system-wide at the elementary level, and are currently addressed through the use of multiple, aging modular classrooms at Jordan Acres and Coffin schools.

Brunswick Junior High School, which serves grades 6-8, offers a mix of the middle school philosophy (team teaching) and the junior high school philosophy (department chair) in the implementation of its curriculum and teaching methods. Student life is supplemented with a variety of sports and clubs. Portable classrooms are also in use to meet space needs at the Junior High.

Brunswick High School serves grades 9-12. In addition to sports and clubs, it offers a variety of Honors and Advanced Placement courses. The SAT scores of Brunswick students have historically been above both the state and national averages. Drop out rates remain below the state average, while graduation rates remain well above

the state average. Recent data indicate that over 71% of graduates go on to higher education.

The Town's per pupil operating expenses, as compared to other districts statewide, have not kept pace. Brunswick now ranks in the bottom 10% of the state, with 90% of school systems spending more per pupil on education. Some of the comparatively lower costs in Brunswick can be attributed to the relatively large size of our system, and the economies of scale that result. However, Brunswick's school system also spends less per pupil due to a comparative lack of program offerings, attributable to a lack of space to support these programs.

650 students currently attend Brunswick schools from Navy families with a federal subsidy provided to the Town for those students. The school department does not anticipate a decrease in the number of students in the Brunswick school system long term once BNAS closes since families with school-age children will likely occupy homes in similar percentages as those currently occupied by Navy families with children.

Objectives and Related Actions

As part of a broad strategy for meeting the educational needs of Brunswick as set forth by the Brunswick School Board, the Town establishes the following objectives and sets forth the proposed actions for achieving each objective:

Key Objective #1 – Facilities: renovate, replace, or construct schools as necessary to meet the long-term space and program needs identified by the School Board.

Key Action 1: Build new school facilities, end the use of modular classrooms, and consolidate and/or close outdated facilities to meet educational, program, health, and safety needs in a cost-effective way.

Key Action 2: Continue to fund preventive maintenance and building improvements to continuously maintain the public investment in school facilities.

Key Objective #2 – Programming: ensure that existing and new academic programs meet or exceed state requirements and support students at all academic levels in the Brunswick public education system.

Key Action 1: Implement all state-mandated programs. In addition, implement programs comparable to and competitive with those offered in surrounding communities or comparably sized school systems.

Key Action 2: Ensure class sizes that are appropriate for the grade level and the successful implementation of the desired teaching methodology.

Action 3: Financially support the summer Reading, Writing, and Mathematics Camp Program.

Additional Objective #3 – Equity: ensure that Brunswick’s public schools provide an equal opportunity to learn, an equitable environment, and appropriate expectations for students at all academic levels and aspirations.

Action 1: Work toward a balanced socioeconomic environment within each school. This includes equity in the programs, facilities and mix of students, as well as a learning environment that maximizes the ability of students of all socioeconomic backgrounds to reach their highest potential.

Action 2: Strongly support programs at the Vocational Region 10 School and recognize that these programs are a desirable and appropriate option for those students for whom college is not a goal.

Action 3: Provide access to new technology for all students within the learning environment. An equitable school system provides all students with current technology training.

Action 4: Continue to support programs such as Alternative Education and Merrymeeting Adult Education that offer the ability to obtain a high school degree for nontraditional students as well as programs focused on life-long learning.

Performance Targets

The success of our Town’s public education system, and initiatives to fulfill the long-term vision stated above, can be measured in both quantitative and qualitative terms. However, as almost all educational offerings beyond those in place in the Brunswick schools require additional space, resolving the space needs in the school system for the long term is required for many of the other educational actions listed above.

1. Complete and implement the long-range facilities plan to address space needs as outlined by the School Board.
2. Class sizes are established for each grade and reduced as necessary to achieve educational goals.
3. Program offerings meet or exceed state requirements.
4. Program offerings are comparable, where appropriate, to similarly sized as well as nearby school districts.

5. The graduation rate, high school drop out rate, college/technical school acceptance rate, and the performance of Brunswick students on standardized tests all continue to meet or exceed the current levels.
6. Employee/teacher job satisfaction, parent satisfaction, and student satisfaction are benchmarked and examined regularly by the School Board.
7. The rate of job placements from vocational education increases.

Policy Area 2: Require Long Range Planning for Municipal Facilities Including Replacement and Expansion

Vision (or Desired Future Condition)

The Town maintains and efficiently utilizes existing capital facilities and equipment while planning the space, location, and financial needs of new or expanded facilities. Before constructing new buildings or providing new services to be funded by property tax revenue, the Town will explore the possibility of regional partnerships and creative financing as solutions. The Town funds needed maintenance and improvements to its capital facilities, including needed new or expanded facilities, on an on-going and timely basis. Even with a stable population, new technology and expectations pressure Brunswick to provide additional services to its citizens as well as maintaining existing levels of service.

What We Currently Have as of 2005

Brunswick has a Capital Improvement Program (CIP) that proceeds along with the annual budget planning process to prioritize the capital facilities and equipment expenditure needs over a 5-year period based upon current requirements of the community. The CIP includes plans for payment for those items based upon the current budget realities. Annually, the CIP Committee makes recommendations to the Town Council for the expenditures recommended for that year and updates the 5 year horizon of the CIP to show anticipated expenditures over those next 4 years. As part of the annual budget deliberations, the Town Council authorizes the capital expenditures for the upcoming fiscal year. There is currently a backlog of municipal capital needs that have been deferred over past years. In light of the closure of BNAS and its pending public and private reuse, there may be a need for a longer-range priority setting process.

Objectives and Related Actions

The Town establishes the following objectives and sets forth the proposed actions for achieving each objective:

Key Objective #1 – Through strong local leadership and collaboration, ensure that all opportunities for municipal facilities at the BNAS property are fully explored and that associated impacts of redevelopment on municipal facilities are considered

Key Action 1: Elected officials and staff of Town continue to participate in Midcoast Regional Redevelopment Authority (MRRA) planning and implementation process.

Key Action 2: Identify opportunities for municipal facilities on BNAS property.

Key Action 3: Identify and prioritize long and short-term actions Brunswick can take to ensure incorporation of needed municipal facilities in the reuse plan.

Action 4: Explore cross-town public transportation options.

Key Objective #2 – Require the development of a comprehensive 10-year strategic facilities plan that identifies known future needs beyond the 10 – year plan and that addresses the use, reuse, maintenance and/or disposition of all municipal buildings and facilities (including landfill) and anticipates additional new facilities required due to replacement, expansion or other known future needs. Implement this plan by closely linking it to the CIP.

Key Action 1: Determine the optimal use of all municipal buildings and facilities including currently underutilized facilities such as the old High School.

Action 2: Consolidate all studies of current and future building and facility needs including maintenance, renovation, replacement and expansion along with associated timelines and costs.

Action 3: Increase recycling efforts throughout the Town including construction debris recycling in order to extend the life of the landfill.

Action 4: The Town will explore all options to ensure a smooth transition to the next solid waste disposal solution.

Action 5: Establish special accounts to reserve funds for specific future capital needs funded annually at a percentage of the anticipated cost.

Action 6: Once annual CIP expenditures are authorized, complete the purchases or projects approved.

Action 7: Modify the CIP process so that new projects can be added if new opportunities for funding arise.

Action 8: Implement the specific priority recommendations of the 2002 Parks, Recreation, and Open Space Plan for the improvement and expansion of indoor recreation facilities.

Key Objective #3 – Ensure that, before new buildings or facilities are built and funded by local property taxes, alternative space solutions and financing options, such as regional partnerships, use of underutilized facilities, impact fees, and Tax Increment Financing (TIFs), have been fully explored.

Key Action 1: Adopt a procedure that requires staff and committees reviewing facility needs to investigate the feasibility of regional partnerships.

Action 2: Adopt a procedure that requires staff and committees reviewing facility needs to investigate the feasibility of using impact fees, grants, Tax Increment Financing (TIFs) or other creative financing methods.

Additional Objective #4 – Educate the public about long range planning for community facilities including the backlog of needs, facility replacement and expansion and future needs due to growth.

Action 1: Publicize the prioritized 10-year capital needs budget and rationale/funding for future projects in an on-going effective public forum.

Performance Targets

Success in accomplishing these objectives will be determined based upon the following performance targets:

1. The Town will have a comprehensive 10-year strategic facilities plan, which reflects the uncertainty created by the closure of BNAS.
2. The percentage of funding for new capital facilities from public-private partnerships and other non-property tax sources will increase.
3. At least 5% of the 10-year projected cost of facilities maintenance, renovation and replacement will be authorized and spent annually.
4. The backlog of facilities maintenance, renovation and replacement projects as determined in 2008-09 will be 75% completed by 2018-19.
5. The useful life of the landfill will be extended by at least five years over current estimates.
6. The publicly supported reuse plan for BNAS, which incorporates potential municipal uses of BNAS property, is implemented.
7. The Town creates and implements a public education plan in support of additional objective 4 above prior to the redevelopment of BNAS.

Policy Area 3: Promote the Desired Growth/Rural Pattern of Development

Vision (or Desired Future Condition)

Development is directed to designated growth areas and guided away from designated rural areas. The Growth/Rural Area boundary is located so that the majority of future residential and commercial development can occur in the Growth Area. The future land use patterns and character of Brunswick will be determined by how we direct development to the Growth Area and away from the Rural Area. The Town's zoning ordinance and policies support higher density development in the Growth Area and lower density development and protection of open space and natural resources in the Rural Area. By focusing higher density development in the Growth Area and limiting development in the Rural Area (lower density, open space developments, etc.), future residential and commercial development is accommodated and the character of the Rural Area (open space, farming, etc.) is maintained. Zoning and Growth/Rural Area boundaries are established on BNAS property after a collaborative process fully explores opportunities for base reuse and evaluates associated impacts.

What We Currently Have as of 2005

While the 1993 Comprehensive Plan supports directing development to designated growth areas and guiding development away from designated rural areas, it lacks specific policies and strategies to do so.

This becomes clear considering the following three points:

- Since the Growth/Rural Area boundary was adopted in 1997, approximately one-half of the new housing units were built in the Rural Area.
- Between 1990 and July 2004, 37% of the total acreage in residential subdivisions was dedicated as open space – less than 10% in the Growth Area and more than 90% in the Rural Area. Open Space Developments (OSD's) in the Rural Area dedicated 54% of the total acreage as open space while conventional developments dedicated 11%.
- While most of the identified unfragmented wildlife habitat blocks and connecting corridors are located in areas designated as rural (12 of 15), there are a few (3 of 15) that extend into the Growth Area.

Brunswick has a Growth/Rural Area Boundary in place pursuant to the 1993 Comprehensive Plan. Its limits are indicated on the 2002 Zoning Map and are broken down as follows:

Growth Areas:

Maine Street Central
Maine Street Neighborhood
Extended Neighborhood
Cook's Corner
Large Scale Business/Institutional

Rural Areas:

Rural Residential
Rural Farm and Forest
Rural Coastal Protection

Since the original boundary was drawn, numerous reports and information have been generated concerning development limitations, natural resources, demand for and suitability of land for non-residential development, growth patterns, un-fragmented habitats, etc. This information was not available when the Growth/Rural Area boundary was established.

The BNAS land is zoned I-5 but the Town has no current control over land use on that site. Given the area of land that will need to be rezoned, opportunities for reuse will be placed in the context of the accepted Base Reuse Plan and subsequent zoning developed in accordance with the federally-mandated reuse plan.

Objectives and Related Actions

The following objectives and related actions deal with key policy areas related to land use in Brunswick. These policies are addressed in more detail in the Future Land Use Plan section of this Update.

In order to be effective in achieving its goals, it will be important to educate the general public, municipal officials, the real estate development community, and, most importantly, landowners about the importance of the Growth/Rural Area Boundary in controlling sprawl and protecting the interests of Brunswick citizens. To this end, it will be helpful to prepare educational materials, hold public forums, and generally maintain a dialogue between appointed and elected bodies (including the Conservation Commission and the Planning Board) and all interested citizens.

The Town establishes the following objectives and sets forth the proposed actions for achieving each objective:

Key Objective #1 – Ensure that BNAS rezoning occurs through the evaluation of potential opportunities as well as on and off-site impacts of redevelopment that integrates new and existing uses.

Key Action 1: Elected officials and Town staff continue to participate in the Midcoast Regional Redevelopment Authority (MRRA) planning and implementation process.

Key Action 2: Obtain natural resource inventories that exist for BNAS land. Identify and plan to ensure protection of significant natural resources and open space.

Key Action 3: Participate in the evaluation of infrastructure needs for redevelopment of roads, storm water, sewer and water and other services.

Key Action 4: Using the information gathered from Key Actions 2 and 3 above confirm the proposed Rural/Growth Boundary and develop associated zoning consistent with Brunswick overall development policies.

Key Objective #2 – Encourage dense new development in the Growth Area and limit development in the Rural Area.

Key Action 1: Allow denser development in designated Growth Areas (particularly where water, sewer, and storm water systems exist) by drafting and adopting zoning ordinance amendments to permit increased housing density at all price levels. Denser development should be compatible with the existing, livable neighborhoods in the Growth Area.

Key Action 2: Limit the number of residential building permits issued for new dwelling units in the Rural Area to no more than one-third of total permits issued each year.

Key Objective #3 – Maintain the character of the Rural Area.

Key Action 1: Continue implementation of the management strategies recommended in the 2003 Rural Brunswick Smart Growth Study as adopted by the Town Council.

Key Action 2: Continue to work toward the implementation of the strategies recommended in the 2002 Parks, Recreation and Open Space Plan as adopted by the Town Council.

Key Action 3: Promote ways to protect important open space and habitats in the Rural Area through Open Space Developments, Rural Brunswick Smart Growth developments or other mechanisms that protect important open space and habitat.

Action 4: Work with private landowners who are interested in conserving the habitat, natural resource, and agricultural value of their property on a voluntary basis.

Action 5: Work with local and regional land trusts and conservation organizations to identify important parcels of land in the Rural Area for acquisition.

Action 6: Coordinate future decisions regarding train service, maintenance, and operations to minimize noise and other negative impacts to surrounding neighborhoods.

Performance Targets

Success in accomplishing these objectives will be determined based upon the following performance targets:

1. Not more than one-third of new residential dwelling units shall be built outside the Growth Boundary by 2015 and not more than one-quarter of the total between 2015 and 2020.
2. Fragmentation of identified unfragmented habitat blocks in the Rural Area will not exceed 2% (based on Rural Area fragmentation experienced in the last decade).
3. The density of new residential development within the Growth Area will be greater than the density of development that occurred between 1990 and 2005.
4. The percentage of developed acreage that is developed as a Rural Brunswick Smart Growth development, Open Space Development or by some other mechanism that protects important open space or habitat will increase.
5. A mechanism exists to allow a willing private landowner to conserve their property by placing conservation easements on the property, which offset offsite development impacts.

Policy Area 4: Support the Development and Maintenance of Infrastructure That Promotes Livable Neighborhoods and the Desired Pattern of Residential and Commercial Growth

Vision (or Desired Future Condition)

Infrastructure development is completed in such a way that it minimizes and discourages sprawl. Specifically, sewer, water, storm water systems, roads, sidewalks and pathways are developed in such a way that they support Brunswick's growth primarily in the Growth Area, both retaining livable neighborhoods and providing necessary environmental controls. On BNAS property, infrastructure used in connection with, or created as part of new development, shall be consistent with goals established for the Growth/Rural Area development for the rest of Brunswick.

What We Currently Have as of 2005

The Brunswick and Topsham Water District (BTWD) and Brunswick Sewer District (BSD) are not municipally operated and are strictly user-supported. Both the water and sewer infrastructure are well maintained and have available capacity; an expansion is designed for the sewer plant and is expected to be implemented before 2020. Given their independent status, both the BTWD and the BSD are somewhat disconnected from the Town's planning process and needs. The Public Works Department is responsible for maintaining public roads, sidewalks, and the storm water collection system. Since 1993 there has been a disproportionate amount of residential growth in the Town's Rural Area, causing growing concern with sprawl and its results: increased traffic, declining pedestrian and bicycle safety, increased road and related facilities maintenance, and potential environmental concerns. Inventories of infrastructure on BNAS property will be needed for future planning. Substantial uncertainty exists about future traffic patterns that will develop with the closure and redevelopment of BNAS.

Objectives and Related Actions

The Town establishes the following objectives and sets forth the proposed actions for achieving each objective:

Key Objective #1 – Utilize the water, sewer, and storm water systems to promote the desired pattern of growth.

Key Action 1: Align BTWD and BSD and Town planning efforts to achieve the Town's broad planning objectives.

Key Action 2: Actively plan for, and explore the capitalization of water and sewer extensions into areas where the Town is particularly encouraging development (as defined in the Future Land Use Plan).

Key Action 3: Implement zoning changes that encourage denser, infill development in the Growth Area where water, sewer and storm water systems exist.

Key Action 4: Implement zoning on BNAS property that is consistent with overall Town policies encouraging denser development in Growth Areas with appropriate infrastructure, and preserving the rural character outside of Growth Areas.

Key Objective #2 – Use initiatives in dealing with the Town’s roads, sidewalks, pathways, and public transportation to promote Brunswick’s desired pattern of growth and safely carry automobile, pedestrian and bicycle traffic.

Key Action 1: Develop a Master Traffic Plan and prioritize solutions for the most congested and least safe areas. In particular, plan for changes required by the reuse of BNAS.

Action 2: Explore state and regional collaboration and funding to complete the Action item noted above.

Action 3: Work with MDOT on the Gateway 1 Corridor study to seek Pleasant Street and Mill Street improvements.

Action 4: Continue to improve existing roads and sidewalks, per the 2004 Bicycle and Pedestrian Improvement Plan, to make them fully accessible and safe. Consideration should be given to traffic calming measures (such as curb extensions, gateways, landscaping and specific paving treatments) to maintain and improve the character of neighborhoods.

Action 5: Adopt new road standards for new streets within the Growth Area that require interconnectivity and sidewalks as appropriate.

Action 6: Support the efforts of the Midcoast Collaborative for Access to Transportation to determine the feasibility of a limited fixed/flex public transportation route/system in Brunswick.

Action 7: Have Town officials meet with neighboring community officials to coordinate regional projects and planning.

Additional Objective #3 – Reduce the environmental impacts from existing development as well as new growth.

Action 1: Plan and incorporate storm water management systems that are consistent with achieving the Town’s water quality goals into Brunswick’s CIP.

- Action 2: Work with the Sewer District to provide incentives to encourage current septic system users within the Growth Area to connect to the Sewer District where the sewer line is reasonably close and particularly when an existing septic system is failing.
- Action 3: Explore the impact of requiring sizable new Growth Area developments to connect to sewer lines beyond current connection requirements. Town land use regulations and planning should be used to minimize the impact on individual developers.
- Action 4: Coordinate infrastructure improvements between the water and sewer districts, and public works department.
- Action 5: Coordinate with the Sewer District to segregate storm water from sewer effluent.

Performance Targets

Success in accomplishing these objectives will be determined based upon the following performance targets:

1. The number of existing households in the Growth Area that are currently not served by public water and sewer will decrease by 5% by 2015.
2. The percentage of new residential units served by public water and sewer will increase to two-thirds of the town-wide total by 2015 and to three-quarters after 2015.
3. Reduce the number of pedestrian and vehicular accidents by 50% at the eight “Highest Accident and Injury Locations” currently identified by the Brunswick Police Department.
4. Decrease the average length of road frontage for new residential units by 20%.
5. Reduce inflow of unpolluted water that is intentionally introduced to the sanitary sewer system by 5% annually.

Policy Area 5: Encourage a Diversity of Housing Types in the Designated Growth Area and Facilitate the Preservation and Development of Affordable and Workforce Housing.

Vision (or Desired Future Condition)

The traditional diversity of people residing in Brunswick will be preserved by meeting the housing needs of people with a broad range of incomes and living situations. Housing in general will be more affordable for Brunswick residents. An adequate supply of housing will be available for very low, low, and moderate income households, integrated throughout the Growth Area. The community will offer a diversity of housing including rental housing and multifamily housing. The elderly will be able to live in the community regardless of their income, in housing that is appropriate for their needs. Fewer families will be homeless. BNAS residential units available after the closing of the base will provide a diversity of housing options, including affordable and workforce housing options.

What We Currently Have as of 2005

Housing trends in Brunswick have not been favorable to achieving the stated vision. New housing consists predominately of single-family residences on large lots, targeting upper income households. Fewer people who work in Brunswick are able to afford to live here. In addition, Brunswick is entering a climate of extreme uncertainty with the closing of BNAS.

These issues are highlighted in the following findings, excerpted from recent studies of the Brunswick housing market:

- One in three Brunswick renters pay over a third of their household's income for rent. One in six homeowners pay over a third of the household income for mortgage and taxes. The average family pays 6% of its income for property taxes, up from 5% in 1990. These figures are similar to the figures for the communities surrounding Brunswick and for the state as a whole, so this is not a peculiarly local problem.
- In 2001, 58% of existing households in Brunswick would not be able to afford the median cost of a home and 45% of renters could not afford median rent.
- The average sales price for existing housing in Brunswick has increased from \$117,500 in 1990 to \$161,000 in 2001. The average sales price for a newly constructed single family home increased from \$172,500 in 1999 to \$242,000 in 2002.
- Vacancy rates for rental housing showed vacancies holding steady from 1990 to 2000 at around 3.5%. Rents, however, have been rising steeply in the last few years. Median rent for a 2-bedroom apartment increased 37% from 2001 to 2002.

- In 2002, the average sale price of a mobile home was \$58,000 in Brunswick. Household income needed to pay for such a home was \$31,500 annually. Local figures are not available, but nationwide, the median mobile home renter earned \$27,950 annually, but 46% of renter households earned less than \$25,000/year.
- 45% of Brunswick's renter-occupied housing units are 50 years old or older. 129 new rental units have been built here in the last 10 years. In the towns surrounding Brunswick and Harpswell, 500 rental units were built in the 1990s and more than half of rental units there are less than 20 years old.
- Brunswick's affordability index was .88 in 2001, meaning that the average family can afford about 88% of the price of the average sales price of a house in Brunswick. Statewide, the affordability index is between .94 and .98. In the Brunswick area, the communities closer to the ocean have lower affordability indexes.
- Five out of six young families in the Brunswick market area look outside of Brunswick to buy their first home.
- The number of homeless people seeking shelter at the Tedford Shelter has doubled between 2000 and 2005. 75% of these homeless are from Brunswick or surrounding towns. Many are young, some have mental health and substance abuse issues, and many need help with living skills and job preparation.
- Retirees from the military and from out-of-state are contributing to reduced household size and older household growth. Out-of-state buyers pay more for their housing than local purchasers and contribute to housing inflation.
- In the 1990s, 1,200 owner occupied units were built in Brunswick and 71 multifamily rental units were built.
- Regionally, Brunswick has a higher millage rate – higher tax burden – than surrounding communities.
- In Census Tract 112.02, which includes downtown Brunswick, 55.6% of the occupied housing units in 2000 were renter-occupied. Those 1,585 units represent two-thirds of all occupied rental units in Brunswick.

Current BNAS housing studies indicate:

- 700 units owned privately by GMH on Navy-leased land, 900 barrack beds, and 1,500 to 2,000 units of private housing will be vacated by military personnel when the BNAS closes.

- Most of the private housing is currently rental housing.

Objectives and Related Actions

As part of a broad strategy for meeting the housing needs of Brunswick as set forth by the Brunswick Community Housing Coalition (currently known as the Mid Coast Community Housing Coalition) in the Action Plan for Housing in Brunswick, the Town establishes the following objectives and sets forth the proposed actions for achieving each objective:

Key Objective #1 – Support the transition of BNAS associated housing to meet the workforce and affordable housing needs of the community.

Key Action 1: Research federal regulations relating to affordable housing of decommissioned Navy housing and position Town to ensure the availability and affordability of those units.

Key Action 2: Create zoning for BNAS property that allows for increased density and flexibility to promote private development of affordable and workforce housing.

Key Objective #2 – Preserve the current stock of affordable and rental housing.

Key Action 1: Actively pursue state and federal housing subsidy programs, such as Community Development Block Grant (CDBG) housing rehabilitation funds, Federal Home Loan Bank subsidies, and Maine State Housing Authority Home Rehabilitation program funds. Explore reuse of no-longer needed municipal and school facilities as sites for redevelopment.

Action 2: Partner with funders where possible to encourage owner-occupied multi-unit housing.

Key Objective #3 – Create an environment that supports the development of new affordable housing by both the public and private sectors.

Key Action 1: Allow denser development in the Growth Area by drafting and adopting zoning ordinance revisions to permit increased housing density at all price levels. This same action appears in Policy 3, Objective 2, Action 1, serving both objectives.

Additional Objective #4 – Facilitate the development of affordable housing.

Action 1: Use the new Affordable Housing Tax Increment Financing (TIF) program to encourage suitable projects.

Action 2: Identify partners to work collaboratively with the Town on housing projects that are focused on rental apartments, moderately priced workforce housing, and low to moderate-income elderly housing.

Action 3: Support development of workforce housing for Town employees.

Additional Objective #5 – Educate the public about housing issues.

Action 1: Support informational and educational efforts of the Mid Coast Community Housing Coalition.

Action 2: Prepare education materials and programs that help residents visualize denser development patterns.

Action 3: Distribute education and program materials with property tax bills.

Performance Targets

Success in accomplishing the Town’s objectives for housing will be determined based upon the following performance targets:

1. At least 5% of new housing units constructed in each five year period (2010-2015, 2015-2020, etc.) will be affordable to lower income households with incomes of less than 80% of the median area-wide household income.
2. At least 10% of new housing units constructed in each five year period (2010-2015, 2015-2020, etc.) will be affordable to moderate income households with incomes of less than 150% of the median area-wide household income.
3. The ratio of the median single-family home sales price to the median household income (or affordability index) will be lower in 2015 than it is today and will continue to decrease.
4. Not more than 80% of new housing units constructed in each five-year period (2010-2015, 2015-2020, etc.) will be single-family homes.
5. At least 20% of new housing units constructed in each five-year period (2010-2015, 2015-2020, etc.) will be rental housing.
6. The number of affordable and rental housing units available will not decrease below the number available in 2005.

Policy Area 6: Protect Significant Open Space and Natural Resources and Provide Outdoor Recreational Opportunities

Vision (or Desired Future Condition)

The Town recognizes the ecological, cultural, and economic importance of natural resources and open space. Open space remains one of the essential hallmarks of the town. In order to ensure that this essential character of Brunswick is preserved, future development occurs in a manner that preserves or enhances the Town's high value open space. The high priority that the community places on natural resources should be reflected in all plans for the reuse of BNAS. As residential development occurs in the Rural Area, a substantial portion of the land involved in these developments is permanently preserved as open space. The Town will conserve and protect significant natural resources, including unfragmented forested blocks, habitat for endangered and threatened wildlife species, rivers, streams, coastal waters, wetlands, aquifers, and scenic areas. Additionally, outdoor recreation areas are valued by the community as places for learning, wellness, and play, adding to citizens' shared experiences and quality of life.

What We Currently Have as of 2005

While the significant natural, open space and habitat resources that exist on the BNAS site are not included in the 2002 Parks, Recreation and Open Space Plan, the 2002 Parks, Recreation and Open Space Plan does document and begin to prioritize the Town's other significant natural, open space and habitat resources:

Brunswick's Open Space and Recreation Areas: Brunswick enjoys extensive riverine and coastal shorelines as well as significant field and forested regions. In addition, Brunswick has diverse cultural open spaces that include parks; playgrounds; a system of trails and pathways; gateways to the town as it is approached from major roadways; viable farms; water access points; historic, archaeological and burial sites; and outdoor recreation facilities.

Brunswick's Natural Resources: The Town has a wide range of natural resources: large areas of unfragmented forest that provide habitat for the full array of indigenous species; open fields that provide habitat for threatened species; freshwater wetlands and vernal pools that provide habitat for amphibians; the Androscoggin River and its tributaries that are regaining their recreation value due to continually improving water quality and fisheries; aquifers that provide drinking water to a large portion of the population; and coastal waters that provide recreational opportunities and the sustainable harvest of marine species.

There is increasing pressure on these areas as the residential development continues to occur.

The Town has a natural resource planner who works with various town boards and commissions, and continues to identify important natural resources. This position has been vital in the ongoing protection of resources, and will continue to be needed as the BNAS site becomes available, and as additional growth pressures are balanced with natural resource protection throughout the Town.

There is currently no funding to acquire titles or easements to protect priority areas. In addition, protecting priority resources through mitigation is difficult with current Town ordinances.

The Brunswick Topsham Land Trust focuses on protecting open space and supports the Town efforts to protect natural resources.

Objectives and Related Actions

The Town establishes the following objectives and sets forth the proposed actions for achieving each objective:

Key Objective #1 – Ensure that the reuse of BNAS is consistent with Brunswick’s overall natural resource values.

Key Action 1: Work with Redevelopment Authority and Navy-hired environmental consultants to identify and inventory natural resources on BNAS property to coordinate the protection of significant local and regional natural resources.

Key Objective #2 – Limit growth outside the growth boundary relative to growth inside the boundary.

Key Action 1: Limit the number of residential building permits issued for new dwelling units in the Rural Area to one-third of total permits issued town-wide. This same action appears in Policy 3, Objective 1, Action 2, serving both objectives.

Key Objective #3 – Improve mechanisms for protecting high value open space and natural resources.

Key Action 1: Provide assistance to the newly established Land for Brunswick’s Future Board to oversee identification and prioritization of high value open space and natural resources to be protected.

Key Action 2: Promote ways to protect important open space and habitats in the Rural Area through Open Space Developments, Rural Brunswick Smart Growth developments or other mechanisms that protect important open space and habitat.

Key Action 3: Revise the zoning ordinance to ensure that land with high resource value is preserved in development process.

- Action 4: Obtain funding for the Land for Brunswick's Future Board to protect priority high value parcels.
- Action 5: Enact an open space impact fee that reflects the impact of new development and the associated need for protected open space.
- Action 6: Plan for open space and parks in both the Growth and Rural areas.

Key Objective #4 – Protect natural resources from harmful development activities.

- Key Action 1: Continue to monitor the quality of waters – rivers, streams, coastal, and aquifers. Consider adding additional water quality monitoring as necessary to assess the drinking water and marine resource condition of these waters and adopt policies to ensure their protection.
- Action 2: Continue to protect unfragmented forested blocks from development through a comprehensive effort to work with landowners on a voluntary basis and by adopting ordinance standards for mitigation as needed.
- Action 3: Consider adopting ordinance provisions stricter than current state regulations to protect vernal pools and wetlands including provisions that require in-kind or fee-based mitigation as part of the development process where these resources are harmed.
- Action 4: Require long-term protection of streams, wetlands and vernal pools, contiguous to new development, as part of the development process by requiring effective notification of protected status of these resources to homeowners through deed and covenant provisions.
- Action 5: Include the cumulative effects of light pollution along with the other factors considered as part of the development process.

Key Objective #5 – Provide adequate recreational facilities for current and future needs.

- Key Action 1: Amend the existing recreation impact fee methodology for new residential development that reflects the impact of such development and costs associated with providing additional recreational facilities.
- Key Action 2: Identify and obtain facilities for recreation on BNAS property that can best meet the needs of the community. Update the

2004 Brunswick Bicycle and Pedestrian Improvement Plan to incorporate access to BNAS.

Action 3: Implement the specific priority recommendations of the 2002 Parks, Recreation and Open Space Plan for the expansion of recreational facilities.

Action 4: Support and implement the 2004 Bicycle and Pedestrian Improvement Plan for a system of interconnected trails and pathways through public/private partnerships.

Additional Objective #6 – Protect and maintain our cultural and scenic open space resources.

Key Action 1: Preserve the historic, archaeological and burial sites identified in the 2002 Parks, Recreation and Open Space Plan as part of development process. Develop process to identify additional perishable assets impacted by development.

Action 2: Identify and preserve scenic assets including gateways to Brunswick.

Action 3: Maintain existing public water access points and acquire new water access when feasible.

Action 4: Prepare a concept plan for the Androscoggin River Corridor for recreational purposes.

Additional Objective #7 – Set protection goals for identified significant natural resources.

Action 1: Continue to inventory these resources so as to be scientifically accurate and appropriate for long-term planning with appropriate public review.

Action 2: Cooperate with adjoining towns to place prioritization process in a regional context.

Action 3: Inform the public about these resources using the Town website and other means.

Action 4: Develop management standards for each significant resource.

Action 5: Continue to monitor populations of indicator wildlife species for the significant terrestrial and aquatic habitats.

Action 6: Continue to actively manage town-owned forest and other natural resources.

Performance Targets

Success in accomplishing these objectives will be determined based upon the following performance targets:

1. A website or publication is available to identify all Town high value open space areas by 2009.
2. All new subdivisions in the Rural Area are Open Space or Rural Smart Growth Developments or use some other mechanism that protects important open space or habitat by 2012.
3. Not more than one-third of new residential dwelling units shall be built outside the Growth Boundary by 2015 and not more than one-quarter of the total between 2015 and 2020.
4. The number of miles of public, interconnected trails will increase by 20% by 2015.
5. Wildlife surveys will show positive gains or will remain the same when compared to base-line data.
6. Water quality in streams, rivers, and coastal waters will remain the same or improve.
7. The Land for Brunswick's Future Board will have secured acreage and/or easements to protect resources.

Policy Area 7: Promote an Economically Viable, Attractive Downtown

Vision (or Desired Future Condition)

Our vision is to preserve and maintain the essential character of the existing downtown. It must continue to be the social and arts center of the community as well as the home for a variety of small businesses. Extension of the Village Review Zone and some physical enhancements and improvements contribute to a robust, pedestrian friendly, creative economy/village area along the Maine Street corridor complete with adequate parking, access to a variety of transportation modes (including passenger rail service by Amtrak and Maine Eastern Railroad) and a diversity of residential housing options.

What We Currently Have as of 2005

Downtown currently has a diversity of residences, businesses and land uses, including retail, professional offices, art galleries, a movie theater, restaurants, museums and churches. Brunswick also has the centrally located Curtis Memorial Library that has been a significant partner with many community organizations. It is a service center for the region and it supports a growing creative economy. Brunswick has a large number of non-profit institutions and most of its multi-family rental housing is located in the downtown. The downtown is centered between Bowdoin College and the Joshua L. Chamberlain Museum to the South and Fort Andross and the Androscoggin River, with a small adjacent park, to the North. Downtown has a significant green space, the Mall, that is used for a variety of community purposes. Recreational opportunities are increasingly important along the Androscoggin River corridor. The recreation building, town offices, and fire and police stations are all downtown. However, traffic, pedestrian safety, and parking have been increasing problems. The Maine Street Station site, for which the Town prepared a Master Plan, provides an excellent opportunity for development of a multi-modal transportation center, including passenger rail service by Amtrak and Maine Eastern Railroad. Increases in area unemployment related to the BNAS closure may negatively affect the smaller downtown retail and service businesses. Also, the diversity of housing options downtown is dwindling, despite many opportunities for mixed residential use in existing space.

Objectives and Related Actions

The Town establishes the following objectives and sets forth the proposed actions for achieving each objective:

Key Objective #1 – Use the redevelopment of the Maine Street Station site as a catalyst for Downtown improvements.

Key Action 1: Ensure that the design of the Maine Street Station site and the proposed uses, including passenger rail service by Amtrak and Maine Eastern Railroad, complement the mixed-use nature of the existing downtown.

Key Objective #2 – Make the Downtown District safer and more pedestrian friendly.

Key Action 1: Evaluate and implement measures and physical improvements, including traffic calming mechanisms, for improving pedestrian safety and comfort on Maine Street

Key Action 2: Continue implementing the improvements listed in the 2004 Brunswick Bicycle and Pedestrian Improvement Plan relating to Downtown, particularly regarding crosswalks and sidewalks, on a regular basis.

Key Objective #3 – Increase the number of housing options in the Downtown District.

Key Action 1: Re-evaluate dimensional standards and conduct an inventory of neighborhood features as part of a revision of the Town's zoning ordinance to allow denser residential infill development throughout the downtown while preserving valued features.

Action 2: Coordinate the development of a building rehabilitation code to facilitate renovations of existing downtown building with the Town's building code, the State's Life Safety Code, and other state efforts to accomplish the same.

Key Objective #4 –In partnership with local organizations, make the Downtown more attractive, inviting and the “hub” of community activity.

Key Action 1: Develop a new Master Plan for the downtown relating economic, housing and infrastructure improvements. Considerations for such a plan include traffic, bicycle and pedestrian patterns, alternatives to diverting thru-traffic away from Maine Street, enhancing use of upper story space, preserving historic architecture, and making new construction and renovations fit the character of the historic downtown.

Key Action 2: Expand the geographic limits of the Village Review Zone to include an area west of Maine Street to Union Street (and possibly the Cedar Street area) from the Androscoggin River to the Joshua L. Chamberlain Museum. Consider the development and application of commercial design standards.

Action 3: Install benches, information kiosks, trash receptacles, public restrooms and other amenities as needed.

Action 4: Encourage development on the side streets off Maine Street to attract pedestrian traffic and new businesses.

- Action 5: Support the concept of the north end of Brunswick’s downtown as a recreational “hub” along the Androscoggin River corridor, including the bike/path walkway to Cook’s Corner, the canoe/kayak portage area, the swinging bridge, the waterfront park, the fish way, the boat launch site on Water Street, and the rowing club.
- Action 6: Support efforts to develop and promote a local creative economy.
- Action 7: Continue to support the Village Review Board’s ongoing efforts to work with landlords who voluntarily want to maintain the historic character of the Downtown. Support the VRB’s recent efforts to establish a non-regulatory Brunswick Town Landmark and Landmark District Designation Program.

Additional Objective #5 – Increase both the public’s awareness of and the supply of public parking in the Downtown.

- Action 1: Follow the downtown parking committee’s recommendations and implement the 2001 Brunswick Downtown Parking Study.

Performance Targets

The community’s success in accomplishing these objectives will be determined based upon the following performance targets:

1. Complete the planning and design of Maine Street Station by 2010.
2. Substantially reduce the number of pedestrian accidents in Downtown each year.
3. Increase the number of residential units in the Downtown area by 50 units by 2015.
4. The Town partners in various events designed to promote a creative economy.
5. Increase the number of all types of parking spaces available for customer use in Downtown by 10% by 2015.

Policy Area 8: Promote a Diverse and Healthy Local Economy

Vision (or Desired Future Condition)

The Town of Brunswick has a robust local economy and a diverse commercial tax base. Brunswick is a regional service center for retail, health, education, and consumer services. We develop and attract businesses and jobs that pay at least a livable wage, from the large corporate business to the home office. The Town's economy is increasingly a part of a creative economy that nurtures enterprises that are part of knowledge-based, artistic, and cultural activities. Clusters of complementary businesses stimulate job growth. The Town manages its resources to sustain natural resource-based businesses that depend on them. The major employers grow, including Bowdoin College and the health care sector. The economic opportunities available in Brunswick are attractive to the new generation and increase the role of younger people in our community.

The closure of the Brunswick Naval Air Station presents an unprecedented opportunity for the community as a site for non-residential development. Given its location between the Town's primary commercial centers, the northern portion of the BNAS site remains in the growth area, with appropriate zoning. The acreage within the growth area is large enough to accommodate considerable non-residential development for the long term, and should be the priority location for a business park in the short term through an early conveyance if at all possible.

The Town actively pursues infill development that redevelops underutilized, abandoned, and/or brownfield/grayfield land and buildings within the growth zone. Infill can satisfy Brunswick's need for some economic development while maintaining the community's commitment to compact development. Beyond the disposition of BNAS, infill is the priority in creating economic opportunities in order to avoid sprawl.

The closure of BNAS results in significant short-term economic impacts. A business park positions the community to offset some of these impacts. If the Town is unable to obtain an adequately early BNAS conveyance, and infill is determined to be inadequate to give the community needed economic development prior to the BNAS closure, then Brunswick sites a business park elsewhere. A new business park maximizes the use of non-Town public resources to provide infrastructure and other improvements. A comprehensive analysis of the costs and benefits to the public would be completed as part of the development plan for the park. Public ownership of the property is the preferred method of creating a new business park.

If a business park is developed that necessitates the expansion of the existing growth area, the new park meets the development standards specifically created to buffer and respect the character of the immediate community.

What We Currently Have as of 2005

Brunswick is one of the state's largest service centers with a wide range of retail and service options including a strong health care sector. It is also a highly desirable community in which to live and offers its residents and businesses a high quality of life. We have an existing Town-owned business park that is nearing capacity. There is adequate infrastructure capacity (sewer, water, highway access etc.) to support additional commercial and industrial growth. Local businesses have access to an adequate, qualified workforce. The upcoming closure of BNAS will have a substantial impact on the local economy with the potential for short-term loss of businesses and jobs and then the longer-term opportunities for economic activity related to the redevelopment of the base property.

Our community actively supports economic growth. The Town has a full-time Economic Development Director to coordinate economic activities with Brunswick's many civic, business, and public-private organizations. The Economic Development Director has determined that available sites for a business park within the current growth zone, excluding a possible BNAS conveyance, are inadequate to meet the community's short-term economic development needs. A preferred site just outside of the current growth area has been identified.

Infill opportunities for business growth exist within the current growth area. Developed on a case by case basis, business infill opportunities have been planned for and pursued comprehensively in the context of the closure of BNAS.

Objectives and Related Actions

The Town establishes the following objectives and sets forth the proposed actions for achieving each objective.

Key Objective #1 – Redevelop in-fill sites within the Growth Area.

Key Action 1: Prepare and implement a feasibility analysis of all potential in-fill sites that includes a fiscal analysis, details the costs necessary to make the sites attractive to prospective businesses, outlines anticipated business interest, and models an analysis of the number and types of jobs potentially created.

Key Action 2: Explore and actively pursue 3rd party funding and/or transitional funding made available through BNAS closure process to support in-fill.

Key Action 3: Promote development of in-fill sites that are financially feasible, beneficial to the community, and have the potential to bring commercial development and jobs paying a living wage to a currently underutilized site. Identify the needs of specifically targeted businesses and provide incentives to attract them to Brunswick.

Key Objective #2- Ensure that BNAS rezoning occurs through the evaluation of potential opportunities as well as on and off-site impacts of redevelopment that integrates new and existing uses.

Key Action 1: Elected officials and staff of Town participate in MRRA planning process.

Key Action 2: The Town encourages MRRA to actively explore the potential for early transfer of BNAS land suitable for businesses, developed cost effectively to the Town and attracts the types of business and jobs identified as being beneficial to the Town as in Key Objective 1 above.

Key Objective #3- Prior to the closure of BNAS, the Town shall develop and implement opportunities to attract businesses to Brunswick that will provide jobs paying a livable wage to help offset the anticipated loss of jobs leading up to the closure of the base.

Key Action 1: Identify the types and number of jobs the Town wants to attract and use available zoning, tax incentives, and third-party mechanisms to draw identified businesses and jobs.

Key Objective #4 – Ensure that as Bowdoin College grows and changes, its facilities fit into the community.

Key Action 1: Facilitate communication between the College and town citizens and businesses especially when the College needs to add new buildings, parking areas or other improvements.

Key Objective #5 – Enhance the economic viability of small, locally owned businesses.

Key Action 1: Develop a marketing plan and strategy for “new economy” businesses to encourage locating in Brunswick.

Action 2: Work with regional economic development organizations to provide funding for local businesses for expansion, modernization, and working capital.

Action 3: Develop an on-going business assistance program in coordination with regional organizations to enhance the skills of local business people and improve their ability to compete.

Action 4: Support Brunswick’s natural resources economy, including marine harvesting and farming.

Objective #6 - Promote expansion of passenger and freight rail service in Brunswick.

- Action 1: Coordinate with MDOT, the Northern New England Passenger Rail Authority and federal authorities to implement the infrastructure improvements needed for rail service.

Performance Targets as of 2005 and updated June 2008

Success in accomplishing any single economic objective will be challenging given the unprecedented economic impact that will occur due to the BNAS closure. However, the following initial performance targets are suggested:

1. Feasibility study for in-fill sites completed in 2006. (Completed 2007)
2. Feasibility study for the business park completed in 2006. (Completed 2007)
3. Feasibility study of early conveyance of BNAS transfer completed in 2006. (Completed, but ongoing monitoring encouraged.)
4. Initial application made for grants to finance infill and potential business park site by end of 2006. (Completed, ongoing)
5. Complete marketing plan for attraction of creative economy businesses by 2012.
6. Substantially fill sites at existing business park and growth area sites before transfer of BNAS site in 2011.
7. 500 jobs are created in Brunswick in the categories of jobs identified in Key Objective 3, Key Action 1 above.

Note: In response to the vision statements contained in this Policy section of the Plan, the Town of Brunswick commissioned an independent review of the need for a business park in West Brunswick. In addition, this study also reviewed the potential job creation that could result from in-fill development of vacant parcels properly zoned and located in the designated growth area. Finally, the study considered the potential for early conveyance of property on BNAS.

The results of the study concluded that a business park in West Brunswick would be needed in order to replace jobs lost through the closing of BNAS. In-fill development alone was deemed inadequate and early conveyance was seen as an unlikely possibility. The report identified two potential locations and the Town Council attempted to bring forward a project that was feasible financially as well as logistically. Due to primarily financial challenges, the project was not brought to adoption by the Council.

Chapter 6. Other Policies and Actions

The Update of the Comprehensive Plan focuses on eight policy areas that are the most important to the community. These topics are addressed in Chapter 5 and in the Land Use Plan in Chapter 7. While these two sections address most of the issues that are identified in the State Growth Management law that establishes the standards for municipal comprehensive plans, there are a few areas that are not adequately addressed. This section addresses those areas.

A. Treatment of Mobile Homes

Mobile homes make up a significant portion of the Town's existing housing stock. According to the 2000 Census, Brunswick had 1,384 mobile homes that were 15.9% of the housing stock. As of 2005, approximately 1,220 of these units are located in ten mobile home parks in the community, ranging in size from 5 to 491 units. The Town currently allows mobile homes to be placed on individual lots in the designated Rural Areas and proposes to continue this policy. The Town allows mobile home parks in designated Mobile Home Park Overlay Zones. The development standards for mobile home parks are consistent with the provisions of state law. The zoning requirements allow for the expansion of existing mobile home parks on land that is outside of the designated overlay zones. The Town proposes to continue this treatment of mobile home parks.

B. Protection of Marine Resources

The Town has an active program of protecting its coastal environment and its marine resources. The Town has established "Coastal Protection Zones" in the areas that are tributary to the Town's principal marine resource areas. These areas are designated on the Land Use Plan. These zones include standards to protect water quality and preserve the marine environment. The Land Use Plan proposes creating an additional coastal protection zone for the area adjacent to the New Meadows River. The development regulations encourage new residential developments in these areas to be Open Space Developments in which a significant portion of the site is permanently set aside as open space.

In addition to these land use measures, the Town has an extensive program of marine resource management activities. The Town has a full time Natural Resources Planner and Marine Resources Warden on staff charged with overseeing the Town's marine resources. The Town is currently involved in a regional effort to address issues related to the New Meadows watershed. There is an active shellfish management program. The Town intends to maintain its focus on protecting and preserving the coastal environment and marine resources.

C. Preservation of Agriculture and Forest Resources

The Town has a limited amount of commercial agriculture. Some of this land has been purchased by land trusts and other conservation organizations. The Town's Parks, Recreation, and Open Space Plan sets out a comprehensive strategy for working with the owners of agricultural land to maintain it in production if possible. The Town is moving forward with the implementation of this strategy.

The Town has some significant areas of forest. As part of the Rural Brunswick Smart Growth Study, the Town developed a management strategy for maintaining significant blocks of forested, wildlife habitat. While the focus of this effort was on habitat preservation, it has the additional benefit of retaining the forest resource. In addition, the Town's Natural Resources Planner works with landowners on an ongoing basis.

D. Protection of Historic and Archeological Resources

The Town currently provides a level of protection for identified historic resources and, to a lesser degree, known archeological resources. The Town has a Village Review Zone that provides for development proposals in the downtown area be reviewed and approved by the Village Review Board or staff. The standards of approval require that projects involving or impacting historic buildings or structures maintain the historical aspects of those buildings. In addition all development proposals are required to provide information on identified historic features on the site and to mitigate the impact of the development on those features. The submission requirements also provide that known archeological resources be identified in an application for development review.

In Chapter 5, under the downtown policies, there is a recommended action to expand the geographic area within the Village Review Zone. This will provide additional protection for historic resources in that area. To further enhance the protection of historic and archeological resources, the Town should:

1. Work with the Pejepscot Historical Society to assure that there is a full inventory of potential historic and archeological resources in the community,
2. Include consideration and protection of archeological resources, in addition to historic resources, in the development review process, and
3. Explore expanding the authority of the Village Review Board to include the review of activities involving identified historic buildings, structures, or sites anywhere in the community.

Chapter 7: Land Use Plan

The 1993 Comprehensive Plan included a Land Use Plan that established the basic concept of directing growth to designated Growth Areas and away from designated Rural Areas. While the policy set forth in that plan was sound, the implementation was only partially effective. Therefore, the updated Land Use Plan set forth below builds on the former Land Use Plan and the Town's current land use ordinances and is essentially a fine-tuning of the earlier policies. The update attempts to expand the opportunities for development, especially residential and business park type development, within the designated Growth Areas, which have been revised slightly. The update also incorporates the ongoing work of the Town to manage growth in the designated Rural Areas including the 2003 Rural Brunswick Smart Growth Plan recommendations.

The Land Use Map shows graphically how the Town's land use policies apply to the land area of the Town of Brunswick and where growth should and should not be accommodated over the next decade. The Land Use Map is not a zoning map. It is intended to show, in a general sense, the desired pattern of future land use and development. The intention is that this Land Use Plan will guide a review of the Town's zoning ordinance and map to assure that those land use regulations are consistent with the policies set forth in this Comprehensive Plan. The boundaries shown on the Land Use Map are intended to be general. The allowed uses and development standards set out for each land use designation should serve as guidelines, not absolute or final standards, as the zoning ordinance is reviewed and revised. Any references made to current zoning districts is done in order to provide a geographic context for recommendations and should not be construed to imply all zoning districts will remain as is. The Land Use Plan envisions that the number of separate zones will be reduced as appropriate to clarify and simplify the regulatory process.

A. Concept of Growth and Rural Areas

The Land Use Plan embodies the concept that the Town should continue to identify and designate "**growth areas**" or areas in which the anticipated nonresidential and residential growth will be accommodated and "**rural areas**" or areas in which intensive development will be discouraged (See Land Use Map). This concept was a fundamental principle of the 1993 Comprehensive Plan and is reflected in the Town's current land use regulations.

"**Rural areas**" typically include areas with significant natural resource value or constraints to development or use, areas with large amounts of agriculture or commercial forestry, areas that lack public utilities, and areas that are distant from public services. "**Growth areas**" typically include those areas that are or can be conveniently served by public facilities and services, are physically suited for development, and promote a compact rather than sprawling pattern of development. In addition, the Plan includes a category of "Overlays" that includes the Town's Natural Resource Protection District and other provisions designed to address special situations or geographic considerations.

B. General Pattern of Development

The Town of Brunswick's Land Use Plan reflects the following guiding principles with respect to the general pattern of development:

1. The downtown area is considered a centrally located, dense, mixed use area where civic services, retail, businesses, services and higher density residential uses are situated. Around this area are residential neighborhoods with less density. Around these areas, at the edge of the growth area, are additional residential areas with still less density. The general conceptual framework is one of concentric circles around the downtown core and Cook's Corner core.
2. The outlying areas of the community where it is more difficult to provide public services, that lack public utilities such as sewer and water, have significant natural resource and habitat value, and/or support natural resource industries should continue to be "rural". Within these areas, development should be discouraged and the rural character retained. Not more than a third of the new residential units built in Brunswick should be located in this "Rural Area" and the development that does occur should maintain the character of the area while preserving significant natural resources. While the overall density of new development should be low, development should be "clustered" to minimize the impact on natural resources and habitat.
3. The majority of new residential development and virtually all non-residential development (except natural resource-based activities and local uses intended to serve the vicinity) should be located within the "Growth Area". To accomplish this, the Town should encourage higher density/intensity of use within these growth areas.
4. New residential development should be accommodated in a variety of ways within the "Growth Area". In general, new residential uses should take fuller advantage of the development potential that is available. Therefore, the density of development should generally be higher than some recent development. As residential development occurs, the objective should be to create varied living environments that can accommodate people with different housing needs or desires. All of these environments should offer a high degree of livability and encourage pedestrian and bicycle use.

Within the core of the community, infill residential development, expansions, and redevelopment should be encouraged to increase the intensity of use in this part of the community. Within older established residential neighborhoods, new residential development should be encouraged to take advantage of available development opportunities while respecting the existing scale of the neighborhood. In the developing areas on the fringe of the built-up area, new development should be encouraged that creates neighborhoods with relatively high densities that are safe and accessible for pedestrians and cyclists. In commercial areas, residential development should be encouraged to create a more mixed-use environment.

5. The livability of Brunswick's established, intact neighborhoods should be enhanced. Residential and non-residential development should be accommodated within these neighborhoods but should be of an appropriate scale and design to minimize the impacts on the existing neighborhood. Any impacts of development should be mitigated through a variety of methods. The impacts to the areas immediately surrounding proposed new development must be balanced against the overall benefits of a project to the community including efficient municipal services, the need for compact growth to protect open rural landscapes, and its economic contribution to the community.
6. Retail uses and development should be carefully managed. The downtown should remain the heart of the community and should include a strong commercial/retail base. New retail development should also be accommodated at Cook's Corner – Brunswick's second retail center. Limited retail development should be allowed along the existing commercial corridors that link the various parts of the community. Creation of additional retail centers outside of these areas should not be allowed although limited scale retail uses serving future businesses and residences would be appropriate.
7. Growth of other types of economic activities should be encouraged and an adequate supply of land provided that is designated for these types of uses. Economic growth and development should be accommodated in the downtown, Cook's Corner, the commercial corridors, and in well planned business/industrial areas that are served by public water and sewer.

8. There should be an adequate supply of recreational facilities, open space, civic spaces, and schools near existing residential areas.
9. Brunswick should strive for new development that exemplifies good design and fits into the existing built environment. Good design is “thoughtful and well mannered” and is about “comfort” and “details.” The Town should strive to create walkable, pedestrian-oriented neighborhoods. New buildings should respect their neighbors regarding size, proportion, scale, and orientation.

For example, in guiding the transformation of the Cook’s Corner area, the Town has articulated its design expectations for that area through a set of *Cook’s Corner Design Standards*. Elements of these standards may serve as useful models for application elsewhere in Brunswick. They address such issues as streetscape, building placement, parking, bicycle and pedestrian circulation, building materials, roof and façade design, and landscaping. In addition, Brunswick should seek to support sustainable building principles, including sharing educational materials.

C. Rural Areas

The community’s primary objectives for the areas designated as “Rural” are to maintain the rural character of these areas while protecting the significant natural resource and scenic values that characterize these areas. Within these areas, the Town should discourage large-scale or intensive development. Not more than one-third of new residential units should be located in these “Rural Areas”. The development that does occur should be sited and designed to minimize its impact on natural and scenic resources and unfragmented wildlife habitats.

1. Farm and Forest Conservation Areas

The area designated as Farm and Forest Conservation includes most of the areas that were formerly designated as Farm and Forest Conservation and Country Residential. The Farm and Forest Conservation areas are located west of I-295, between Route One and Pleasant Hill Road, and north of Route One in East Brunswick (see Land Use Map). The former Farm and Forest area along the New Meadows River south of Route One is proposed to be changed to the Coastal Protection designation.

Vision

The Farm and Forest Conservation areas continue to be rural areas in which the environmental systems are preserved and rural resources maintained. Natural resource based uses are active. The limited development that does occur maintains the “rural character” and protects the areas’ natural resource and scenic values including unfragmented wildlife habitats.

Allowed Uses

The following general types of uses are appropriate in the Farm and Forest Conservation areas:

- Rural and natural resource based uses including agriculture and forestry;
- Rural businesses that support or are based on rural and natural resource-based uses;
- Single and two-family homes;
- Small-scale multifamily housing; and
- Low-intensity non-residential uses and businesses.

Development Standards

The basic residential density in Farm and Forest areas should be 1 dwelling unit per 2 acres for all types of residential uses. In the former Country Residential District where the minimum lot size is proposed to be increased, small lot density provisions similar to those in the current Coastal Protection districts shall be included.

A major focus of the development standards in the Farm and Forest Conservation areas should be to assure that any development or intensive use maintains the “rural character” and protects natural and scenic resources. Open Space subdivisions in which the development is clustered on a portion of the site should continue to be the desired form of residential development and the zoning provisions should include incentives to encourage this type of development.

In addition, the land use regulations should include the following:

- Standards for non-residential uses to assure that they are compatible with the rural character, protect natural and scenic resources, and minimize the impact on residential uses;
- Standards to maintain the character of scenic roads identified in the Parks, Recreation, and Open Space Plan including the retention of roadside buffers and controls on the creation and location of driveways;
- Standards to protect unfragmented wildlife habitats and travel corridors linking these blocks as set forth in the Rural Brunswick Smart Growth Study including incentives to encourage landowners to minimize the encroachment on these habitat blocks and corridors; and

- Standards to protect other significant natural resources, including wetlands, and to minimize the impact of development on these resources.

2. Coastal Protection Areas

The areas designated Coastal Protection include the areas that are generally tributary to Maquoit Bay, Mere Point Bay, and Middle Bay as well as the areas adjacent to the New Meadows River south of Route 1 that were previously designated as Farm and Forest excluding the area currently in the Medical Use Overlay Zone (see Land Use Map).

Vision

The Coastal Protection areas continue to be rural areas in which the environmental systems are preserved and rural resources maintained. Land use and development in these coastal watersheds are well managed to protect the embayments from the impacts of storm water, nutrient loading, and other non-point source pollutants. Natural resource based uses especially those that rely on the coastal waters are active and productive. The limited development that does occur maintains the “rural character” and protects the areas’ natural resource and scenic values including unfragmented wildlife habitats. Access to the water for public use is maintained and enhanced at an appropriate scale.

Allowed Uses

The following general types of uses are appropriate in the Coastal Protection areas:

- Rural and natural resource based uses including agriculture, forestry, and marine activities;
- Marine and water-dependent uses;
- Rural businesses that support or are based on rural and natural resource-based uses;
- Single and two-family homes;
- Small-scale multifamily housing in areas that are not adjacent to the coast; and
- Low-intensity non-residential uses and businesses.

Development Standards

The basic residential density in existing Coastal Protection areas should continue to be 1 dwelling unit per 3.5 to 5 acres for all types of residential uses. The residential density in the new Coastal Protection area along the New Meadows River should continue to be 1 dwelling unit per 2 acres unless new information or further study suggests otherwise. Ideally the management provisions should encompass a regional approach that includes the other communities in the New Meadows watershed area. If the allowed density in the prior Farm and Forest Conservation District along the New

Meadows River is ever reduced, small lot density provisions similar to those in the current Coastal Protection districts should be part of the change.

A major focus of the development standards in the Coastal Protection areas should be to protect the water quality in the coastal bays as well as assuring that any development or intensive use maintains the “rural character” and protects natural and scenic resources. Open Space subdivisions in which the development is clustered on a portion of the site should continue to be the desired form of residential development and the zoning provisions should include incentives to encourage this type of development.

In addition, the land use regulations should include the following:

- Standards to protect the coastal embayments including enhanced management of storm water, limits on the amount of lawn area and impervious surface, maintenance of sub-surface waste disposal systems, management of agricultural practices, and controls on other potential non-point source pollutants;
- Standards for non-residential uses to assure that they are compatible with the rural character, protect natural and scenic resources, and minimize the impact on residential uses;
- Standards to protect scenic roads identified in the Parks, Recreation, and Open Space Plan including the retention of roadside buffers and controls on the creation and location of driveways;
- Standards to protect unfragmented wildlife habitats and travel corridors connecting these blocks as set forth in the Rural Brunswick Smart Growth Study including incentives to encourage landowners to minimize the encroachment on these habitat blocks and corridors; and
- Standards to protect other significant natural resources, including wetlands, and to minimize the impact of development on these resources.

3. Route One South Mixed Use Area

The area designated as Route One South Mixed Use includes the area on both sides of Route One from the railroad tracks to I-295, extending northward from the Freeport town line to the existing boundary of the designated growth area.

Vision

The Route One corridor is an attractive gateway to Brunswick from the south. The road corridor consists of primarily wooded roadside with a range of small, low-intensity residential and non-residential uses that do not require public sewerage. The limited development that does occur maintains the “rural character” of the corridor and protects the area’s natural resource and scenic values including unfragmented wildlife habitats.

Allowed Uses

The following general types of uses are appropriate in the Route One South Mixed Use area:

- Rural and natural resource based uses including agriculture and forestry activities;
- Rural businesses that support or are based on rural and natural resource based uses;
- Single and two-family homes;
- Small-scale multifamily housing; and
- A wide range of small, low-intensity non-residential uses and businesses.

Development Standards

The basic residential density in the Route One South Mixed Use area should be 1 dwelling unit per 2 acres for all types of residential uses. Non-residential uses should be limited to a maximum of ten thousand square feet of floor area per use.

A major focus of the development standards in the Route One South area should be to assure that any development or non-residential use maintains the “rural character”, enhances the scenic character of the Route One corridor, and protects natural and scenic resources. Open Space subdivisions in which the development is clustered on a portion of the site should continue to be the desired form of residential development and the zoning provisions should include incentives to encourage this type of development.

In addition, the land use regulations should include the following:

- Standards for non-residential uses to assure compatibility with the rural character, protect natural and scenic resources, and minimize the impact on residential uses;
- Standards to maintain/enhance the scenic character of the Route One corridor including the retention/creation of primarily wooded roadside buffers and controls on the creation and location of driveways;
- Standards to protect unfragmented wildlife habitats and the travel corridors that connect these blocks as set forth in the Rural Brunswick Smart Growth Study including incentives to encourage landowners to minimize the encroachment on these habitat blocks and corridors; and
- Standards to protect other significant natural resources, including wetlands, and to minimize the impact of development on these resources.

In addition, supplemental development standards should apply to maintain or enhance this corridor as a gateway to Brunswick (see Overlay section).

D. Growth Areas

The designated Growth Areas are intended to accommodate most of the residential and non-residential development that occurs in our community over the next decade. These areas are served or can be served by public sewerage and water, and are generally close to public services. The objective is that at least two-thirds of new residential development, together with virtually all non-residential development, will occur within these areas. At the same time, the intention is that new development occurs in a way that respects the existing character of developed neighborhoods.

Development within the designated Growth Areas should allow for the efficient delivery of public services and should foster pedestrian and bicycle movement through connectivity. Residential development should occur at a range of densities that create a variety of housing options. Public and private green space should be provided within these areas at a scale appropriate for the intended use.

The Land Use Plan for the Growth Area embodies the following basic concepts:

1. Future growth and development should reinforce the evolving pattern of two separate but inter-related commercial centers (Town Core area and Cook's Corner).
2. While the character of the two centers will be somewhat different, the basic land use pattern should be similar. Each center should have a dense, mixed-use core that is surrounded by a somewhat lower density extended area that is primarily residential in character.
3. Within these two centers, the community should encourage development and redevelopment that somewhat increases the intensity of use and density of development while protecting established neighborhoods.
4. New residential development should be accommodated in the extended areas of these centers. This development should be more compact with a "village" character including smaller lots, an interconnected street network, facilities for pedestrian and bicycle movement, and green space rather than a "suburban" character centered on automobile movement.
5. The major corridors that link and provide access to the centers should become the "gateways" to the community with more efficient traffic flow and enhanced safety and a more attractive visual appearance.
6. Given its location between the two centers, the northern portion of the BNAS site remains in the growth area, with appropriate planned mixed use zoning.

7. Major economic and employment activities including a potential new business park should be accommodated in well-planned areas designated for this purpose.

8. The Exit 28 area adjacent to the I-295 interchange should develop as a dense, mixed-use area with residential, office, and service uses.

9. Affordable housing should be encouraged through the provision of density bonuses.

The following sections and the Land Use Map translate these concepts into more specific land use designations.

1. Town Core

The Town Core is the center of the community. It is where the greatest density of commercial and residential use occurs. The Town Core encompasses the Downtown and immediately adjacent neighborhoods including part of the Bowdoin College campus (see Land Use Map). The area includes the current TC and TR zones (except part of the TR 5 zone), part of Water Street, the CU 1, 3, 4, and 6 zones and the in-town portion of the MU 2 zone.

Vision

The Town Core continues to be the center of our community and, therefore, it is where the greatest density of residential and commercial uses occurs. It is an inviting, vibrant commercial, cultural, educational, recreational and residential center. Fort Andross and the riverfront anchor one end of the Town Core and increasingly become integral parts of the Core. Bowdoin College anchors the southern end of the Core and provides a transition between the Core and adjacent residential neighborhoods. The college is an important institution in the community offering cultural, educational, and open space opportunities for the entire community as well as significant economic benefits. The linkage between the Town Core and downtown Topsham is strengthened and the two sides of the river increasingly function as a single area.

The Town's primary municipal service facilities are located within the Town Core. The Town Core maintains its pedestrian scale and orientation. Pedestrians move easily and safely through the Town Core. Existing green spaces and recreational assets are maintained and additional public green space is planned and protected where appropriate. Continuing infill development and redevelopment increase the overall density of the Core while maintaining its attractiveness and livability. The Maine Street Station site and railroad corridor are redeveloped into a compact mixed-use area with dense commercial and residential uses. The amount of commercial use in the Core continues to expand where current zoning allows. New

residential units are added throughout the area to increase the level of activity in the Core.

Allowed Uses

The allowed uses generally reflect the established pattern of development and current zoning and vary in different parts of the Town Core. In general, the following types of uses are appropriate in the Town Core:

- A wide range of residential uses, including multifamily housing and residential units as part of mixed use buildings, as well as retirement housing and other eldercare facilities;
- A wide range of small to moderate scale non-residential, commercial, municipal, and community services uses; and
- College related residential and non-residential uses.

Development Standards

The focus of the development standards in the Town Core should be on allowing infill development and redevelopment as well as expansions to existing buildings that maintain the overall character of the Core while allowing for intensification of use. New development, including significant enlargements or modifications of existing buildings, located in a potentially expanded Village Review Zone should be subject to design review to ensure its compatibility with the objectives for the Town Core.

The objective of the Town is to allow for a range in density of development that is consistent with maintaining the mature character of the Town Core neighborhoods and Downtown area. Zoning provisions within this area should be developed to protect and enhance existing development patterns of established neighborhoods, such as the mass and scale of buildings, average density, lot size, setbacks, impervious coverage and parking. The creation of more accessory dwelling units is encouraged. Any redevelopment should blend well and complement these established areas.

Development should be required to provide pedestrian and bicycle facilities as part of the project. The land use regulations should provide some flexibility in meeting parking requirements. The use of drive-through facilities should be limited and should be strictly controlled. All development should be subject to stringent landscaping standards including the planting of trees consistent with Tree City USA standards.

2. Town Residential

The Town Residential area includes the older neighborhoods adjacent to the Town Core and the newer portion of the Bowdoin campus and is typically within a five to ten minute walk of the edge of the Town Core (see Land Use Map). The area includes the current R 1, 7, and 8 zones, parts of the TR 5 zone, the CU 2 and 5 zones, and the MU 3 and 6 zones.

Vision

The Town Residential area is primarily a residential and educational area of the community. Historically, the old high school is within this area and is a prime civic-use site, including its current recreational facilities. The residential neighborhoods provide a living environment within an easy walk of the Town Core. Bowdoin College grows, is a good neighbor, communicates its long term planning efforts, and works to minimize its impacts on the surrounding neighborhoods. The area maintains its pedestrian scale and orientation. Pedestrians move easily and safely through the area. The streets are interconnected. The existing public green spaces are maintained and additional green space is added where appropriate. Existing single-family neighborhoods are maintained while allowing limited infill development and the creation of accessory apartments to increase the overall density of the area. All new development respects adjacent uses, and is buffered by vegetation. Existing small-scale commercial uses provide neighborhood services but commercial uses are limited.

Allowed Uses

The allowed uses generally reflect the established pattern of development and vary somewhat in different parts of the Town Residential area. In general, the following types of uses are appropriate in the area:

- A range of residential uses including small-scale multifamily housing and accessory apartments;
- Very limited, small-scale commercial uses and home based businesses that are compatible with the neighborhoods;
- College related residential and non-residential uses; and
- A wider range of non-residential uses in the existing mixed use areas.

Development Standards

The focus of the development standards in the Town Residential neighborhoods should be on maintaining the single-family character of those streets that are currently predominately single-family while allowing infill development at reasonably high density where feasible. New residential uses should be allowed at 3 to 24 units per acre depending on the location within the area. Lot size requirements should be reduced or eliminated. Other dimensional requirements such as setbacks, building heights, and impervious surface should be evaluated and made compatible with the existing conditions in the neighborhood. New multifamily development should provide on-site green space and be buffered from existing residences. The development standards in the Mixed Use and College Use zones should be the same as the current standards.

3. Town Extended Residential

The Town Extended Residential area includes the Meadowbrook-Parkview, Maquoit Road, Merredith-McKeen and River Road neighborhoods that are beyond normal walking distance to the Town Core including the areas around the Medical Use Overlay Zone as well as an area north of Pleasant Hill Road (see Land Use Map). The area encompasses the current R 2, 3, and 4 zones, the Medical Use Overlay Zones around the hospitals, as well as an area currently zoned Coastal Protection along Pleasant Hill Road.

Vision

The established residential neighborhoods continue to be attractive places to live and are protected from new multi-family development by effective buffers. The existing mobile home parks are served by public water and sewerage. New development is compatible with the larger neighborhood. This development creates relatively dense, tight-knit, pedestrian-oriented neighborhoods. Pedestrians and bicyclists move easily and safely through the area. New streets are interconnected and, when feasible, pedestrian and bicycle connections are created within established neighborhoods. Existing public green spaces are maintained and additional green spaces, including larger recreational facilities for intensive use, are added where appropriate through the development process, by public purchase, and private conservation efforts. Significant natural resources and wildlife habitat are protected in the development process. Non-residential uses are limited and are small-scale to be compatible with the residential neighborhoods except around hospitals where medical services, professional offices, and similar uses are accommodated. Home occupations and small service businesses are accommodated.

Allowed Uses

In general, the following types of uses are appropriate in the Town Extended Residential area:

- A range of residential uses including multifamily housing and accessory apartments;
- Elderly and retirement housing, assisted living facilities, nursing homes, staff housing and similar uses in the Medical Use Overlay Zone;
- Very limited, small-scale non-residential uses and home-based businesses that are compatible with the neighborhoods;
- A limited range of non-residential uses in the immediate vicinity of the hospital sites, such as medical facilities, professional offices, out-patient treatment facilities, research and laboratory facilities, and small scale retail and service uses that serve the occupants of uses within the area; and
- Recreational facilities.

Development Standards

The focus of the development standards in the Town Extended Residential neighborhoods should be on maintaining the livability of established neighborhoods while accommodating residential development at moderate density where feasible, as well as limited non-residential use adjacent to the existing and former hospitals.

Since much of the vacant, developable land suitable for single-family development is located in the Town Extended Residential area, the development standards should maximize the use of these areas for residential development. To this end, the development standards should establish both maximum and minimum development densities for new planned development. New residential uses should be allowed at a minimum of 1.5 to 2 units per acre to a maximum of 8 units per acre for single-family development. Multi-family housing should be allowed at a maximum of 12 units per acre. Lot sizes should be reduced significantly in these districts. Setbacks for new residential development should be compatible with the existing conditions in the neighborhood.

Development of larger parcels should be required to be “planned developments” based upon a master development plan that establishes the basic pattern of utilization of the site including land use, circulation (vehicular and pedestrian), infrastructure, and open space. New development should continue to be required to provide for pedestrian and bicycle facilities as well as open space within the development or the neighborhood. New multifamily development should provide for on-site green space, and be buffered from existing residences.

4. Cook’s Corner Commercial Hub

The Cook’s Corner Commercial Hub includes the area around the intersection of the Bath and Gurnet Roads and extends about one-half mile from the intersection (see Land Use Map). The area encompasses part of the area currently zoned CC (Commercial/Cook’s Corner).

Vision

The Cook’s Corner Commercial Hub evolves into a vibrant, mixed-use area as envisioned in the Cook’s Corner Master Plan. The area is a regional commercial center with additional retail development. New development expands the range of non-residential uses in the area as well as adding residential uses. Pedestrian and bicycle movement within the Hub as well as connections to adjacent neighborhoods is enhanced. Public space is created as proposed in the Cook’s Corner Master Plan.

Allowed Uses

The following uses are generally appropriate in the Cook's Corner Commercial Hub:

- A range of residential uses including multifamily housing and residential uses as part of a mixed use building; and
- A wide range of non-residential uses including retail and consumer uses, services, offices, and public and community uses.

Development Standards

The focus of the development standards should be on encouraging development that maximizes the available development potential within the Hub area. The maximum density for residential development in this area should continue to be 15 units per acre but the minimum lot size should be reduced to 7,500 square feet. The other standards should be similar to the current Cook's Corner Center District including the design standards. New development should be required to improve the pedestrian and bicycle facilities to enhance movement within the Hub and between the Hub and adjacent areas of Cook's Corner. In addition, supplemental development standards should apply to maintain or enhance the Bath Road corridor as a gateway to Brunswick (see Overlay section).

5. Cook's Corner Extended Area

The Cook's Corner Extended Area includes the Cook's Corner area outside of Hub (see Land Use Map). The area encompasses the eastern part of the area currently zoned CC outside of the Hub, the current R 6 (excluding an area along Meadow Road) and MU 1 zones, the area along the Old Bath Road north of Route One and the area around the Mid Coast Hospital, including areas currently zoned Farm and Forest but covered by the Medical Use Overlay Zone.

Vision

The Cook's Corner Extended Area evolves into a vibrant, mixed-use area as envisioned in the Cook's Corner Master Plan. The area is a regional commercial center with additional retail development in the current Cook's Corner area. New office and research uses around the hospital, together with other development, expand the range of non-residential uses in the area. A planned residential neighborhood offering a range of housing, including affordable housing, emerges in the area between the Gurnet Road and the hospital campus. The existing mobile home parks are served by public water and sewerage. A new connector road exists linking the Gurnet Road to the Bath Road east of Cook's Corner. Pedestrian and bicycle movement within the Extended Area as well as connections to adjacent neighborhoods is enhanced. Significant natural resources and wildlife habitat is protected in the development process. Public space is created as proposed in the Cook's Corner Master Plan.

Allowed Uses

The following uses are generally appropriate in the Cook's Corner Extended Area:

- A range of residential uses including multifamily housing and residential uses as part of mixed use buildings; and
- Elderly and retirement housing, assisted living facilities, nursing homes, staff housing and similar uses in the vicinity of the hospital.
- Professional and medical office and research facilities in proximity to the hospital.
- Limited, small-scale, low-intensity non-residential uses including mixed-use buildings along the major roads south of the Bath Road (Gurnet, Thomas Point).

Development Standards

The focus of the development standards should be on encouraging development that maximizes the available development potential within the Extended Area. To this end, the development standards should establish both minimum and maximum development densities. New residential uses should be allowed at a minimum of 2 units per acre to a maximum of 15 units per acre. Lot sizes should be reduced to 7,500 square feet. Lot sizes and setbacks for non-residential development around the hospitals should be similar to the current standards for the overlay districts.

Redevelopment on BNAS will accommodate most development in this area. Development of larger parcels east of Gurnet Road and south of Bath Road should be "planned developments" based upon a master development plan that establishes the basic pattern of utilization of the site including land use, circulation (vehicular and pedestrian), infrastructure, and open space.

New development should be required to provide for appropriate amenities with substantial landscaping and pedestrian and bicycle facilities to enhance connectivity within the Extended Area and between the area, Hub and adjacent areas of Cook's Corner. In addition, supplemental development standards should apply to maintain or enhance the Bath Road corridor as a gateway to Brunswick (see Overlay section).

6. Reuse of Brunswick Naval Air Station

The pending closure of Brunswick Naval Air Station (BNAS) has land use implications for the Brunswick community. The land owned by the federal government as part of BNAS consists of a mix of developed and undeveloped areas, including areas with significant development potential and areas with significant natural resource value. Much of the property was public land prior to its being acquired for the base. Most of the base is currently zoned industrial and located within the designated "Growth Area". However, current zoning is unenforceable as

this is a military installation owned by the federal government. With the closure of the base, this area will be re-integrated into the Town.

Vision

Upon federal conveyance, the Brunswick Naval Air Station will continue to be a vibrant and integral part of Brunswick as a thriving mixed use community. The BNAS redevelopment will be guided by a community-influenced and accepted master reuse plan containing a variety of corporate, business, academic, recreational, community services, as well as the preservation of important natural areas and habitats, and the continuation of its strong residential neighborhoods. Redevelopment will promote a strong sense of place with connectivity returned to abutting neighborhoods, commercial areas, and natural areas such as the abutting Town Commons. It will serve as a regional model for sustainable smart growth development in the Midcoast Region.

Allowed Uses

The Base will be redeveloped as a mixed use planned community within the Town's Growth Area. Those lands outside the Growth Area Boundary, shall remain as conservation areas, now currently contained within the Farm and Forest Conservation Area designation.

Generalized uses within the Growth Area will include:

- Walkable live-work neighborhoods,
- Educational institutions,
- Business and professional offices,
- Business and technology industries,
- Aviation operations,
- Community mixed uses, and
- Indoor and outdoor recreational facilities.

Development Standards

Redevelopment shall be based upon a Master Reuse Plan and accompanying design and development standards. In order to maintain flexibility, the Town should provide for one planned reuse zoning district with development standards for each generalized land use area, as part of the Town's comprehensive zoning ordinance update, following the adoption of the Comprehensive Plan Update.

The development standards should be flexible in design to accommodate changes in market conditions. The standards shall also be consistent with smart growth guiding principles and the stated goals of the Comprehensive Plan Update. Buffering of natural areas and habitats further identified through the completion of the federally-mandated Environment Impact Statement, shall be required. The existing Natural Resource Protection Zone (NRPZ) and Aquifer Protection Zones (APZ) will be enforced.

The Midcoast Regional Redevelopment Authority will oversee the implementation of the Master Reuse Plan and work with the Town in the site plan review and approval process.

7. Commercial Connectors

The Commercial Connectors include the major road corridors leading to and linking the centers of the community including Pleasant Street between the I-295 interchange and the edge of the Town Core and the existing developed portions of Bath Road between the Town Core and Cook's Corner excluding BNAS (see Land Use Map). These are the areas currently zoned HC 1 & 2 and a portion of the MU 2 district west of Stanwood Street.

Vision

The existing Commercial Connectors function as safe, efficient routes for traffic to move through the community. These corridors are attractive gateways to the community. In addition, they serve as locations for commercial development. The land that is currently part of BNAS does not develop as part of the strip commercial corridor along Bath Road. New commercial development in this area maintains or improves the quality of the streetscape, provides for controlled access to the Bath Road, and accommodates pedestrian and bicycle movement. The corridors become safer and more attractive as redevelopment and improvement occurs. Residential uses are not encouraged in these corridors except in the Cook's Corner area. The development of new commercial corridors similar to Pleasant Street is not desired and is controlled. An alternative connector road is explored along the railroad right-of-way from Church Road to Stanwood Street and, if developed, is subject to use limitations, design standards, and access controls to prevent it from becoming another commercial strip.

Allowed Uses

The following types of uses are generally appropriate within the Commercial Connectors:

- A wide range of non-residential uses including retail and consumer uses, services, offices, public and community uses; and
- Industrial uses that are allowed by the current zoning.

New residential use should not be allowed within the Commercial Connectors except as part of a mixed-use development.

Development Standards

The development standards in the Commercial Connectors should focus on upgrading the function and appearance of development in these areas. This should include improved site design and landscaping requirements including provisions for shared access and parking where feasible. The maximum density for residential development in the highway commercial districts should continue to be 5 units per acre but the minimum lot size should be reduced to 7,500 square feet. Within the current CC District at Cook's Corner, the current design and performance standards should continue to apply. In addition, supplemental development standards should apply to maintain or enhance these corridors as the gateways to Brunswick (see Overlay section). When the BNAS land becomes available for development, standards should be created to maintain/enhance the scenic character of the Bath Road corridor including the retention/creation of vegetated/landscaped roadside buffers and controls on the creation and location of driveways.

8. Exit 28-Mixed Use Development Area

The Exit 28 Mixed Use Development Area encompasses lands bordered by the Androscoggin River, Pleasant Street, and I-295, extending easterly to the Durham Road, but excluding the frontage along Pleasant Street located within the Commercial Connector designation (see Land Use Map). This includes the areas currently zoned MU 4, R 5, and I 4.

Vision

The Exit 28 Mixed Use Development Area is characterized by a mix of "business-park" type development and a range of moderate to higher density housing. Vehicle access to the area is provided by an upgraded road network including connections to River Road, Pleasant Street, I-295, or the I-295 Connector. The residential uses provide a variety of housing types that are affordable to a mixed income range of households and are designed to provide a pedestrian friendly environment. Pedestrian and bicycle access is provided to adjacent areas. A substantial natural buffer is retained along the edges of the area abutting residential areas.

Allowed Uses

The following general types of uses are appropriate in the Exit 28 Mixed Use Development area:

- Business and professional offices
- Research facilities
- Financial services and institutions
- Business services
- Light assembly and manufacturing
- Places of assembly and entertainment
- Restaurants (excluding drive through service)
- Community and government uses

- Residential uses including multifamily housing and dwelling units as part of mixed-use buildings
- Outdoor recreation facilities

Large-scale retail uses such as shopping centers and big box retail stores are not appropriate in the area but small-scale stores should be included as part of a mixed-use development, or to provide services to nearby residents or workers.

Development Standards

Master development plans should be required for the development of all larger parcels of land. These plans should establish the overall development pattern, circulation system, utility systems, and open space or protected areas before any development occurs. The overall development scheme must provide for a mix of non-residential and residential uses. All uses should be required to be served by public water and sewerage.

Development near I-295 should be allowed to be reasonably intense with building heights permitted to a maximum of 60 feet as currently allowed but should be required to be less intense with a smaller scale and lower height closer to the River Road, Pleasant Street, and the I-295 Connector. Development in proximity to the River Road should be limited to smaller-scale, residential uses and small-scale retail/service uses.

The minimum density of residential development should be 1.5 to 2 units per acre with a maximum of 5 to 15 units per acre depending on the location. The minimum lot size should be reduced to 7,500 square feet. Retail uses should be limited to a maximum building footprint of 5,000 square feet.

A natural buffer should provide a visual transition from this area to the lower intensity areas. An undisturbed fifty foot wide buffer of conifers must be maintained along I-295 where it exists and sign standards shall be developed to prohibit signs that promote goods and services that can be seen from the interstate. Business identification and directional signage shall be permitted.

All development in this area should be required to conform to stringent site design standards. Natural resource areas should be required to be protected and buffers provided as appropriate.

9. Industrial Areas

The Industrial Areas include lands appropriate for industrial and other types of more intensive, non-residential uses (excluding large retail uses). This includes the three current industrial districts (I1, 2, and 3):

- The Industry Road Industrial Park (I 1)
- The Church Road Industrial Area (I 2)
- East Bath Road Industrial Area (I 3)

The current I 4 industrial area on the Old Portland Road adjacent to Exit 28 should be merged with the current MU 4 District that is part of the proposed Exit 28 Mixed Use Development Area. The current I 5 industrial district that encompasses BNAS is proposed for planned mixed use and is discussed in subsection 6.

(a) Existing Industrial Areas

Vision

The existing industrial areas provide locations for light industrial, office, service, and similar uses. As development, expansions, and redevelopment occur within these areas, the environmental and visual quality of the areas is improved.

Allowed Uses

The following general types of uses are appropriate in the existing industrial areas:

- A limited range of non-residential uses including light industrial, service, and office uses but not including retail or consumer oriented activities (service and office uses are not appropriate in the Church Road area)

New residential uses are not appropriate in these areas and should be prohibited.

Development Standards

The development standards in the existing industrial areas should be similar to the current I 1, 2, and 3 zoning requirements. In addition, supplemental development standards should apply to maintain or enhance the Old Portland Road and Bath Road corridors as the gateways to Brunswick (see Overlay section).

E. Overlay Districts

The Town's land use regulations include a number of overlay districts that impose additional requirements on specific geographic areas to address specific issues or concerns. The intention of the Land Use Plan is that these overlays continue in their current form with minor revisions as noted below. The seven existing overlay districts are:

1. Natural Resource Protection District -- This district should remain essentially as it currently is with the following three additions:

- Standards to maintain or enhance the visual character of the shoreline as seen from the water while allowing the maintenance and enhancement of scenic views consistent with Shoreland Zoning;
- Standards to regulate the construction of new docks as well as requirements for advance planning particularly within subdivisions to encourage communal use of new docks; and
- Standards to control the incremental encroachment on "protected lands" such as wetlands and stream corridors.

The Town should also study the adequacy of wetland and vernal pool regulations to determine if there is a need for additional local regulation of these resources.

2. Aquifer Protection District – The Town should review the adequacy of the current regulations dealing with individual homeowners within the Aquifer Protection Zone, as well as the information that is provided to property owners and residents within the district.

3. Mobile Home Park District -- This district should remain essentially as it currently is.

4. BNAS Flight Path Zone -- This district should remain essentially as it currently is as long as BNAS is open. When the base closes, the overlay will be reexamined. The Town should create redevelopment standards for the area north of Bath Road to minimize strip development. Controlling access to Bath Road will also ensure safety for autos, bicycles and pedestrians in this area. Design standards based upon the Cook's Corner Design Standards would guide development along Bath Road to complement and connect Downtown, Cook's Corner, and the newly redeveloped BNAS land.

5. Village Review Zone -- This district should be expanded to extend on the west of Maine Street to Page Street on the south and Union Street on the west, unless further study determines expansion to McKen Street may be appropriate.

6. Telecommunications Zone -- This district should remain essentially as it currently is.

7. Rural Brunswick Smart Growth District -- As this overlay district was just established in 2006, it is recommended that its overall workability be evaluated as part of the zoning ordinance update, and be enhanced as needed.

Gateway Corridor District --

A new overlay district, a Gateway Corridor Overlay, should also be created. This overlay shall identify both gateways to Brunswick and gateway corridors in Town including Pleasant Street, Bath Road, Old Portland Road and I-295.

Development standards for gateways should create a sense of arrival in Brunswick and may include natural plantings and consistent signage. Transitional gateways highlight, maintain and enhance the rural character of Brunswick outside the growth area, as well as areas shifting between incompatible zoning districts, e.g. high intensity commercial to low density residential. There are also internal gateways that should be identified and enhanced. The 2002 Parks, Recreation and Open Space Plan has identified some of these gateways.

Development of standards for gateway corridors include:

- Design changes so that routes continue to evolve as safe and efficient traffic arteries with appropriate access controls;
- Design standards for both new and redevelopment projects that require natural plantings between the roadways and buildings, and require both building finishes and styles that improve the visual appeal of the corridors; and
- Design standards to prohibit commercial signage aimed at passing travelers on I-295.

Part C. Implementation Strategy

Chapter 8. Implementation Strategy

This update of the Town’s Comprehensive Plan identifies eight key policy areas that need to be addressed as the Town moves forward over the next decade. For each policy area, the update sets forth objectives and actions that need to be taken to accomplish each objective. The update also includes a Land Use Plan that includes proposals for the Town’s land use regulations. In addition, the plan identifies other actions that the Town will need to take to carry out the recommendations. For this Update to be successful, the Town needs to systematically and comprehensively implement these recommendations. This chapter sets out an implementation strategy to guide that process.

A. Oversight of the Implementation Process

Successful implementation of the recommendations of this update will require that there be on-going oversight of, and responsibility for, the implementation of the Comprehensive Plan. In simple terms, some body or group must “own” the plan and be accountable for the progress in implementing the Update. While the ultimate responsibility for implementing the plan’s recommendations lies with the Town Council, it is unreasonable to expect that it will manage the day-to-day implementation of the various proposals. The School Board is an independent elected body responsible to the state. While the strategy “assigns” certain responsibilities to the School Board, this is done with the understanding that it is an independent body.

The Planning Board should be assigned the overall implementation oversight responsibility by the Town Council and, together with Council, develop a realistic timeline for plan implementation. It is also recommended that the Town Council be given the flexibility to appoint ad hoc committees to complete specific implementation tasks, with input from the Planning Board. The Town Council should provide for staff support and funding for plan implementation through the Planning and Development Department.

B. Implementation Strategy

The various sections of the Update, including the Land Use Plan, propose that the Town undertake a variety of actions to implement the various objectives. The implementation strategy in Table A organizes all of the recommended activities into a comprehensive approach. The strategy recognizes that some of the actions are more important than others so the implementation activities are organized into three groups – high priority actions, priority actions, and other actions. Actions that are identified as “key actions” that implement a “key objective” in the policy section are designated as “High Priority Actions” in the strategy. Actions that implement a

“key objective” but are not identified as “key actions” are designated as “Priority Actions”. Actions that implement an objective that is not identified as a “key objective” in the policies are designated as “Other Actions”.

The strategy also recognizes that implementation of these recommendations will take time due to limited resources and the nature of many of the activities. Therefore each activity is assigned a time frame for proposed completion – short term (within two years of adoption of the Update), mid term (within five years of adoption), long term (more than five years), or ongoing (activities that require continuing involvement or funding). For each activity, a lead committee or board is identified. While it is understood that other groups or people will be involved, this lead group will be tasked with oversight responsibilities. The strategy recognizes that, while much of the actual work in implementing the Update will be done by Town staff, the responsibility for the various activities must rest with the various official bodies of the Town, and that the role of the staff is to assist these groups in accomplishing these tasks.

Table A
Implementation Strategy
Recommended Actions, Priorities, Responsibilities, and Timing
(See text for detailed discussion)
(A more detailed, updated strategy/timeline will be developed consistent with this document).

Policy Reference	Activity	Primary Responsibility	Timing
High Priority Actions			
LAND USE PLAN			
LUP	Revise Zoning Map to reflect designations on the Land Use Plan including adjustment of the Growth Area boundary	Planning Board (PB)	Short
LUP	Revise the zoning ordinance requirements to reflect the designations in the Land Use Plan	PB	Short
ZONING			
3-2-1 & 5-3-1	Allow denser development in designated growth areas (particularly where water, sewer, and storm water systems exist) by drafting and adopting zoning ordinance amendments to permit increased housing density.	PB	Short
4-1-3	Implement zoning changes that encourage denser, infill development in the Growth Area where water, sewer and storm water systems exist.	PB	Short
6-3-3	Revise zoning ordinance to ensure that land with high resource value is preserved in development process.	PB	Short

Policy Reference	Activity	Primary Responsibility	Timing
7-3-1	Re-evaluate dimensional standards and conduct inventory of neighborhood features; then revise the Town zoning ordinance to allow denser residential infill development throughout the downtown while preserving features.	PB	Short
8-2-1	Review and revise the zoning ordinance to reflect the Future Land Use Plan.	PB	Short
MUNICIPAL FACILITIES			
2-1-1	Elected officials and staff of Town participate in MRRA planning process.	Town Council	Short
2-1-2	Identify opportunities for municipal facilities on BNAS property.	Town Council	Short
2-2-1	Determine the optimal use of all municipal buildings and facilities including currently underutilized facilities such as the old High School.	Town Council	Short
2-3-1	Adopt a procedure that requires staff and committees reviewing facilities needs to investigate the feasibility of regional partnerships.	Town Council	Short
GROWTH-RURAL PATTERN			
3-1-1	Elected officials and staff of Town participate in MRRA planning process.	Town Council	Short
3-1-2	Obtain natural resource inventories that exist for BNAS land. Identify and plan to ensure protection of significant natural resources and open space.	Conservation Commission	Short

Policy Reference	Activity	Primary Responsibility	Timing
3-1-3	Evaluate infrastructure needs for redevelopment for roads, storm water, sewer and water and other services.	Town Council	Short
3-1-4	Using the information gathered from 3-1-2 and 3-1-3 above, appropriately site a Rural/Growth Boundary and develop associated zoning consistent with Brunswick's overall development policies.	PB	Short
3-2-1 & 5-3-1	Allow denser development in the Growth Area by drafting and adopting zoning ordinance revisions to permit increased housing density at all price levels.	PB	Short
3-2-2 & 6-2-1	Limit the number of residential building permits issued for new dwelling units in the Rural Area to no more than one-third of total permits issued town-wide.	PB	Short
3-3-1	Continue to work toward the implementation of the management strategies recommended in the 2003 Rural Brunswick Smart Growth Study as adopted by the Town Council.	Planning Board/Conservation Commission	Short
3-3-3	Promote ways to protect important open space and habitats in the Rural Area through OS Developments, RBSG developments or other mechanisms.	PB	Short
3-3-6	Coordinate future decisions regarding train service, maintenance & operations to minimize noise & other negative impacts	Town Council	Short

Policy Reference	Activity	Primary Responsibility	Timing
HOUSING			
5-1-1	Research federal regulations relating to affordable housing of decommissioned Navy housing and position the Town to ensure affordability of those units	MRRA	Short
OPEN SPACE, NATURAL RESOURCES, AND RECREATION			
6-3-1	Establish a Land for Brunswick's Future Board to oversee identification and prioritization of high value open space and natural resources to be protected.	Town Council	Short
6-5-1	Enact a recreation impact fee for new residential development that reflects the impact of such development and costs associated with providing additional recreational facilities.	PB	Short
DOWNTOWN			
7-1-1	Ensure that the design of the Maine Street Station site and the proposed uses complement the mixed-use nature of existing downtown.	PB	Short
7-4-2	Expand the geographic limits of the Village Review Board's jurisdiction to include an area west of Maine Street to Union Street (and possibly Cedar Street) from the Androscoggin River to the Chamberlain Museum.	Village Review Board	Short

Policy Reference	Activity	Primary Responsibility	Timing
LOCAL ECONOMY			
8-1-1	Prepare a feasibility analysis of all potential in-fill sites.	Town Council	Short
8-1-2	Explore and actively pursue 3 rd party funding and/or transitional funding made available through BNAS closure process to support in-fill.	Town Council	Short
8-1-3	Develop feasible in-fill sites.	Town Council	Short
8-2-1	Elected officials and staff participate in MRRA planning process.	Town Council	Short
8-2-2	Town actively explores potential for early transfer of BNAS land suitable for business interests.	Town Council	Short
8-3-1	Identify types of jobs desired by the Town and use mechanisms to draw those businesses and jobs.	Town Council	Short
EDUCATION			
1-2-1	Implement state-mandated programs and programs comparable to and competitive with those offered in surrounding communities or comparably sized school systems.	School Board	Mid
1-2-2	Ensure class sizes that are appropriate for the grade level and the successful implementation of the desired teaching methodology.	School Board	Mid
1-3-1	Work toward a balanced socioeconomic environment within each school.	School Board	Mid

Policy Reference	Activity	Primary Responsibility	Timing
MUNICIPAL FACILITIES			
2-1-3	Identify and prioritize long and short-term actions Brunswick can take to ensure incorporation of needed municipal facilities in the redevelopment plan.	Town Council	Mid
INFRASTRUCTURE			
4-1-1	Align BTWD and BSD and Town planning efforts to achieve the Town's broad planning objectives.	PB	Mid
4-1-2	Actively plan for, and explore the capitalization of, water and sewer extensions into areas where the Town is particularly encouraging development (as defined in the Future Land Use Plan).	PB	Mid
4-1-3	Implement zoning changes that encourage denser, infill development in the Growth Area where water, sewer and storm water systems exist.	PB	Mid
4-1-4	Implement zoning on BNAS property that is consistent with overall Town policies encouraging denser development in Growth Areas with appropriate infrastructure, and preserving the rural character outside of Growth Areas.	PB	Mid
4-2-1	Develop a Master Traffic Plan and prioritize solutions for the most congested and least safe areas. In particular, plan for changes required by the redevelopment of BNAS.	PB	Mid

Policy Reference	Activity	Primary Responsibility	Timing
HOUSING			
5-1-2	Create zoning for BNAS property, that allows for increased density and flexibility to promote private development of affordable and workforce housing.	PB	Mid
OPEN SPACE, NATURAL RESOURCES, AND RECREATION			
6-5-2	Identify and obtain facilities for recreation on BNAS property that can best meet the needs of the community. Update the 2004 Brunswick Bicycle and Pedestrian Improvement Plan to incorporate access to BNAS as its future uses become clearer.	Recreation Commission	Mid
DOWNTOWN			
7-2-1	Evaluate and implement measures and physical improvements for improving pedestrian safety and comfort on Maine Street.	PB	Mid
7-4-1	Develop a new Master Plan for downtown relating economic, housing and infrastructure improvements. Considerations for such a plan include traffic, bicycle and pedestrian patterns, alternatives to diverting thru-traffic away from Maine Street, enhancing use of upper story space, preserving historic architecture, and making new construction and renovations fit the character of the historic downtown.	Town Council	Mid

Policy Reference	Activity	Primary Responsibility	Timing
EDUCATION			
1-1-1	Build new school facilities, end the use of modular classrooms and/or close outdated facilities to meet educational, program, health, and safety needs in a cost-effective way.	School Board	Long
1-1-2	Continue to fund preventive maintenance and building improvements to continuously maintain school facilities.	School Board	Ongoing
GROWTH-RURAL PATTERN			
3-3-2	Continue to work toward the implementation of the strategies recommended in the 2002 Parks, Recreation and Open Space Plan as adopted by the Town Council.	Conservation and Recreation Commissions	Ongoing
HOUSING			
5-2-1	Actively pursue state and federal housing subsidy programs, such as Community Development Block Grant (CDBG) housing rehabilitation funds, Federal Home Loan Bank subsidies, and Maine State Housing Authority Home Rehabilitation program funds. Explore reuse of no-longer needed municipal and school facilities as sites for redevelopment.	PB	Ongoing
OPEN SPACE, NATURAL RESOURCES, AND RECREATION			
6-1-1	MRRRA/Consultants inventory natural resources on BNAS property and consults during the MRRRA planning process to coordinate the protection of significant local and regional natural resources.	Conservation Commission	Ongoing

Policy Reference	Activity	Primary Responsibility	Timing
6-3-2	Promote ways to protect important open space and habitats in the Rural Area through OS developments, RBSG developments or other mechanisms.	Conservation Commission	Ongoing
6-4-1	Continue to monitor quality of waters – rivers, streams, coastal, and aquifers and consider adding additional water quality monitoring as necessary to access the drinking water and marine resource condition of these waters.	Marine Resources Committee	Ongoing
DOWNTOWN			
7-2-2	Continue implementing the improvements listed in the 2004 Brunswick Bicycle and Pedestrian Improvement Plan relating to Downtown, particularly regarding crosswalks and sidewalks, on a regular basis.	Bicycle and Pedestrian Advisory Committee	Ongoing
LOCAL ECONOMY			
8-4-1	Facilitate communication between Bowdoin College and town citizens and businesses especially when the College needs to add new buildings, parking areas or other improvements.	PB	Ongoing
8-5-2	Work with regional economic development organizations to provide funding for local businesses for expansion, modernization, and working capital.	Town Council	Ongoing

Policy Reference	Activity	Primary Responsibility	Timing
Priority Actions			
EDUCATION			
1-2-3	Financially support the summer Reading, Writing, and Mathematics Camp Program.	School Board	Ongoing
1-3-2	Strongly support programs at the Vocational Region 10 school.	School Board	Ongoing
1-3-3	Provide access to new technology for all students within the learning environment.	School Board	Mid
1-3-4	Continue to support programs such as Alternative Education and Merrymeeting Adult Education.	School Board	Ongoing
MUNICIPAL FACILITIES			
2-1-4	Explore cross-town public transportation options.	PB	Mid
2-2-2	Consolidate all studies of current and future buildings and facilities needs including maintenance, renovation, replacement and expansion along with associated timelines and costs.	Town Council	Short
2-2-3	Increase recycling efforts throughout the Town including construction debris recycling.	Recycling Committee	Mid
2-2-5	Reserve funds for specific future capital needs funded annually at a percentage of the anticipated cost.	Town Council	Ongoing
2-2-6	Once annual CIP expenditures are authorized, complete the purchases or projects approved.	Town Council	Ongoing
2-2-7	Modify the CIP process so that new projects can be added if new opportunities for funding arise.	CIP Committee	Short

Policy Reference	Activity	Primary Responsibility	Timing
2-2-8	Implement the specific priority recommendations of the 2002 Parks, Recreation, and Open Space Plan for the improvement and expansion of indoor recreation facilities.	Recreation Commission	Mid
2-3-2	Adopt a procedure that requires staff and committees reviewing facilities needs to investigate the feasibility of using impact fees, grants, Tax Increment Financing (TIFs) or other creative financing methods.	Town Council	Short
GROWTH-RURAL PATTERN			
3-3-4	Work with private landowners who are interested in conserving the habitat, natural resource, and agricultural value of their property on a voluntary basis.	Conservation Commission	Ongoing
3-3-5	Work with local and regional land trusts and conservation organizations to identify important parcels of land in the Rural Area for acquisition.	Conservation Commission	Ongoing
INFRASTRUCTURE			
4-2-2	Explore state and regional collaboration and funding to complete identified traffic improvements.	PB	Ongoing
4-2-3	Work with MDOT on the Gateway 1 Corridor study to seek Pleasant Street & Mill Street improvements.	Gateway 1 Corridor Steering Committee	Ongoing
4-2-4	Continue to improve existing roads and sidewalks, per the 2004 Bicycle and Pedestrian Improvement Plan, to make them fully accessible and safe.	Bicycle and Pedestrian Advisory Committee	Ongoing

Policy Reference	Activity	Primary Responsibility	Timing
4-2-5	Adopt new road standards for new streets within the Growth Area that require interconnectivity and sidewalks as appropriate.	PB	Short
4-2-6	Support the efforts of the Midcoast Collaborative for Access to Transportation to study the feasibility of a limited fixed/flex public transportation route/system in Brunswick.	Town Council	Ongoing
4-2-7	Have Town officials meet with neighboring community officials to coordinate regional transportation projects and planning.	PB	Ongoing
HOUSING			
5-2-2	Partner with funders where possible to encourage owner-occupied multi-unit housing.	Mid Coast Community Housing Coalition	Mid
OPEN SPACE, NATURAL RESOURCES, AND RECREATION			
6-3-4	Land for Brunswick's Future Board obtains funding to protect priority high value parcels.	LFBF Board	Mid
6-3-5	Enact an open space impact fee that reflects the impact of new development and the associated need for protected open space.	PB	Short
6-3-6	Plan for open space and parks in both the growth and rural areas.	Conservation Commission	Short
6-4-2	Continue to protect unfragmented forested blocks from development through comprehensive effort to work with landowners and developers on a voluntary basis and by adopting ordinance standards for mitigation as needed.	Conservation Commission	Short

Policy Reference	Activity	Primary Responsibility	Timing
6-4-3	Consider adopting ordinance provisions stricter than current state regulations to protect vernal pools and wetlands including provisions that require in-kind or fee-based mitigation as part of the development process where these resources are harmed.	Conservation Commission	Short
6-4-4	Require long-term protection of streams, wetlands and vernal pools that are contiguous to new development as part of the development process by requiring effective notification of protected status of these resources to homeowners through deed and covenant provisions.	PB	Short
6-4-5	Include the cumulative effects of light pollution along with the other factors considered as part of the development process.	PB	Mid
6-5-3	Implement the specific priority recommendations of the 2002 Parks, Recreation and Open Space Plan for the expansion of recreational facilities.	Conservation Commission/Recreation Commission	Mid
6-5-4	Support and begin to implement the 2004 Bicycle and Pedestrian Improvement Plan for a system of interconnected trails and pathways through public/private partnerships.	Bicycle and Pedestrian Advisory Committee	Mid
6-6-1	Preservation of the historic, archaeological and burial sites identified in the 2002 Parks, Recreation and Open Space Plan are made part of development process. Develop process to identify additional perishable assets impacted by development.	PB	Mid

Policy Reference	Activity	Primary Responsibility	Timing
DOWNTOWN			
7-3-2	Coordinate the development of a building rehabilitation code to facilitate renovations of existing downtown building with the Town's building code, the State's Life Safety Code, and other state efforts to accomplish the same.	PB	Mid
7-4-3	Install benches, information kiosks, trash receptacles, and public toilets.	PB	Mid
7-4-4	Encourage development on the side streets off Maine Street to attract pedestrian traffic and new businesses.	PB	Long
7-4-5	Support the concept of Brunswick's north end as a recreational hub.	PB	Mid
7-4-6	Support efforts to develop and promote a local creative economy.	Town Council	Short
7-4-7	Continue to support the Village Review Board's ongoing efforts to work with landlords who voluntarily want to maintain the historic character of the Downtown. Support the VRB's recent efforts to establish a non-regulatory Brunswick Town Landmark and Landmark District Designation Program.	Village Review Board	Ongoing
Other Actions			
MUNICIPAL FACILITIES			
2-4-1	Publicize the prioritized 10-year capital needs budget and rationale/funding for future projects in an on-going effective public forum.	CIP Committee	Ongoing

Policy Reference	Activity	Primary Responsibility	Timing
INFRASTRUCTURE			
4-3-1	Plan and incorporate storm water management systems that are consistent with achieving the Town's water quality goals into Brunswick's CIP.	CIP Committee	Mid
4-3-2	Work with Sewer District to provide incentives to encourage current septic system users within the Growth Area to connect to the Sewer District where the sewer line is reasonably close and particularly when existing septic is failing.	PB	Mid
4-3-3	Explore the impact of requiring sizable new Growth Area developments to connect to sewer lines beyond current connection requirements.	PB	Short
4-3-4	Coordinate infrastructure improvements between water, sewer, and public works departments.	Town Council	Ongoing
4-3-5	Coordinate with the sewer district to segregate storm water from sewer effluent.	Town Council	Ongoing
HOUSING			
5-4-1	Use the new Affordable Housing Tax Increment Financing (TIF) program to encourage suitable projects.	Mid Coast Community Housing Coalition	Ongoing
5-4-2	Identify partners to work collaboratively with the Town on housing projects that are focused on rental apartments, moderately priced workforce housing, and low to moderate-income elderly housing.	Mid Coast Community Housing Coalition	Mid

Policy Reference	Activity	Primary Responsibility	Timing
5-4-3	Support development of workforce housing for Town employees.	Mid Coast Community Housing Coalition	Long
5-5-1	Support informational and educational efforts of the Mid Coast Community Housing Coalition.	Mid Coast Community Housing Coalition	Ongoing
5-5-2	Prepare education materials and programs that help residents visualize denser development patterns.	Mid Coast Community Housing Coalition	Short
5-5-3	Distribute education and program materials with property tax bills.	Mid Coast Community Housing Coalition	Short
OPEN SPACE, NATURAL RESOURCES, AND RECREATION			
6-6-2	Identify and preserve scenic assets including gateways to Brunswick.	Conservation Commission	Mid
6-6-3	Maintain existing public water access points and acquire new water access when feasible.	Conservation Commission	Ongoing
6-6-4	Prepare a concept plan for the Androscoggin River Corridor for recreational purposes.	Recreation Commission	Mid
6-7-1	Continue to inventory natural resources so as to be scientifically accurate and appropriate for long-term planning with appropriate public review.	Conservation Commission	Ongoing
6-7-2	Cooperate with adjoining towns to place prioritization process in a regional context.	Conservation Commission	Short
6-7-3	Inform the public about natural and scenic resources using the Town website and other means.	Conservation Commission	Mid
6-7-4	Develop management standards for each significant resource.	Conservation Commission	Long
6-7-5	Continue to monitor populations of indicator wildlife species for the significant terrestrial and aquatic habitats.	Conservation Commission	Ongoing

Policy Reference	Activity	Primary Responsibility	Timing
6-7-6	Continue to actively manage town-owned forest and other natural resources.	Conservation Commission	Ongoing
DOWNTOWN			
7-5-1	Follow the downtown parking committee's recommendations implementing the 2001 Downtown Parking Study.	PB	Mid
LOCAL ECONOMY			
8-5-2	Work with regional economic development organizations such as Midcoast Council for Business Development and Planning and Coastal Enterprises, Inc. to provide funding for local businesses for expansion, modernization, and working capital.	Town Council	Ongoing
8-5-3	Develop an on-going business assistance program in coordination with regional organizations to enhance the business skills of local business people and improve their ability to compete.	Town Council	Short
8-5-4	Support Brunswick's natural resources economy, including marine harvesting and farming.	Marine Resources Committee	Ongoing
8-6-1	Coordinate with MDOT and federal authorities to advocate for infrastructure improvements needed for rail service.	Town Council	Ongoing

Chapter 9. Capital Investment Strategy as of 2006

The capital investment strategy is intended to assist the Town in planning for the capital facilities needed to service the future growth and development in the community. The Town of Brunswick has an ongoing capital planning and budgeting system that addresses the community's on-going needs for capital facilities. The results of that process have been incorporated into this Update.

A. Current CIP Process

The Town conducts an annual capital planning process that occurs on a parallel track to the Town's operating budget development. A committee prepares the Town's Capital Improvement Program (CIP) annually. Each year, the committee solicits proposed capital projects from operating departments and boards and commissions. The capital needs are evaluated, projects are given a priority and a plan of proposed capital spending prepared. The annual CIP looks at the Town's capital needs for a five-year time frame including a proposed capital budget for the current year that is incorporated into the budget deliberations on the operating budget. The CIP is reviewed and adopted by the Town Council. The CIP attempts to balance the Town's needs for investment in capital facilities with the Town's ability/desire to pay for these investments.

B. Most Recent CIP

The Town Council adopted the most recent Capital Improvement Program (CIP) covering the Fiscal Years Ending 2006-2011 in June of 2006. This CIP proposed that the Town undertake over \$45 million in capital expenditures during the five-year planning period including the construction of a new elementary school. A copy of the 2006-2011 CIP is in appendix D.

The current CIP addresses most of capital expenditures envisioned in the policy objectives and actions of this plan including the Future Land Use Plan. These include funding for a new central fire station, construction of a Cook's Corner Fire sub-station to service growth in that area of the community, provision of new administrative space for the municipal offices, upgrading of school facilities, landfill closure, sidewalk construction, and business park development. These investments, if made in accordance with the current CIP, will address virtually all of the community's needs for facilities to accommodate anticipated growth in Brunswick.

C. Other Projects Necessary to Accommodate the Projected Growth

The Capital Improvement Program attempts to balance the capital investment needs of the community with the community's ability/willingness to pay for these improvements. As a result not all projects are able to be accommodated in the current CIP and must be deferred. Other projects are funded through alternative funding sources such as impact fees.

1. Recreation and Open Space Facilities – Various proposed actions call for the development of additional recreational facilities and the protection of open space in accordance with the Parks, Recreation, and Open Space Plan and the creation of a Land for Brunswick’s Future Board. The Town currently has in place an impact fee that is charged to new residential development that provides funding for expanded recreational facilities. This is proposed to be expanded to include a fee for open space acquisition. If major improvements are proposed, they will need to be addressed in future CIP’s.

2. Utility Expansion Within the Growth Area –Infrastructure policies envision that the Town may need to be involved with the capitalization of utility extensions within the Growth Area to facilitate the desired pattern of growth. No particular project has been identified. If Town involvement in utility extensions is contemplated in the future, this will need to be programmed through the CIP.

3. Transportation/Traffic Improvements – Infrastructure policies call for the development and implementation of a regional transportation plan. If this plan results in proposed traffic improvement projects that will require local funding, they will need to be incorporated into the CIP process.

4. Downtown Improvements – Various actions propose pedestrian and parking improvements in the Downtown. If these projects develop and require significant local funding, they will need to be considered through the CIP process.

Chapter 10. Regional Coordination as of 2006

Brunswick is the service center for the southern mid-coast region. This role as a regional service center has resulted in Brunswick taking the lead in looking for regional approaches to the issues facing the community. Regional cooperation may offer new opportunities for better municipal services to be provided or for services to be provided more efficiently. Some issues facing Brunswick extend beyond the boundaries of the Town. To address these issues successfully will require cooperation and coordination among municipalities and regional interests. This section briefly discusses the key regional issues facing Brunswick and actions the Town should take to address them.

A. Delivery of Municipal Services

1. Description of the Issue

The Town is under increasing fiscal pressure to find ways to hold down the costs of providing municipal services. This pressure may increase with the closure of BNAS in the foreseeable future. The provision of some municipal services on a “greater-than-town” basis may make sense both operationally and financially. The Town should explore the opportunities for multi-town or regional approaches for service delivery.

2. Current Regional Activities

The Town is currently involved in a number of efforts involving regional service delivery. Fire and EMS personnel work on a regional basis daily. The Town is exploring regional dispatching for public safety through the Enhanced 911 system. Town recreation programs are open to people in the surrounding communities. For the past two years, Brunswick has worked with Topsham, Harpswell, West Bath, Bowdoin, and Bath in a Household Hazardous Waste Collection event hosted by the Brunswick and Bath Public Works Departments. Brunswick participates in the Greater Portland Council of Governments joint purchasing program for services and materials including heating oil, road stripping, paving, traffic signs, road salt, catch basin cleaning, etc. The Town has explored possible regional approaches for some other aspects of municipal services including public safety operations.

The Brunswick Topsham Water District operates on a multi-municipality basis and the Brunswick Sewer District provides service to Topsham on a contract basis. The water district cooperates with the Bath Water District relative to emergency water distribution interconnections and has worked with other districts on shared concerns. The water district is exploring the potential benefits of joint bidding for the purchase of equipment and/or construction materials.

3. Proposed Actions

As a matter of policy, the Town should look at regional approaches to service delivery before it adds new functions or services and as an alternative to the Town providing the service. The Town should continue to explore the potential for regional public safety services including regional dispatching in conjunction with Freeport and Yarmouth. Recycling may offer an opportunity to use the expertise that the Town has developed to provide this service on a regional basis. The Town is interested in improved recycling of demolition debris. The Town's Recycling Committee has initiated discussions with the appropriate bodies in surrounding communities to explore the possibilities for this and should continue this effort.

B. Shared Facilities

1. Description of the Issue

Brunswick's role as a service center means that residents of the larger region already come to town for many activities. Residents of other communities use Brunswick facilities for access to various water bodies. There may be other opportunities for shared facilities that serve more than Brunswick. For example, Brunswick as well as a number of surrounding communities is developing bicycle and pedestrian facilities with only limited consideration of potential for the creation of a regional network.

2. Current Regional Activities

The Town of Harpswell supports the town library. The Police Departments in Brunswick and Topsham have worked together on the development of a shared shooting range in Topsham.

3. Proposed Actions

As with municipal services, the Town should explore the feasibility of regional facilities before it develops new or expanded municipal facilities. The Town of Brunswick in conjunction with MCBDP should play the lead in working with surrounding towns to explore how the Town's bicycle and pedestrian facilities can be better integrated into a regional network of these facilities.

C. Regional Economic Development

1. Description of the Issue

Brunswick functions as the hub of an economic region. Increasingly, the community is evolving as a center for the "creative economy" including knowledge creation and the arts and culture. Since Brunswick is a service and

employment center, many people who live in surrounding communities commute to Brunswick to work. Improvements in the Brunswick economy influence the well being of the entire region.

2. Current Regional Activities

The Town works through MCBDP to promote economic growth on a regional basis. MCBDP provides assistance to businesses as well as access to financing. The Brunswick Downtown Association is exploring joint marketing and promotion activities with representatives from Topsham. The Town participates in regional economic planning efforts such as Coastal Counties Workforce. The REACH coordinates and promotes arts and cultural activities on a regional basis.

3. Proposed Actions

The Town should pursue a collaborative approach to regional economic development similar to that used by Lewiston/Auburn including the sharing of information, joint marketing of the region, the creation of non-competitive policies with respect to business recruitment and the use of financing tools such as TIF's, and the joint development of economic activities such as business parks.

D. Reuse/Redevelopment of BNAS

1. Description of the Issue

The pending closure of BNAS may significantly impact the regional economy. Planning for the reuse and redevelopment of the base will need to involve the larger region to be successful.

2. Current Regional Activities

The Governor, by executive order, has established an advisory council that includes both state and local representatives to focus on issues such as business retention and attraction and workforce retraining. The Memorandum of Understanding between the Governor and the Towns of Brunswick and Topsham that is part of this process requires agreement that the redevelopment effort will not "steal" businesses from other regional communities.

3. Proposed Actions

The local redevelopment authority (LRA) in Brunswick, that includes regional representatives, has just begun its work. The Town Council has charged the LRA with developing a master plan for the reuse and redevelopment of the site including a comprehensive rezoning plan. This plan should be developed with consideration of the principles articulated in this comprehensive plan as well as

the implications of reuse on the regional economy and other communities. The plan will then be submitted to the Town Council for its consideration. Following development and adoption of the reuse plan, an implementation agency will be charged with the responsibility of carrying out the plan.

E. Natural Resource Management

1. Description of the Issue

Natural resources do not recognize nor respect municipal boundary lines. A number of the Town's significant natural resources are shared with or extend into other jurisdictions. Unfragmented habitat blocks extend into Freeport and Durham. The watershed of the New Meadows River encompasses a number of communities. The Town's marine resources and clam-flats are part of a larger regional system and influence and are influenced by activities in adjacent municipalities. Management of these resources on a regional basis may be desirable.

2. Current Regional Activities

The Town currently participates in a regional study to look at the New Meadows watershed and issues related to New Meadows Lake. In addition, the Town is involved in the Sagadahoc Regional Rural Resources Initiative that is trying to address open space and wildlife habitat issues on a regional basis. The local land trust is discussing the possible creation of a farmland corridor and expanded trail network with the Freeport Land Trust. The Friends of Casco Bay operates a regional program to monitor and improve the water quality in the bay.

3. Proposed Actions

The Town should encourage regional approaches for resource management. This should include exploring compatible zoning along municipal boundaries including the coordination of shoreland zoning including enforcement, implementation and staffing. The Town should explore how the Town's staff expertise in these areas can be used to provide technical assistance to encourage landowner compliances with these regulations.

F. Transportation

1. Description of the Issue

The Town is crossed by I-295 and US Route 1 putting Brunswick in the middle of the region's highway network. In addition to local and regional traffic coming to and from Brunswick destinations, the community also experiences significant pass through traffic. Brunswick is the functional southern terminus of coastal Route One extending Downeast to the Canadian border. As such, the community

experiences a number of major traffic issues that relate to regional transportation. Unlike comparable communities, Brunswick lacks the facilities, such as a designated parking lot, to encourage carpooling.

2. Current Regional Activities

Brunswick participates in the Midcoast Collaborative for Access to Transportation (MCAT) that is exploring ways to provide a level of public transportation to the region. The Town is also a participant in the Maine Department of Transportation's Gateway 1 project looking at improvements in the Route One Corridor.

3. Proposed Actions

The Town should work with the Maine Department of Transportation, MCBDP, and the communities in the region to use the Gateway 1 project to develop a regional transportation plan. The Town should continue to support MCAT and the development of a program of regional mass transportation. The Town should also continue to support efforts to bring rail services to Brunswick and should actively seek an appropriate location to site a commuter parking facility.

G. Affordable Housing

1. Description of the Issue

Brunswick is the center of a regional housing market. Much of the region's affordable housing and most of the area's rental housing and subsidized housing are located in Brunswick. The Town has taken a leadership role in addressing the issue of affordable housing. The Town supported and played an active role in the Brunswick Community Housing Coalition and has endorsed the recommendations contained in the Coalition's 2003 Action Plan for Housing in Brunswick. This study took a regional perspective on housing issues but it is important that this issue continue to be addressed on a regional basis in which all communities equitably share the burden of providing affordable housing.

2. Current Regional Activities

MCBDP has organized a committee that has begun to look at affordable housing on a regional basis. The Town is represented on that committee.

3. Proposed Actions

The Town should continue to support efforts to address affordable housing on a regional basis. This should include encouraging other communities to supply affordable housing as well as looking at how Brunswick could be "compensated" by other communities in the region for being the supplier of more than our "fair share" of the region's affordable housing stock. This "compensation" could include cost sharing for the additional costs incurred by the Town in servicing affordable housing.

