

2005

Town of Newburgh Comprehensive Plan 2005

Penobscot Valley Council of Governments

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The Town of Newburgh



Comprehensive Plan

2005

State Consistent
May 5, 2006

The Town of Newburgh's Comprehensive Plan

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During the economic “boom” of the eighties, the state of Maine experienced substantial growth, not only in our urban areas, but also in the outlying rural communities. This growth, which was a mix of industrial, commercial and residential, occurred in many communities which were not prepared to deal with the increased demands on municipal budgets or the environmental effects. In response to this growth and in an effort to reduce the impact on taxes, community character and our environment, the State of Maine Legislature enacted various land use laws that were intended to provide municipalities with the tools to prepare for future growth and development. The “Comprehensive Planning and Land Use Regulation Act” of 1988, which is frequently referred to as the “Growth Management Act” required municipalities throughout the State to adopt a Growth Management Program. The program, which consisted of a comprehensive plan and implemented land use ordinance, would provide the framework for municipalities to guide their future growth and development while still maintaining the character and identity of their community. Due to a period of decreasing state revenues, the program was repealed by the Legislature to eliminate the mandatory aspect of the law, but many communities had already recognized the necessity of this program and continue today to achieve Growth Management’s goals.

In January 2001, Public Law 776 “*An Act to Implement the Land Use Recommendations of the Task Force on State Office Building Location, Other State Growth-related Capital Investments and Patterns of Development*” went into effect to ensure that governmental investments are made in a manner that will not spur development sprawl and will concentrate public facilities and improvements in locally designated growth areas. “Growth-related capital investment” means investment by the State in only the following projects, whether using state, federal or other public funds and whether in the form of a purchase, lease, grant, loan, loan guarantee, credit, tax credit or other financial assistance:

- Construction or acquisition of newly constructed multifamily rental housing;
- Development of industrial or business parks;
- Construction or extension of sewer, water and other utility lines;
- Grants and loans for public service infrastructure, public facilities and community buildings; and
- Construction or expansion of state office buildings, state courts and other state civic buildings that serve public clients and customers.

"Growth-related capital investment" **does not** include investment in the following:

- Operation or maintenance of a governmental or quasi-governmental facility or program;
- Renovation of a governmental facility that does not significantly expand the facility's capacity;
- General purpose aid for education;

- School construction or renovation projects;
- Highway or bridge projects;
- Programs that provide direct financial assistance to individual businesses; community revenue sharing; or
- Public health programs.

A comprehensive plan is a document adopted by a local government and created by local people. This document is actually a map to the town's future that guides the decision making process regarding the community and the vision that the residents have for their future. The essential characteristic of the plan makes it comprehensive, general, and long-range. The plan is comprehensive since it encompasses all aspects of the community; general because the plan summarizes policies and implementation strategies but does not include detailed regulations; and long-range since the plan looks to the future to envision the problems and possibilities.

STATUTORY BASIS

Newburgh's Comprehensive Plan was developed pursuant to the statutory requirements of the Comprehensive Planning and Land Use Regulation Act of 1988 (MRS Title 30, Section 4861). The adoption of the plan can assist Newburgh in receiving preferential consideration when applying for federally or state funded grants that affect community development (MRSA Title 30-A, Section 4349).

PURPOSE

The purpose of a comprehensive plan is to provide the factual basis and policy framework for future planning, regulatory, and community development decision-making, in both the public and private sectors for the town. The plan is a valuable working instrument for the future growth and development of Newburgh.

CONSULTANT

Penobscot Valley Council of Governments is pleased to assist the town with their comprehensive planning efforts and looks forward to working with the community on any future planning needs.

STATE'S GOALS

In order for the plan to be determined consistent by the state, it must address the state's 10 goals (and 9 coastal policies for coastal communities). The following is a listing of the goals.

- To encourage orderly growth and development in appropriate areas of each community, while protecting the state's rural character, making efficient use of public services and preventing development sprawl.

- To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
- To promote an economic climate that increases job opportunities and overall economic well being.
- To encourage and promote affordable, decent housing opportunities for all Maine citizens.
- To protect the quality and manage the quantity of the state's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas.
- To protect the state's critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas and unique natural areas.
- To protect the state's marine resources industry, ports, and harbors from incompatible development and to promote access to the shore for commercial fishermen and the public.
- To safeguard the state's agricultural and forest resources from development that threatens those resources.
- To preserve the state's historical and archaeological resources.
- To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.

SCOPE

A comprehensive plan involves the following:

- Survey of existing and potential resources;
- Analysis of past, present, and future community trends;
- Development of policy proposals to abate, resolve or prevent local problems;
- Adoption and implementation of these policies by town officials and residents; and
- Continuous monitoring of the plan's policies and implementation strategies.

A comprehensive plan follows an established framework set forth by state agencies. Within the plan, however, are the collective thoughts and actions of Newburgh's residents. The entire comprehensive plan must be applicable now and in the future. As a result, the town must periodically review the plan and update it to reflect needed changes in local policies and to incorporate updated information.

This comprehensive plan looks at local, as well as regional, issues that concern or affect the town of Newburgh. This plan will guide the town over the next ten years, and provide a reasonable approach to land use regulation in preparing the town for future development while retaining, or even enhancing the local quality of life.

This comprehensive plan examines the above mentioned available information, including inventory and analysis, local policies, implementation strategies and regional policy/coordination, through the following components:

- History
- Population
- Employment and Economy
- Natural Resources
- Housing
- Recreation
- Transportation
- Public Facilities and Services
- Fiscal Capacity
- Land Use

LIMITATIONS

This comprehensive plan has been assembled and compiled with the genuine intention that all of the data and information contained herein is reasonably accurate and correct. The information contained in this plan was gathered from the sources cited. Some of the sources were found to be more detailed and more recent than others. Where appropriate, future application of the information contained in this plan should be preceded by a check of the sources to see if additional or revised information is available. Most of the information contained in the plan is considered current enough and of sufficient detail to support the conclusions and recommendations offered. Note that while this information is suitable for general planning, it may not be appropriate for site specific decisions.

The town of Newburgh is located 15 miles to the southwest of the city of Bangor and serves as a bedroom community in the greater Bangor area. The town is approximately 50 miles from Acadia Park, and 25 miles from the coast; about 75 miles from Greenville and Moosehead Lake; just over 100 miles from Baxter State Park; and approximately 170 miles south to the New Hampshire border.

The town of Carmel is on the northern border of Newburgh, and Monroe and Winterport are to the south. Hampden is on the eastern border, and Dixmont is to the west. The town can be accessed by following Route 9 or 202 from east or west or by using Exit 43 off Interstate 95 (I-95). The area was settled in the 1790s after General Knox had been granted a tract of land for his services during the revolutionary war.

HISTORICAL CONTEXT

In 1798, a petition was sent to the General Court of Massachusetts with the goal that each subscriber to the petition be allowed to purchase 100 acres of land for a new and permanent settlement. The petition was granted, and the subscribers and the families that had arrived in the settlement between 1794 and 1798 were able to form the Plantation of Newburgh. On the 13th of March 1819, Newburgh was incorporated as a town, with the first town meeting being called on the 22nd of March 1819.

In 1820, mail delivery to Newburgh was based in Hampden. The town's first post office was established in Newburgh in 1834, and by 1876 there were six post offices. Currently, the town again receives its mail through the Hampden postal service.

The early local economy was diverse, Farming and Forestry were important, as is indicated by the 1864 census of livestock, which shows 220 horses, 245 steers, and 92 oxen in Newburgh. However, it was the availability of waterpower that made an important contribution to the economic diversity of the town by supporting four active mills. The mills engaged in sawing, shingle production, cloth dressing, and carding, with at least one gristmill. The sawmill also, at one time, supported a thriving casement manufacturing business. The various mills in town were driven by Thurlow Brook. The dams, whose remains can still be seen alongside Route 9, were built to maintain a satisfactory head of water to supply the necessary power, since electrical power was not introduced into the area by Bangor Railway and Electric Company (now Bangor Hydro) until the turn of the century. When Bangor Railway and Electric Company held no plans for extension of its lines to the rest of the town, the Hampden and Newburgh Light and Power Company was founded in 1922 to supply the demand. The HNL & P operated until 1967 when the facilities were transferred to the Bangor Hydro Electric Company.

Between 1875 and 1930, Newburgh supported successful cheese manufacturing industries. The North Newburgh Cheese Manufacturing Company and The South Newburgh Cheese Manufacturing Company distributed their cheese through a dealer, J. and A.W. Bird, of Rockland. Peak production occurred, between 1903 and 1906, when one of these companies manufactured 151,000 pounds of cheese. Another company, called The Newburgh Cheese Company, started up in 1924 but was not successful.

A decline in farming began in the second half of the 19th century, when the Louisiana Purchase made vast areas of land available in the West, particularly Ohio. This migration, coupled with the industrial boom and an improved transport infrastructure, led to a decline in population and the number of working farms.

Both home-based practicing physicians and a library existed within the community until the early to mid 1900s. Health care within the community was originally home-based, with resident physicians practicing in Newburgh from 1865 until 1947, and a rudimentary library, known as the Thimble Club, existed from about 1880 until about 1920 in the Old Miller Schoolhouse at Whitney's Corner.

Newburgh Elementary School has served Grades K through five since 1963, when the town joined SAD 22 based in Hampden. Children graduating from Newburgh Elementary School normally attend Reeds Brook Middle School and then Hampden Academy. Previous to 1963, Newburgh children were educated in various one-room schoolhouses around the town.

At the turn of the century there were some 18 small schools in Newburgh. Now only six of these schools remain. The Gilmore School on Kennebec Road and the school on the Roger Ward property on Route 9 have both collapsed. The Whitney's Corner Schoolhouse and The Hill Schoolhouse are both now in private residences. The Bell Schoolhouse, so called because it was the only one with a bell, located on Kennebec Road, was used until recently as a snowmobile club. It is now in private hands. The remaining schoolhouse at the junction of Kennebec Road and Chapman Road is town owned, but stands on private property.

Newburgh Full Gospel Church on Lindsey Road is currently the only active church in Newburgh. This church also operates a food bank. Newburgh Center Union Society Church (1878) on Route 9 is no longer active, but the building is maintained by a group from the Pentecostal Church who last assembled there. This church is occasionally used in the summer. The Baptist Church on Kennebec road (c. 1906) is now a well-maintained private residence.

Recreation in the community once revolved around local events and organizations. Currently, some recreational events are available at the Elementary School. However, at one time, a ski lodge with ski-slope and lift existed on the Miles Road. This property is now a private residence. Other past recreation opportunities included: the South Newburgh Community Club, The Order of Good Templars, The Knights of the Maccabees, and even a dance hall at Newburgh Center. The town also had a baseball team from 1880 through the 1930s that was known as The Newburgh Aces.

Currently, improved local roads and improved access to I-95 make available cultural activities in Bangor, University of Maine in Orono, The Maine State Library, and The Maine State Museum. There are also a number of organizations in the town that provide various forms of recreation.

Like today, the population of Newburgh grew as transportation improved, putting more emphasis on services such as the location of stores and taverns and improving communications. Many of

the early concerns in Newburgh are still important issues today. With the increase in population came the need for planning and supplying services to the community.

CEMETERIES

Cemeteries are also a cultural resource providing insight into the history of the community. An inventory of Newburgh’s cemeteries is listed in the following chart.

Chart B-1

CEMETERY	LOCATION
Riverside	Chapman Road
Chapman	Chapman Road
Hill	North Newburgh
Arnold’s Corner	West Newburgh
Foster	Private
Piper	Private
Leavitt	Route 9
Bickford	Trundy Road
Rigby, formerly Lufkin	Kennebec Road
Knowlton	Route 9

HISTORICAL ARCHAEOLOGICAL SITES

Currently no historical archaeological sites have been confirmed in Newburgh. However, the results of the 1990 and 2002 Citizens’ Surveys show that the people of Newburgh are interested in identifying and preserving sites of local importance. Newburgh is fortunate in having residents, most notably Amos Kimball, who have taken an active role in documenting and archiving the history of Newburgh.

PREHISTORIC ARCHAEOLOGICAL SITES

While no prehistoric archaeological sites have been confirmed, it is thought by some members of the Historical Society that Paint Indians may have come to Newburgh to collect red clays. The Kennebec Road is thought to have been a pre 1600 Native American trail.

A round pond between Route 9 and the Kennebec Road is believed by some to have been caused by a meteor, although this has never been confirmed.

HISTORIC BUILDINGS, STRUCTURES, AND OBJECTS

The National Register of Historic Places (NRHP) is the official list of the Nation’s cultural resources of preservation that are significant in American history, architecture, archaeology, engineering, and culture. Authorized under the Nation Register Preservation Act of 1966, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archaeological resources. The National

Register is administered by the National Park Service under the Secretary of the Interior. Properties listed in American history, architecture, archaeology, engineering, and culture. These resources contribute to an understanding of the historical and cultural foundation of the Nation. Listing in the National Register includes the following results:

- Recognition that a property is of significance to the nation, the state, and the community;
- Consideration in the planning for federal or federally assisted projects;
- Eligibility for federal tax benefits; and
- Qualifications for federal assistance for historic preservation, when funds are available.

The Maine Historic Preservation Commission (MHPC) is the central repository in the state for archaeological and historic buildings survey information and maintains an inventory of important sites including buildings or sites on the NRHP. The standard of what makes an historic or archaeological resource worthy of preservation should normally be eligible for, or listed in, the National Register of Historic Places. Because the National Register program accommodates buildings and sites of national, state, and local significance, it can include local values.

NEWBURGH'S NATIONAL REGISTER PROPERTY

Currently there is one property registered with the NHRP in Newburgh. The Jabez Knowlton Store, located on Route 9, was listed on January 18, 1978.

HISTORIC PLACES AND ARTIFACTS OF LOCAL SIGNIFICANCE

While few sites of National or State historical or archaeological significance have been identified in Newburgh, the results of the 1990 and 2002 Citizens' Surveys show that the people of Newburgh are interested in identifying and preserving sites of local importance. While the following properties are not registered by MHPC or the National Registry, they are considered to be of historic importance to Newburgh's residents:

- Bell School House
- School House (town owned), Chapman Road
- Newburgh Center Union Society Church

In addition to the above sites that were identified in the Citizen's Survey the following locations also have local historic significance of varying levels.

1. Jabez Knowlton Museum
2. Site of Bussey Schoolhouse and Knowlton School (demolished)
3. Location of Leonard Smith's Store and Newburgh Cheese Company, 1926
4. Newcomb House
5. Site of Center School (demolished)
6. Captain Benjamin Bussey's house
7. Site of Ward School (demolished)
8. Site of North Newburgh Cheese Factory (demolished)

9. Site of Miller Tavern (destroyed). Also site of Groxford's Store, later Whitney and North Newburgh Post Office.
10. Whitney's Corner School or Miller School (rebuilt into dwelling)
11. Hill Cemetery (Roger's addition)
12. Site of Hiram Marble's Mill & Tavern, "Marble Stand"
13. Near Ash Hill
14. Site of Henry A. Arnold's Store & West Newburgh Post Office and Hall
15. Near location of Foster Cemetery
16. Location of Keniston Rd.
17. Site of Red Schoolhouse
18. Site of Mill Dams (Carding, Grist, and Lumber Sawmills)
19. Residence of Jabez Knowlton and Knowlton Store also Leavitt Cemetery
20. Abel Hardy Residence (demolished)
21. Residence of Amos W. Knowlton and Millinery Shop, also Lufkin Cemetery
22. Store of Jabez Knowlton and Bussey Barn also Knowlton Cemetery
23. Residence of Ebenezer Bickford and Tavern
24. Bickford Cemetery
25. Rigby Cemetery, also known as Lufkin Cemetery
26. Arnold's Corner Cemetery
27. Chapman Cemetery
28. Porter Lufkin Residence also Croxford Place
29. Residence of Rufus Gilmore, 1808
30. Grange Hall & Store, also South Newburgh Post Office
31. Walter Luce's Store and Newburgh Village Post Office
32. Site of Simeon Farnham's Residence
33. Maccabee's Hall
34. Chapman Schoolhouse

Please see Map B-1 at the end of this section for the locations of these sites.

THREATS TO HISTORICAL AND ARCHAEOLOGICAL RESOURCES

Historical and archaeological resources must first be identified before they can be protected from any potential threats. Protection of identified historic sites in Newburgh is the responsibility of the municipality or individual owners of the site(s). Archaeological resources are often threatened by development because their existence is not obvious. Public ownership of historic sites is an option, only if the owners desire to sell their property. The Maine Historic Preservation Commission (MHPC) has indicated that there is a need for further survey, inventory, and analysis of Newburgh's historic aboveground resources in order to identify properties that may be eligible for nomination to the National Register of Historic Places.

RESOURCE PROTECTION MEASURES

Maine Historic Preservation Commission

The MHPC is the central repository in the state for archeological and historic buildings survey information. Survey files include computer files, map sets, paper data forms, field notes, unpublished reports, photographic archives, and published works. Archeological files are exempt from the “right to know” legislation and are accessible only with permission from MHPC staff to protect sensitive archaeological sites and landowners’ privacy. Summaries of sensitive archaeological information are made available on a case-by-case basis.

The MHPC contains an inventory of sites, yet has no jurisdiction over these sites. The MHPC coordinates funding for inventory and restoration of historic sites. Towns with historic protection ordinances may also be eligible for monies from MHPC. Funding for inventory and restoration is (sometimes) available depending on legislative appropriation.

National Register of Historic Places

MHPC also coordinates a National Register of Historic Places. Sites registered by the owner with the National Register of Historic Places are protected through federal legislation but only protected against any intervention or development by a federal agency. Eligible sites include those with only local significance or value.

Listing a property on the National Register provides protection only when federal funds are used for a project, which would affect the historic property. More complete protection is provided by a local historic preservation ordinance.

Local Ordinances

Local adopted ordinances, such as land use and subdivision ordinances can protect historic area zones from harmful impact and regulate their development.

Shoreland Zoning Ordinance

Because archaeological sites are found along shores (99% of Maine’s known prehistoric archaeological sites are located near water), shoreland zoning will often provide protection of such sites. To the extent that the future archaeological sites may be identified on the banks of water bodies within the community, they may be partially protected from development by state mandated setbacks in shoreland zones.

The Site Location Law

The law requires consideration of impact on historic resources.

Easement and Initiatives

Individual landowners, historic societies, or nonprofit agencies may apply a number of development restrictions to their properties on a voluntary basis. These restrictions may be strengthened by deed constraints or easements.

Public or Nonprofit Ownership

Public ownership of historic resources is another option for protection of historic buildings or sites.

POLICIES AND IMPLEMENTATION STRATEGIES

In order to preserve the State’s historic and archaeological resources from development that could threaten those resources, the town of Newburgh has developed the following policies and the accompanying strategies that will be undertaken:

1. **Policy:** The town will encourage the identification of additional historic and archaeological resources not yet identified by state and federal agencies.

Strategy: The town will work to identify funding sources for discovery and preservation of historic sites and artifacts. The town of Newburgh will encourage and assist interested individuals to participate in this effort and will encourage the creation of a Historic Preservation Committee. Funds from MHPC and other sources will be sought for the inventorying of historical and archaeological sites and items. If additional historical or archaeological sites should be identified, a map will be developed by representatives from the town and will be made available at the town office or at other appropriate locations.

Time Frame: Immediate¹

Responsible Agent: Selectpersons and /or Town Manager and Interested Individuals.

2. **Policy:** The town will encourage the preservation of historical and archaeological resources.

Strategy: The town will establish standards and procedures for inventorying known artifacts and documents to ensure their preservation. The town will welcome and accept any and all documents and artifacts of historical significance and will continue to preserve and protect these items. The future land use ordinance shall include language to ensure that potentially historic areas are identified and protected within the ordinance. Developers within an identified area shall be required to complete a professional assessment of the development; and if resources are found, to require modifications to the development plan and or a management plan of those resources.

Time Frame: Immediate

Responsible Agent: Selectpersons and/or Town Manager and Interested Individuals.

3. **Policy:** Awareness of historic structures and artifacts will be promoted.

Strategy: Any information of historic significance that is compiled will be made available to the public to raise awareness of the town’s history. The voters will be made aware of the town’s ownership of the Old School House on Chapman Road at a town meeting and will be asked if the town should commission a study to determine the feasibility of saving the structure.

Time Frame: Immediate

Responsible Agent: Selectpersons and/or Town Manager and Interested Individuals.

4. **Policy:** Town records will be preserved.

¹ Immediate – Within 1 to 2 years

Strategy: The town recognizes the historical importance of its records for future generations and will establish a system for the preservation and storage of town records. All town records will be contained in one area that will be secure and protected to the highest extent possible in the case of a fire or other such disaster.

Time Frame: Immediate

Responsible Agent: Selectpersons and/or Town Manager.

There is no state goal that specifically addresses population. However, all the other goals of the Growth Management Act depend on an understanding of the population and demographic data for Newburgh and the region.

INTRODUCTION

Newburgh's past, present, and future projected population trends are important factors to consider in relation to its future. This section analyzes selected socio-economic characteristics of Newburgh's year-round population (hereinafter referred to as population) to provide a basis for future growth management decisions. An important goal of a comprehensive plan is to provide for a productive relationship between the future population and important community resources. Accordingly, most phases of the Comprehensive Plan are either dependent upon or strongly influenced by the size and composition of the Town's future population.

TOTAL POPULATION AND GROWTH RATES

Although Newburgh was first settled in 1794, it was not incorporated as a Town until 1819. Newburgh's population grew steadily from 1820, when Maine was the 23rd state entered into the Union under the Missouri Compromise, until 1849. The Civil War (1861-1865) began a decline in the Town's population that continued until the start of the Great Depression (1929) where the population decreased to its lowest point since the first Census count was taken in 1820. Although still experiencing the Depression, Newburgh's population in the 1930's began to increase. In 1940, the population continued to slowly increase despite the Depression, World War II, and the Vietnam War. The 1980 Census marked the largest increase in population since 1840, when population soared by more than 47 percent and has continued to increase slightly through the 1980's and 1990's.

Table C-1

HISTORIC POPULATION		
Town of Newburgh		
Year	Population	Percent of Change
1820	329	
1830	626	90.27%
1840	963	53.83%
1850	1,399	45.28%
1860	1,365	-2.43%
1870	1,115	-18.32%
1880	1,057	-5.20%
1890	867	-17.98%
1900	734	-15.34%
1910	694	-5.45%
1920	578	-16.71%
1930	551	-4.67%
1940	591	7.26%
1950	599	1.35%
1960	636	6.18%
1970	835	31.29%
1980	1,228	47.07%
1990	1,317	7.25%
2000	1,397	6.07%

Source: 2001 Raymond H. Fogler Library, University of Maine <http://www.library.umaine.edu/census>
& the U.S. Census Bureau

POPULATION GROWTH – COMPARATIVE TRENDS

Demographic changes affect many aspects of a community's economy and overall well-being and are very influential on society. Demographic changes affect income, consumer expenditures, the labor force, demand for education at all levels, demand for human resources, and state revenues and expenses. Newburgh's population nearly doubled from 1960 to 1980 and has increased at a relatively consistent pace since. Unlike previous years, Newburgh's growth in 2000 has been at a consistent pace with that of neighboring communities of Hampden and Dixmont. The population is further projected to increase at about the same rate to 2015.

Table C-2

POPULATION LEVELS AND RATES OF CHANGE							
		1970	1980	1990	2000	2010 Projections	2015 Projections
Newburgh	Population	835	1,228	1,317	1,397	1,481	1,521
	rate of growth	-	47.1%	7.3%	6.1%	6.0%	2.7%
Hampden	Population	4,693	5,250	5,974	6,327	6,522	6,710
	rate of growth	-	11.9%	13.8%	5.9%	3.1%	2.9%
Dixmont	Population	559	812	1,007	1,065	1,175	1,211
	rate of growth	-	45.3%	24.0%	5.8%	10.3%	3.1%
Penobscot County	Population	125,393	137,015	146,601	144,919	145,621	148,893
	rate of growth	-	8.5%	6.5%	(1.2)%	.5%	2.3%
State of Maine	Population	993,663	1,124,660	1,227,928	1,274,928	1,330,117	1,389,073
	rate of growth	-	13.2%	9.1%	3.8%	4.3%	4.4%

Source: 2001 Raymond H. Fogler Library, University of Maine <http://www.library.umaine.edu/census>
U.S. Census Bureau
Projections: State Planning Office

SEASONAL POPULATION

There are 20 seasonal, recreational, or occasional use housing units reported in the 2000 Census for Newburgh. Since Newburgh does not have any large water bodies, it does not have a significant influx of seasonal population.

GROUP QUARTERS

Group Quarters include all persons not living in households. The two general categories include institutionalized and non-institutionalized persons. Institutionalized population includes people under formally authorized, supervised or in custody in institutions such as correctional institutions or nursing homes. Non-institutionalized population includes college dormitories, military quarters or group homes.

The 2000 Census reports that there is no one living in group quarters in Newburgh.

MIGRATION PATTERNS

Populations change in size in only three ways: births, deaths, or migration. Net migration is defined as the number of people that a Town has gained or lost after factoring out the actual number of births and deaths.

Sprawl of population out from metropolitan centers to adjacent rural communities is visible on the ground and also reflected in the statistics. Rural areas are experiencing growth from the influx of people moving to rural communities for non-economic, quality-of-life reasons. The growth in popularity of rural recreation activities such as

hunting, fishing, and snowmobiling and the acquisition of recreational homes has also played a role in the migration patterns of our State.

From 1990 to 1999, there were 137 births and 78 deaths in the Town of Newburgh. This results in an in-migration (increase in population after figuring natural births and deaths) of 21 persons or 1.5% of the total population.

Table C-3

MIGRATION PATTERNS						
	Population		Intercensal		Net Migration	
	2000	1990	Births	Deaths	Persons	Percentage
Newburgh	1,397	1,317	137	78	21	1.50%
Penobscot County	144,919	146,601	16,436	12,760	(5,358)	(3.70)%
State of Maine	1,274,923	1,227,928	148,158	116,087	14,924	1.17%

Source: U.S. Census Bureau

Maine Department of Human Services Office of Data, Research and Vital Statistics

Net Migration = 2000 Population – (1990 Population + (Intercensal Births – Intercensal Deaths))

POPULATION BY AGE GROUP

Although the number of youths in the United States has increased, the State of Maine's population under 18 years old is shrinking. In Newburgh, the population under 5 years old decreased by almost 35 percent from 1990 to 2000 and is projected to continue decreasing through 2015. The school-aged population (5 to 18 years old) increased by almost 7 percent from 1990 to 2000. This increase, however, is not an accurate reflection of the change in this population segment because, as shown below, the Census Bureau breaks age groups down differently from 1990 to 2000. The 5-18 years old population is projected to decrease by more than 28 percent by the year 2015. This trend of decreasing school-aged children could be a warning sign of school closings and/or consolidations in some regions and labor shortages that will hinder economic growth in our future.

In order to have a sufficient and economically viable entry-level work force, it is important for the young adult population (18-24) to be maintained and properly trained. The young adult population (18-24) in Newburgh decreased by nearly 24 percent from 1990 to 2000. Projections in this age group are also somewhat skewed as the State Planning Office has broken down age groups differently from the Census Bureau when calculating projections.

The 25 to 44 years old population brings more than dollars to the economy. Generally, this segment of the population participates actively in the workforce, purchases homes, starts businesses, and has children enrolled in school. Newburgh's 25-44 years old population has decreased by more than 8 percent from 1990 to 2000, and is projected to decrease by more than three times that much by 2015.

Peak earning years for workers happens between the ages of 45 and 54, making it very important economically for a community to maintain that population segment. Newburgh's 45 to 64 years population increased by nearly 56 percent from 1990 to 2000 and is expected to experience continued growth until 2015. Maine has one of the oldest populations in the United States.

The senior population (65+) in Maine as a whole has grown rapidly and is projected to continue increasing, causing communities to shift special services and public support to meet the needs of the elderly, which is quite challenging in rural communities where services are not always readily available. Newburgh's 65+ population increased by more than 14 percent from 1990 to 2000 and is expected to increase by more than double that by the year 2015.

Table C-4

POPULATION BY AGE												
	Newburgh				Penobscot County				State of Maine			
	1990	2000	2010	2015	1990	2000	2010	2015	1990	2000	2010	2015
0-4	96	63	57	55	9,601	7,768	7,747	7,829	85,722	70,726	72,043	73,041
5-17	265	283	200	202	26,010	30,688	20,858	21,216	223,280	264,759	199,393	204,145
*5-19												
18-24	93	71			19,643	10,962			123,772	69,656		
20-24							26,587	25,013			189,784	178,802
18-29			219	210								
25-44	485	444			46,685	42,028			398,580	370,597		
30- 44			304	317			28,284	29,580			261,676	274,751
45-64	244	380	526	535	27,702	34,553	41,960	41,979	233,201	315,783	408,070	411,622
65+	134	153	175	202	16,960	18,920	20,185	23,276	163,373	183,402	199,151	246,712
Total	1,317	1,394	1,481	1,521	146,601	144,919	145,621	148,893	1,227,928	1,274,923	1,330,117	1,389,073
Median age		39.0			32.5	37.2			33.9	38.6		

Source: U.S. Census Bureau

Projections: Maine State Planning Office

Note: The Census Bureau breaks age groups down differently from 1990 to 2000 and the State breaks down age groups differently for projections.

Table C-5

PERCENT OF CHANGE IN POPULATION BY AGE									
	Newburgh			Penobscot County			State of Maine		
	1990-2000	2000-2010	2010-2015	1990-2000	2000-2010	2010-2015	1990-2000	2000-2010	2010-2015
0-4	(34.38)%	(9.52)%	(3.51)%	(19.09)%	(0.27)%	1.06%	(21.20)%	1.86%	1.39%
5-17									
5-19	6.79%	(29.33)%	1.00%	17.99%	(32.03)%	1.72%	15.67%	(24.69)%	2.38%
18-24									
20-24									
18-29	(23.66)%	208.45%	(4.11)%	(44.19)%	142.54%	(5.92)%	(77.69)%	172.46%	(5.79)%
25-44									
30-44	(8.45)%	(31.53)%	4.28%	(9.98)%	(32.70)%	4.58%	(7.55)%	(29.39)%	5.00%
45-64	55.74%	38.42%	1.71%	24.73%	21.44%	0.05%	26.15%	29.22%	0.87%
65+	14.18%	14.38%	15.43%	11.56%	6.69%	15.31%	10.92%	8.59%	23.88%

NEWBURGH POPULATION BY GENDER

The following table breaks down Newburgh's population by gender. Although females made up the majority of the population in 1980 and 2000, males made up the majority of the population in 1990. Generally, females are the predominant population because they statistically tend to live longer than males.

Table C-6

POPULATION BY GENDER					
Town of Newburgh					
Year	Female	%	Male	%	Total
2000	703	50.4%	691	49.6%	1,394
1990	642	48.7%	675	51.3%	1,317
1980	621	50.6%	607	49.4%	1,228

Source: U.S. Census Bureau

HOUSEHOLDS

The following tables present household size and number of households for the Town of Newburgh, Penobscot County, and the State of Maine.

Although the total population continues to increase, demographic changes show smaller households, indicating that fewer people are living in more housing units. This trend may be attributable to young adults leaving home and setting up one-person and two-person households; families with smaller numbers of children; higher divorce rates; and more elderly people living longer and on their own. The Fannie Mae Foundation cites shrinking household size as one of the top ten influences of the future. The Fannie Mae Foundation contends that the decreasing size of households will encourage suburban development of apartment houses and condominiums and the revival of city centers as more nontraditional households require the flexibility, convenience, and diversity that cities provide.

Table C-7

		AVERAGE HOUSEHOLD SIZE AND RATE OF CHANGE				
		1980	1990	2000	2010	2015
Newburgh	size	3.12	2.72	2.50	2.25	2.04
	% of change	-	-12.8%	-8.1%	-10.0%	-9.3%
Penobscot County	size	2.8	2.57	2.38	2.20	2.04
	% of change	-	-8.2%	-7.4%	-7.6%	-7.3%
State of Maine	size	2.75	2.56	2.39	2.23	2.09
	% of change	-	-6.9%	-6.6%	-6.7%	-6.3%

Source: U. S. Census Bureau

Table C-8

		NUMBER OF HOUSEHOLDS AND RATE OF CHANGE				
		1980	1990	2000	2010	2015
Newburgh	number	374	485	557	659	746
	% of change	-	29.7%	14.9%	18.3%	13.2%
Penobscot County	number	45,974	54,063	58,096	66,191	72,987
	% of change	-	17.6%	7.5%	13.9%	10.3%
State of Maine	number	395,184	465,312	518,200	596,465	622,903
	% of change	-	17.8%	11.4%	15.1%	4.4%

Source: U. S. Census Bureau

EDUCATION CHARACTERISTICS

Educational attainment is a community planning issue based on the premise that meeting the academic requirements of specific programs better prepares a labor force to function at a more productive level. As the economic environment has grown more complex over the years, there has been a corresponding increase of educational expectations and aspirations. At one time, an eighth grade education was considered sufficient. Today a high school diploma is considered a minimum level of achievement. However, the means to more earnings potential has, for a very long time, been reserved for those with a college education. No other social indicators suggest improved quality of life and overall well-being more than educational attainment. It is the single most important factor in predicting prosperity. Culture, aspirations, economic opportunities, family, community institutions, and activities influence educational attainment.

The upward trend in educational attainment levels of individuals age 25 and over reflects the increasing emphasis placed on higher education. This trend occurs in Maine as it does elsewhere in the United States. Overall, Maine shows a slightly higher number of persons with at least a high school diploma and slightly less with college degrees than the United States as a whole. This is due more to the nature of the economy in Maine rather than any lack of interest in higher education. Since people generally attend college as a

way of ensuring greater economic opportunity, the tendency is to migrate to places where the opportunities are the greatest. The same economic influence accounts for differences among the counties and municipalities of the state. Rural counties and towns some distance from job centers tend to have lower levels of educational attainment because economic opportunity is usually found elsewhere. Rural communities within commuting distance of job centers and coastal retirement areas tend to have higher education levels because economic success allows the flexibility of residential choice.

Given current trends of our mobile society, individual educational attainment levels are not a direct reflection of educational attitudes of the geographical area. The distribution and comparison figures shown in Table C-9 are more a reflection of perceptions about economic labor force conditions, trends in mobility, and quality of life decisions rather than a reflection of the school system. As shown in Table C-9, the amount of people in Newburgh who have graduated from high school has increased significantly since 1990.

Table C-9

EDUCATIONAL ATTAINMENT				
Persons 25 and Older				
	High School Graduate		4 Years or More of College	
	1990	2000	1990	2000
Newburgh	59.2%	84.5%	14.9%	18.2%
Penobscot County	79.1%	85.7%	17.7%	20.3%
State of Maine	78.8%	85.4%	18.8%	22.9%

Source: U.S. Census Bureau

NEWBURGH'S HISTORY OF ECONOMIC DEVELOPMENT

Newburgh's early economy was diverse. Farming and forestry were important, as indicated by the 1864 census of livestock; however, it was the availability of waterpower that made an important contribution to the economic diversity of the community by supporting four active mills. The mills were engaged in sawing, shingle production, cloth dressing and carding, with at least one gristmill. The sawmill also supported a casement manufacturing business. Thurlow Brook drove the various mills in town. The dams, whose remains can still be seen alongside Route 9, were built to maintain a satisfactory head of water to supply the necessary power, since electrical power was not introduced into the area by Bangor Railway and Electric Company (now Bangor Hydro) until the turn of the century. As Bangor Railway and Electric Company held no plans for extension of their lines to the rest of the town, the Hampden and Newburgh Light and Power Company was founded in 1922. They operated until 1967 when the facilities were transferred to Bangor Hydro Electric Company.

Between 1875 and 1930, Newburgh contained successful cheese manufacturing industries. The North Newburgh Cheese Manufacturing Company and the South Newburgh Cheese Manufacturing Company distributed cheese through a dealer (J. and A.W. Bird) in Rockland. Peak production occurred between 1903 and 1906 when one of these companies manufactured 151,000 pounds of cheese. Another company called the Newburgh Cheese Company started up in 1924, but was not successful.

A decline in the farming industry began for Newburgh with the second half of the 19th century, when the Louisiana Purchase made vast areas of land available in the West, particularly Ohio. This migration, coupled with the industrial boom and improvements in transportation infrastructures, has turned Newburgh into a predominantly bedroom community.

UNEMPLOYMENT INFORMATION

Maine Department of Labor tracks unemployment data based by the following categories: the state, the counties and labor market areas (LMA). According to the Bureau of Labor Statistics, U.S. Department of Labor, a labor market area consists of "an economically integrated geographical area within which workers can reside and find employment within a reasonable distance or can readily change employment without changing their place of residence."

Newburgh is included in the Outer Bangor Labor Market Area and it is not possible to extract the information for Newburgh alone. The Outer Bangor Labor Market area consists of Alton, Argyle Twp., Bradford, Carmel, Charleston, Corinth, Grand Falls Twp., Greenbush, Greenfield Twp., Hudson, Lagrange, Levant, Newburgh, and Summit Twp.

Upon a review of the yearly average unemployment rates, the data indicates that the Outer Bangor Market Area consistently has a higher rate than the county or the state.

1999 Monthly Unemployment Rates

Table D-1

1999	January	February	March	April	May	June	July	August	September	October	November	December
Outer Bangor Region	6.8	6.6	6.2	5.6	5.3	5.6	4.9	4.9	4.3	4.7	5.2	5.8
Penobscot County	5.1	5.2	5.0	4.6	4.3	4.4	3.5	3.5	3.5	3.8	4.0	4.3
State of Maine	5.3	5.4	5.2	4.6	4.3	4.3	3.2	3.2	3.2	3.3	3.8	3.5

Source: ME Dept. of Labor Estimates

2000 Monthly Unemployment Rates

Table D-2

2000	January	February	March	April	May	June	July	August	September	October	November	December
Outer Bangor Region	7.6	7.4	7.2	6.2	4.9	4.8	3.9	4.1	3.7	3.8	3.6	3.6
Penobscot County	5.4	5.2	4.9	4.6	3.9	3.8	2.9	2.8	2.9	2.9	2.9	2.8
State	5.3	5.2	4.9	4.2	3.6	3.6	2.6	2.4	2.5	2.6	2.8	2.6

Source: ME Dept. of Labor Estimates

2001 Monthly Unemployment Rates

Table D-3

2001	January	February	March	April	May	June	July	August	September	October	November	December
Outer Bangor Region	6.1	6.2	5.6	5.9	5.7	5.3	4.9	5.2	4.6	5.5	4.9	4.8
Penobscot County	4.7	4.5	4.4	4.6	4.5	4.1	3.5	3.7	3.8	3.9	3.9	3.9
State	4.2	4.5	4.3	4.3	4.0	4.0	3.3	3.3	3.7	3.9	4.2	4.0

Source: ME Dept. of Labor Estimates

2002 Monthly Unemployment Rates

Table D-4

2002	January	February	March	April	May	June	July	August	September	October	November	December
Outer Bangor Region	6.0	6.5	6.1	6.0	4.5	5.0	4.7	4.6	4.2	4.4	4.7	5.2
Penobscot County	4.9	4.9	4.9	4.8	3.9	4.1	3.6	3.5	3.6	3.6	4.4	4.6
State	4.8	4.9	4.8	4.4	3.7	3.9	3.4	3.2	3.5	3.7	4.3	4.5

Source: ME Dept. of Labor Estimates

Unemployment Percentage by Yearly Average

Table D-5

Location	1990	1995	1999	2000	2001
Outer Bangor Region	6.6	7.7	5.5	5.1	5.4
Penobscot County	5.7	6.1	4.3	3.8	4.1
State of Maine	5.2	5.7	4.1	3.5	4.0

Source: ME Dept. of Labor Estimates

LABOR FORCE

The basic concepts involved in identifying the employed and unemployed are quite simple. People with jobs are “employed.” People who are jobless, looking for jobs, and available for work are “unemployed.” People who are neither employed nor unemployed are “not in the labor force.” The sum of the employed and the unemployed constitutes the civilian labor force. Persons not in the labor force combined with those in the civilian labor force constitute the civilian non-institutional population 16 years of age and over.

Persons under 16 years of age are automatically excluded from the official labor force measurements, as are all inmates of institutions and persons on active duty in the armed forces. All other members of the civilian non-institutional population are eligible for inclusion in the labor force, and those 16 and over who have a job or are actively looking for one are so classified. All others--those who have no job and are not looking for one--are counted as "not in the labor force." Many who do not participate in the labor force are going to school or retired. Family responsibilities can keep others out of the labor force. Also a physical or mental disability can prevent individuals from participating in labor force activities.

Table D-6

CIVILIAN LABOR FORCE				
	1980	1990	2000	2001
Outer Bangor LMA	-	7,110	8,660	9,151
Total Employment	-	6,440	8,220	8,657
Total Unemployment	-	470	440	494
Penobscot County	61,209	74,718	79,357	79,882
Total Employment	56,023	70,477	76,373	76,577
Total Unemployment	5,186	4,241	2,984	3,305
State of Maine	497,401	634,601	688,754	683,907
Total Employment	455,378	601,778	664,601	656,764
Total Unemployment	37,879	32,823	24,153	27,143

Source: Maine Department of Labor

Note: Information for the Outer Bangor Area in 1980 was not readily available.

In their 2001 report, *A Profile of the Workforce in the Bangor Region*, The University of Southern Maine Center for Business and Economic Research reports that employers in the region rated finding employees with particular skills, providing benefits, and training current employees as the top three issues they face in building the work force. It is further reported that employees in this area are mobile. The majority of survey respondents indicated that they have been with their company only two to four years.

INCOME INFORMATION

Income patterns are of importance to the town for analysis of economic development and affordable housing issues, as discussed in the housing section. Income levels also affect the town's economy and ability to raise revenues through taxes or fees. When the income figures for the area are particularly low, generally there is a proportional increase in the municipal general assistance expenditures.

Household Income 1989

Table D-7

Distribution of Households by Income						
Household Income	Newburgh		Penobscot County		State of Maine	
	Num.	%	Num.	%	Num.	%
\$0-\$4,999	10	2.1%	3,070	5.7%	23,344	5%
\$5,000-\$9,999	53	10.9%	5,725	10.6%	48,062	10.3%
\$10,000-\$14,999	51	10.3%	5,409	10.0%	44,415	9.5%
\$15,000-\$24,999	86	17.8%	11,233	20.7%	91,822	19.7%
\$25,000-\$34,999	87	18.0%	9,330	17.2%	83,084	17.8%
\$35,000-\$49,999	97	20.0%	10,148	18.7%	89,700	19.3%
\$50,000-\$74,999	71	14.6%	6,577	12.1%	59,647	12.8%
\$75,000-\$99,999	14	2.9%	1,459	2.7%	14,267	3.1%
\$100,000-\$149,999	8	1.7%	729	1.4%	7,172	1.6%
\$150,000 or more	8	1.7%	493	0.9%	4,216	.9%
Total Households	485		54,173		465,729	

Source: U. S. Census

Household Income 1999

Table D-8

Distribution of Households by Income 1999						
Household Income	Newburgh		Penobscot County		State of Maine	
	Num.	%	Num.	%	Num.	%
Less than \$10,000	51	9.3%	7,260	12.5%	53,259	10.3%
\$10,000-\$14,999	33	6.0%	4,947	8.5%	39,231	7.6%
\$15,000-\$24,999	47	8.5%	8,949	15.4%	76,633	14.8%
\$25,000-\$34,999	96	17.4%	8,448	14.5%	73,614	14.2%
\$35,000-\$49,999	119	21.6%	10,502	18.1%	94,848	18.3%
\$50,000-\$74,999	137	24.9%	10,376	17.8%	100,423	19.4%
\$75,000-\$99,999	35	6.4%	4,261	7.3%	43,341	8.4%
\$100,000-\$149,999	20	3.6%	2,346	4.0%	24,348	4.7%
\$150,000 - \$199,999	10	1.8%	485	.8%	5,866	1.1%
\$200,000 or more	3	0.5%	561	1.0%	6,809	1.3%
Total Households	551	100%	58,135	100%	518,372	100%

Source: U. S. Census

Median Household Income

Table D-9

Median Household Income 1989-1999			
		1989	2000
Newburgh	income	\$30,375	\$39,850
County	income	\$26,631	\$34,274
State	income	\$27,854	\$37,240

Source: U. S. Census

Family Household Income 1989

Table D-10

Distribution of Family Households by Income						
Household Income	Newburgh		Penobscot County		State of Maine	
	Num.	%	Num.	%	Num.	%
\$0-\$4,999	5	1.3%	1,242	3.2%	8,468	2%
\$5,000-\$9,999	23	6.2%	2,501	6.5%	19,473	6%
\$10,000-\$14,999	27	7.2%	3,199	8.3%	26,090	8%
\$15,000-\$24,999	65	17.4%	7,503	19.5%	61,944	19%
\$25,000-\$34,999	79	21.1%	7,147	18.6%	64,072	19%
\$35,000-\$49,999	85	22.8%	8,658	22.5%	75,575	23%
\$50,000-\$74,999	60	16.1%	5,849	15.2%	52,504	16%
\$75,000-\$99,999	14	3.8%	1,248	3.3%	12,488	4%
\$100,000-\$149,999	8	2.2%	630	1.7%	6,482	2%
\$150,000 or more	7	1.9%	443	1.2%	3,735	1%
Total Family Households	374		38,420		330,831	

Source: U. S. Census

Family Household Income 2000

Table D-11

Distribution of Non-family Households by Income 2000						
Non-family Income	Newburgh		Penobscot County		State of Maine	
	Num.	%	Num.	%	Num.	%
Less than \$10,000	4	1.0%	2,687	7.0%	17,708	5.2%
\$10,000-\$14,999	28	7.2%	2,180	5.7%	16,457	4.8%
\$15,000-\$24,999	29	7.4%	4,886	12.8%	41,479	12.1%
\$25,000-\$34,999	70	17.9%	5,268	13.8%	47,672	13.9%
\$35,000-\$49,999	88	22.6%	7,872	20.6%	69,045	20.2%
\$50,000-\$74,999	112	28.7%	8,563	22.4%	81,456	23.8%
\$75,000-\$99,999	31	7.9%	3,698	9.7%	37,003	10.8%
\$100,000-\$149,999	18	4.6%	2,078	5.4%	20,876	6.1
\$150,000 - \$199,999	7	1.8%	421	1.1%	4,986	1.5
\$200,000 or greater	3	0.8%	496	1.3%	5,749	1.7%
Total Non-family Households	390	100%	38,149	100%	342,431	100%

Source: U. S. Census

Median Family Household Income

Table D-12

Median Family Household Income and Rates of Growth			
		1989	2000
Newburgh	income	\$33,125	\$44,167
County	income	\$31,584	\$42,206
State of Maine	income	\$32,422	\$45,179

Source: U. S. Census

Income Per Capita 1989 & 2000

Table D-13

Per Capita Income 1989		
	1989	2000
Newburgh	\$13,238	\$19,000
County	\$12,231	\$17,801
State of Maine	\$12,957	\$19,533

Source: U. S. Census

POVERTY STATUS

The poverty guidelines are the other version of the federal poverty measure. They are issued each year in the *Federal Register* by the Department of Health and Human Services (HHS). The guidelines are a simplification of the poverty thresholds for use for administrative purposes — for instance, determining financial eligibility for certain federal programs.

The income cutoffs used by the U.S. Census Bureau to determine poverty status consist of a set of several thresholds, including family size and number of family members less than 18 years of age. The table below shows the poverty thresholds in 2000 by size of family and number of related children under 18 years old. The 2000 poverty threshold for a family of four is \$17,603. This is an increase of \$4,929 from the 1990 poverty threshold of \$12,674.

Percent of Persons below the Poverty Level 1989

Table D-14

Percent Below the Poverty Level 1989			
	Newburgh	Penobscot County	State of Maine
All persons	7.1%	13.0%	10.8%
Persons 18 yrs. and over	6.8%	11.8%	9.8%
Persons 65 yrs. and over	13.4%	14.3%	14.0%
Related children under 18 yrs.	7.6%	15.7%	13.2%
Related children under 5 yrs.	11.5%	18.3%	15.7%
Related children 5 to 17 yrs.	6.3%	14.8%	12.3%
Unrelated individuals	18.6%	29.6%	24.5%
All Families	5.9%	9.5%	8.0%
With related children under 18 yrs.	5.6%	14.3%	11.8%
With related children under 5 yrs.	7.4%	17.3%	14.6%
Female householder families	33.3%	35.0%	29.9%
With related children under 18 yrs.	29.4%	47.3%	41.6%
With related children under 5 yrs.	42.9%	68.4%	62.8%

Source: 1990 U.S. Census

Poverty Threshold 1999

Table D-15

Poverty Thresholds in 1999	
Size of family unit	Weighted Average Thresholds
One Person (unrelated individual)	\$8,794
Under 65 years	\$8,959
65 years and over	\$8,259
Two Persons	\$11,239
Householder under 65 years	\$11,590
Householder 65 years and over	\$10,419
Three Persons	\$13,738
Four Persons	\$17,603
Five Persons	\$20,819
Six Persons	\$23,528
Seven Persons	\$26,754
Eight Persons	\$29,701
Nine Persons or more	\$35,060

Source: U.S. Census Bureau, Current Population Survey

Poverty Status 1999

Table D-16

Percent Below the Poverty Level 1999			
	Newburgh	Penobscot County	State
Individuals	5.9%	13.7%	10.9%
Related children under 18 yrs.	3.3%	15.0%	13.0%
Related children 5 to 17 yrs.	2.8%	13.7%	12.0%
Unrelated individuals 15 yrs. and over	26.1%	28.7%	22.5%
All Families	1.8%	9.7%	7.8%
With related children under 18 yrs.	3.0%	14.6%	11.9%
With related children under 5 yrs.	4.3%	19.6%	16.0%
Female householder families	12.5%	35.7%	28.1%
With related children under 18 yrs.	17.6%	44.1%	36.4%
With related children under 5 yrs.	-	62.2%	54.7%

Source: 2000 U.S. Census

Poverty percentage levels for Newburgh are much lower in almost every category than the numbers for the county. This is also true for in comparison with the state's numbers. The exception is "unrelated individuals 15 years and over" where the town's percentage exceeds the state's at 26.1% and 22.5% respectively.

EMPLOYMENT

Employed persons consist of all persons who did any work for pay or profit; including all persons who did at least 15 hours of unpaid work per week in a family-operated enterprise; and all persons who were temporarily absent from their regular jobs because of illness, vacation, bad weather, industrial dispute, or various personal reasons. Tables D-17 and D-18 show the employed population by occupation for Newburgh, Penobscot County and the State. In 1990, precision production, craft and repair occupations were reported as having the highest participation, with 15.9% followed at a close second by professional specialty (15.1%). By the 2000 Census, the sales and office category showed the highest employment by Newburgh's residents at 32.7% and 24.8% being employed in management, professional and related. It is also interesting to note that in 1990 3.6% of the town's residents were employed by farming, forestry and fishing, by 2000, this number had declined to 1.5%.

Tables D-19 and D-20 show the employed population by industry for Newburgh, Penobscot County and the State. The highest percentage of employed population by industry is found under the category of education, health and social services at 21.5% with retail trade in second place at 15.1%. The state and the county numbers mirror Newburgh's regarding the categories in first and second place.

A Profile of the Workforce in the Bangor Region indicates that less than two percent of the jobs in the region pay minimum wage. The most common wages in the area are between \$10.00 and \$12.99 per hour for hourly employees and generally are above \$30,000 a year for salaried employees. The majority of respondents (19.6%) indicated hourly wages of \$15.00 or greater per hour and 22.1% of salaried employees reported wages of \$40,000-\$49,999 per year.

Population by Occupation 1990

Table D-17

Population by Occupation						
Occupation	Newburgh	%	Penobscot County	%	State of Maine	%
Executive, administrative and managerial	50	8.1%	6,694	9.9%	61,376	11%
Professional specialty	93	15.1%	9,716	14.4%	79,155	14%
Technicians and related support	26	4.2%	2,502	3.7%	18,523	3%
Sales occupations	75	12.2%	7,597	11.3%	62,139	11%
Administrative support and clerical	71	11.6%	9,578	14.2%	82,893	15%
Private household occupations	5	0.8%	300	0.5%	2,495	1%
Protective service	5	0.8%	1,153	1.7%	7,867	1%
Other service	67	10.9%	8,988	13.3%	69,848	12%
Farming, forestry and fishing	22	3.6%	1,325	2.0%	15,773	3%
Precision production, craft and repair	98	15.9%	8,658	12.6%	76,847	13%
Machine operators, assemblers and inspectors	41	6.7%	5,020	7.5%	45,653	8%
Transportation and material moving	37	6.0%	3,171	4.7%	24,897	4%
Handlers, cleaners, helpers and laborers	25	4.1%	2,690	3.9%	24,376	4%
Employed persons 16 years and over	615	100.0%	67,389	100.0%	571,842	-

Source: 1990 U.S. Census

Population by Occupation 2000

Table D-18

2000 Employed Population by Occupation						
	Newburgh	%	Penobscot County	%	State	%
Management, Professional and related	194	24.8%	21,156	30.3%	196,862	31.5%
Service	100	12.8%	11,641	16.7%	95,601	15.3%
Sales and office	255	32.7%	18,728	26.8%	161,480	25.9%
Farming, fishing and forestry	12	1.5%	901	1.3%	10,338	1.7%
Construction, Extraction and Maintenance	100	12.8%	6,844	9.8%	64,064	10.3%
Production, Transportation and Material Moving	120	15.4%	10,576	15.1%	95,666	15.3%
Employed civilian persons 16 years and over	781	100.0%	69,846	100.0%	624,011	100.0%

Source: U.S. Census Bureau

Population by Industry 1990

Table D-19

Population by Industry						
Industry	Newburgh	%	Penobscot County	%	State of Maine	%
Employed persons 16 years and over	615	100.0%	67,389	100.0%	571,842	-
Agriculture, forestry and fisheries	32	5.2%	1,256	1.9%	15,730	3%
Mining	-	-	58	0.1%	533	-
Construction	71	11.6%	4,324	6.4%	42,026	7%
Manufacturing, non-durable goods	40	6.5%	7,839	11.6%	54,741	10%
Manufacturing durable goods	19	3.1%	3,697	5.5%	57,890	10%
Transportation	32	5.2%	2,825	4.2%	19,567	3%
Communications and public utilities	10	1.6%	1,580	2.3%	12,710	2%
Wholesale trade	51	8.3%	2,789	4.1%	20,818	4%
Retail trade	114	18.5%	13,121	19.5%	105,312	18%
Finance, insurance and real estate	21	3.4%	2,739	4.1%	31,992	6%
Business and repair services	23	3.7%	2,198	3.3%	19,839	3%
Personal services	21	3.4%	2,151	3.2%	18,322	3%
Entertainment and recreation services	12	2.0%	698	1.0%	5,333	-
Health services	73	11.9%	6,684	9.9%	52,675	9%
Educational services	43	7.0%	8,685	12.9%	53,685	9%
Professional and related services	31	5.0%	3,952	5.9%	35,588	6%
Public administration	22	3.6%	2,793	4.2%	25,081	4%

Source: 1990 U.S. Census

Population by Industry 2000

Table D-20

2000 Percent of Employed Population by Industry						
	Newburgh	%	Penobscot County	%	State	%
Agriculture, forestry and fishing, hunting and mining	33	4.2%	1,607	2.3%	16,087	2.6%
Construction	76	9.7%	4,037	5.8%	42,906	6.9%
Manufacturing	63	8.1%	8,308	11.9%	88,885	14.2%
Wholesale trade	55	7.0%	2,658	3.8%	21,470	3.4%
Retail trade	118	15.1%	9,745	14.0%	84,412	13.5%
Transportation and warehousing, and utilities	60	7.7%	3,899	5.6%	26,857	4.3%
Information	21	2.7%	1,662	2.4%	15,294	2.5%
Finance, insurance, real estate, rental and leasing	47	6.0%	2,859	4.1%	38,449	6.2%
Professional, scientific, management, administrative and waste management services	40	5.1%	3,908	5.6%	43,074	6.9%
Educational, health and social services	168	21.5%	19,968	28.6%	144,918	23.2%
Arts, entertainment, recreation, accommodation and food services	36	4.6%	4,785	6.9%	44,606	7.1%
Other services (except public administration)	33	4.2%	3,445	4.9%	29,182	4.7%
Public administration	31	4.0%	2,965	4.2%	27,871	4.5%
Employed civilian persons 16 years and over	781	100.0%	69,846	100.0%	624,011	100.0%

Source: U.S. Census Bureau

COMMUTING PATTERNS

Influencing a community's labor force is the immigration and/or emigration of workers or people looking for work in the area. In addition, labor force size will change because of an increasing tendency for a group of residents, such as spouses, young adults, the elderly, or students, to either work or look for work. The following table indicates that Newburgh's commuting patterns did not change drastically from 1990 to 2000. However, there was a decline in the percentage (6%) of individuals that carpool which is consistent with the decline at the county and state levels. With the high costs of fuel in today's economy, and an increased emphasis on regional/mass transportation opportunities, the state may see a reverse trend with more carpooling and a greater use of public transit occurring within the next ten years.

Table D-21

	1990	2000
Newburgh		
Percent drove alone	75.6%	78.5%
Percent in carpools	16.5%	10.2%
Percent using public transportation	0.3%	-
Percent using other means	-	1.2%
Percent walked or worked at home	7.6%	10.1%
Mean travel time to work (minutes)	24.1	25.2
Penobscot County		
Percent drove alone	74.9%	79.2%
Percent in carpools	13.7%	10.7%
Percent using public transportation	.9%	.9%
Percent using other means	1.1%	.9%
Percent walked or worked at home	9.5%	8.4%
Mean travel time to work (minutes)	17.5	20.7
State		
Percent drove alone	74.3%	78.6%
Percent in carpools	14.0%	11.3%
Percent using public transportation	.9%	.8%
Percent using other means	10.9%	.9%
Percent walked or worked at home	-	8.4%
Mean travel time to work (minutes)	19	21.2

Source: U.S. Census

RETAIL SALES

The following table shows retail sales for the Bangor Suburban Economic Summary Area (ESA), the Penobscot District and the State of Maine from 1997 to 2001. All three areas show a total increase in retail sales with the majority of retail sales being in the automotive sector for each. The Maine State Planning Office projects that Taxable Retail Sales in Penobscot County will have an average annual growth rate of 3.9% until the year 2010. It is projected that Penobscot County will have a total of \$2,281,700 in retail sales in 2010.

Table -22

Total Taxable Consumer Retail Sales By Retail Sector					
	1997	1998	1999	2000	2001
Bangor Suburban ESA	\$161,471,000	\$174,943,000	\$202,573,000	\$214,090,000	\$252,718,000
Building Supply Sales	34,944,000	37,191,000	43,445,000	43,700,000	45,779,000
Food Store Sales	21,698,000	24,203,000	30,335,000	33,888,000	30,864,000
General Merchandise Sales	12,031,000	13,941,000	15,785,000	18,399,000	16,792,000
Other Retail Sales	8,505,000	10,609,000	11,057,000	11,565,000	12,907,000
Automotive Sales	71,135,000	73,979,000	86,414,000	90,958,000	98,723,000
Restaurant and Lodging Sales	13,159,000	15,021,000	15,538,000	15,581,000	17,419,000
Penobscot District	\$1,302,573,000	\$1,406,483,000	\$1,558,724,000	\$1,575,576,000	\$1,653,899,000
Building Supply Sales	173,830,000	172,097,000	194,939,000	227,382,000	227,881,000
Food Store Sales	148,282,000	156,965,000	168,751,000	176,739,000	155,578,000
General Merchandise Sales	293,590,000	347,725,000	365,760,000	366,066,000	373,101,000
Other Sales	106,087,000	105,415,000	134,501,000	139,156,000	144,505,000
Automotive Sales	394,312,000	422,758,000	480,272,000	506,362,000	531,712,000
Restaurant and Lodging Sales	186,473,000	201,524,000	214,502,000	217,930,000	221,123,000
State of Maine	\$9,858,740,000	\$10,734,751,000	\$11,638,157,000	\$12,107,641,000	\$12,413,335,000
Building Supply Sales	1,197,610,000	1,340,365,000	1,536,757,000	1,664,894,000	1,746,892,000
Food Store Sales	1,148,156,000	1,218,613,000	1,282,179,000	1,330,256,000	1,185,002,000
General Merchandise Sales	2,083,035,000	2,311,938,000	2,441,896,000	2,535,876,000	2,612,551,000
Other Sales	1,238,803,000	1,312,437,000	1,387,551,000	1,429,986,000	1,409,147,000
Automotive Sales	2,561,584,000	2,797,605,000	3,126,904,000	3,248,452,000	3,446,345,000
Restaurant and Lodging Sales	1,629,837,000	1,753,793,000	1,869,186,000	1,956,237,000	2,013,398,000

Source: State Planning Office Maine Retail Sales Quarterly Report Annual Review 2001

ECONOMIC DEVELOPMENT PROGRAMS

The following programs are available to Maine communities and counties through the Office of Community Development.

Community Development

Housing Assistance Grant Program

The Housing Assistance Grant Program (HA) provides funding to address housing problems of low and moderate-income persons. Eligible activities are those directly related to assisting or creating residential housing units including Acquisition, Code Enforcement, Conversion of Non-Residential Structures, Demolition, Historic Preservation, Housing Rehabilitation, New Housing Construction, Relocation Assistance, and Removal of Architectural Barriers. The maximum amount for a Housing Assistance program grant award is \$400,000.

Downtown Revitalization Grant Program

The Downtown Revitalization Program (DTR) provides funds for communities to implement comprehensive, integrated and innovative solutions to identified problems facing their downtown districts. These downtown revitalization projects must be part of a strategy that targets downtown service and business districts and will lead to future public and private

investment. Eligible activities include all those eligible under the Public Facilities, Public Infrastructure, Public Service, Housing Assistance and Business Assistance Grant programs as relevant to the revitalization of a downtown district. A community must have completed a comprehensive downtown strategic plan or updated an existing plan within in the past five years. The maximum amount for a Downtown Revitalization Program grant award is \$400,000.

Public Facilities Grant Program

The Public Facilities Grant Program (PF) provides funds for communities to address local issues, which are part of a community development strategy leading to future public and private investments. Eligible activities include construction, acquisition, reconstruction, installation, rehabilitation, site clearance, historic preservation, and relocation assistance associated with public projects for:

Community, child, senior and health centers, Libraries, Sheltered workshops, Homeless shelters, Piers/wharfs and Fire stations with a maximum grant award amount of \$250,000.

Fire fighting equipment, Salt/sand storage shed, Transfer station, Parks and recreation facilities and Public works garages with a maximum grant award amount of \$50,000.

Public Infrastructure Grant Program

The Public Infrastructure Grant Program (PI) provides funds for communities to address local issues, which are part of a community development strategy leading to future public and private investments. Eligible activities include construction, acquisition, reconstruction, installation, rehabilitation, site clearance, historic preservation, and relocation assistance associated with public projects and infrastructure in support of new affordable housing construction. Program activities are grouped as follows:

- Water system installation/improvements, Sewer system installation/improvements, Water/sewer system hookups, Storm drainage, Utility infrastructure and infrastructure in support of new affordable housing with a maximum grant award amount of \$400,000.
- Streets, roads and sidewalks with a maximum grant award amount of \$250,000.
- Parking areas, curbs and gutters with a maximum grant award amount of \$50,000.

Public Service Grant Program

The Public Service Grant Program (PSG) provides funding for community resource needs for operating expenses, equipment and program materials for public service programs. Past program activities have included dental clinics, job training, literacy training, welfare-to-work programs,

senior center programs and day care programs. All beneficiaries of public service programs must be low to moderate income.

Urgent Need Grant Program

The Urgent Need Grant Program (UNG) provides funding to enable a community to address serious and immediate threats to health and welfare of its residents. All units of general local government in Maine, including plantations, are eligible to apply for and receive Urgent Need Program funds. An applicant must address a community development need which:

- Poses a serious and immediate threat to the health or welfare of the community
- Became a threat to public health or safety within 18 months of the submission of the application;
- Cannot be funded by the applicant or the applicant cannot find an entity or individual to fund the project.
- The maximum Urgent Need Grant Program award amount is \$100,000.

Economic Development

The following programs are available for economic development:

Business Assistance Program

The Business Assistance Program (BA) provides funds to communities to loan/grant businesses for the creation or retention of jobs for low and moderate-income persons. The Business Assistance Program funds may be used to meet the infrastructure, capital equipment and real property needs of the assisted business. The program assists those economic initiatives and development opportunities that are of sufficient magnitude to have a significant impact on a local or regional economy. The maximum Business Assistance Program award amount is \$400,000.

Development Fund Program

The Development Fund Program (DF) provides funding to communities to assist businesses with loan funds. These funds may be used for non-real property improvements such as operating capital or purchase of inventory. The purpose of this program is to promote the creation or retention of jobs for low and moderate-income persons. The maximum Development Fund Program award amount is \$200,000.

Economic Development Infrastructure Grant Program

The Economic Development Infrastructure Grant Program (EDI) provides funds to communities to develop or rehabilitate public infrastructure in support of new and existing non-retail businesses for the creation or retention of jobs for low to moderate-income individuals. Eligible activities include Acquisition, Relocation, Demolition, Clearance, Construction, Reconstruction, Installation, and Rehabilitation associated with public infrastructure projects such as water and sewer facilities, flood and drainage improvements, publicly-owned commercial/industrial

buildings, parking, streets, curbs, gutters, sidewalks, etc. which are necessary to create or retain jobs in the non-retail private sector for low and moderate income persons. The maximum Economic Development Infrastructure Grant Program award amount is \$400,000.

Micro-Loan Grant Program

The Micro-Loan Program (ML) provides communities with funds to assist existing and new businesses to create and/or retain jobs for low and moderate-income persons. Eligible activities include the establishment of a local commercial loan program for the purpose of assisting for-profit businesses. The maximum Micro-Loan Program award amount is \$100,000, part of which may be used to provide technical assistance to loan applicants.

Regional Assistance Fund Program

The Regional Assistance Fund Program (RAF) provides financial resources to communities or regional organizations which can use the funds as leverage/match to obtain funds under the Economic Development Administration (EDA) Economic Adjustment Assistance Program (Title IX) and the EDA Public Works Program (Title I) or the Rural Development Agency (RDA), Rural Business Enterprise Grant (RBE) and the Intermediary Relending Program (IRP) and/or other Federal, State and private programs. The purpose of the RAF Program is to bring additional money into the State of Maine and therefore cannot be used as match with the CDBG Program or conventional lending institutions. The maximum Regional Assistance Fund Program award amount is \$200,000.

Regional Super Park Program

The Regional Super Park Program provides funding to communities to construct necessary infrastructure to develop a regional business park (Super Park). The state recognizes the need to have an inventory of "Super Parks" in Maine and is challenging communities to develop the next generation of business industrial parks. These parks are to be developed through a creative regional process involving tax sharing and other cooperative agreements. Eligible activities include acquisition, relocation, demolition, clearance, construction, reconstruction, installation, and rehabilitation associated with public improvements such as water and sewer facilities, utility infrastructure, flood and drainage improvements, parking, streets, curbs, gutters, sidewalks, etc. which are necessary to create or retain jobs in the non-retail private sector for low and moderate income persons. The "Super Park" program is available in even numbered program years and the maximum Regional Super Park Program award amount is \$1,000,000.

Planning

The following planning programs are available:

Community Planning Grant Program

The Community Planning Grant Program (CPG) provides funding to communities or community partnerships that have clearly identified a local community or economic development problem and lack the resources to develop a strategy for solving the problem. CPG funds may be used for planning only activities that include studies, analysis, data gathering, preparation of plans and maps, and identification of actions that will implement plans. Engineering, architectural and design costs related to specific activities are not eligible. All applications containing ineligible or non-planning activities will not be considered. The maximum Community Planning Grant award amount is \$10,000.

Housing Assessment Planning Grant Program

The Housing Assessment Planning Grant Program (HAPG) provides funding to communities or community partnerships to identify their housing problems and to develop a strategy for solving the problems. HAPG funds are to be used to conduct a comprehensive study of housing issues. The study must cover issues such as the number and age of units, condition, energy considerations, affordability, occupancy rates, needs for new construction, rehabilitation, code enforcement, elderly, assisted living, special needs housing and financial resources to address housing needs. Engineering, architectural and design costs related to specific activities are not eligible. The maximum Community Planning Grant award amount is \$15,000.

Project Development Planning Grant Program

The Project Development Planning Grant Program (Phase II) provides communities funding to gather, analyze and provide information require during the project development process. These funds are only available to communities invited into the Project Development Phase of the CDBG Program application process. The maximum Project Development Planning Grant Program award amount is \$2,500.

NEWBURGH BUSINESSES

The town of Newburgh values all businesses located within its jurisdiction and in an effort to show their appreciation has included a listing of the businesses located in Newburgh. This listing was compiled from various sources and every effort has been made to include all businesses currently in operation within the town. We apologize if any business has been inadvertently excluded.

Businesses

Route 9	Young, Wayne Ward, Roger Bradley, Dennis Brooks , Edward Durrell, Darren Thomas, Travis Ward, Elaine Woolson, Gary Smith, Peter Toothaker, Craig Smith, Myron Smith, Dennis Smith, Douglas Simpson, Lloyd Jr. Ricker, Dennis	Custom Cutting & Screen-printing Livestock Farmer & Boarding Christmas Tree Farm Brooks Ridge Game Birds First Choice Auto Sales Apple Orchard Pleasant Valley Apartments Book Seller and Plants Whispering Pines Horse Training Toothaker Sheet Metal Dairy Farm Smith’s Remodeling & Construction Smith’s Concrete Simpson’s Farm Stand Wood Harvesting
Route 69	Terrill, Jamie Persistence Torrey, Cameron Jandreau, Mark Butterfield, Malcolm Dysart’s Travel Stop Nickerson, Lawrence Tyler, Hallie Bolduc, Claude	Newburgh Variety Store Senior Housing Rents To: Clean Harbors Jandreau Trucking Mac’s Autobody Lumber Yard Pet Grooming Municipal Advantage Computer Software
Murray Road	Acadia Auto Auction	Auto Auction
Chapman Road	Whitcomb, Lawrence Price, Leonard Stillman, Harland	Livestock and Forest Harvesting & Maple Syrup Business Nutkin Knoll Christmas Tree Farm Garage – Auto Repair
Lindsey Road	Williamson, Glen Philbrick, Steve Somers, Brent Dunton, Alan Newburgh Full Gospel Church Bouchard, Melford	A&G Towing and Garage Farm C&A Transport (Car Hauler) North Country Millwork and Kelly Mountain Kennels Bouchard Trucking

Mudgett Road	Leavitt, Mark	Leavitt Plumbing and Heating
Miles Road	Puckerbrush Riding Center Penobscot Pony Club	
North Road	Miller, John Miller, Keith Hartley, Richard Averill, Roland Whittaker, Lewis Overlock, Rodney Sr. Tribou, Tim O'Donald, Richard Burke, Joseph	Vintage Wings & Airstrip Dairy Farm Horse Farm Design (Architect) Apartment Complex (4?) R.L. Overlock & Son Construction Rivercity Glazing – Warehouse Only O'Donald Concrete Canvas Shop
Kennebec Road	Babcock, Allen Veinote, Gene Calderwood, John Bartlett, Richard Veino, Vernon Veinote, Robert Abercrombie, Mari Toothaker, Austin	Babcock Construction Air Strip Farrier & Burnt Swamp Farm (Horses) Dairy Farm Small Engine Repair Dairy Farm Windover Adventure Camp Contractor
Old Kennebec Road	Lisenby, John & Joyce	Joyce's Antler Art
Littlefield Road	Carr, Vernon Mogan, Charles Darling, Ronald Caron, Vincent Mazerolle, Robert	Gravel Pit Gravel Pit Superior Lines (Striping Parking Lots) Caron Construction Mazie's Shellfish
Severance Road	Tapley, Carolyn Mace, Robert	Former Dairy Farm, now only for sale of hay Antique Dealer
Trundy Road	Corliss, Norma & Jim	Christmas Tree Farm

OPINION SURVEY

The following table indicates the results of the 2002 Citizen Survey that was conducted by the University of Maine's Center for Research and Evaluation regarding the following question:

“What types of new business development should be encouraged in Newburgh?”

Table D-23

Opinion Survey for New Business Development						
Note: All numbers are given as percentages	Length of Residency in Years					Total Percent
	Less than 5	5 to 9	10 to 19	20 to 50	More than 50	
Recreation	52.6	58.3	30.0	39.5	26.3	40.8
Heavy Manufacturing	13.2	4.2	16.0	5.3	0	8.5
Retail, Grocery Sales and Service Business	63.2	66.7	54.0	53.9	63.2	57.7
Business Offices for Professional Services	39.5	25.0	38.0	23.7	26.3	31.0
Tourist Related Business	21.1	29.2	16.0	14.5	0	16.0
In-Home Businesses	60.5	62.5	62.0	56.6	73.7	61.5
Agriculture	47.4	58.3	62.0	59.2	73.7	58.7
Technical/Electronic Industry, Light Manufacturing	34.2	33.3	40.0	27.6	26.3	32.9
None Should be Encouraged	5.3	0	4.0	5.3	10.5	4.7
Other	0	4.2	10.0	3.9	0	4.2
No Opinion	0	0	8.0	6.6	5.3	4.7

Source: 2002 Citizen Survey

The opinion survey indicates that a vast majority of residents would like to see expansion of home occupations, agricultural uses and retail/service oriented businesses. The survey also indicates that the least desirable business would be heavy manufacturing.

POLICIES AND IMPLEMENTATIONS STRATEGIES

In order to promote an economic climate that increases job opportunities and overall economic well being, the town has developed the following policies and implementation strategies.

- 1. Policy:** The town will establish areas best suited for development.
Strategies: The town will apply for an implementation grant from the State Planning Office to write the town's future land use ordinance. The future land use ordinance will identify appropriate areas for residential and commercial development. This action will reduce the likelihood of incompatible uses, will channel growth into the appropriate locations within the town and retain the quality of life that Newburgh residents have become accustomed to.
Time Frame: Immediate
Responsible Agent: Voters, Planning Board, Town Manager and/or Selectmen.
- 2. Policy:** The town will encourage labor force training.
Strategies: The town recognizes the importance of adequate training for the creation and maintenance of a healthy and competitive work force. The town also recognizes that adult education, vocational schools, technical schools, graduate and undergraduate programs, Training and Development Corp., Literacy Volunteers, SCORE, job training programs and other federal programs in the area are an asset to the entire region. Program information will be made available at the town hall in the form of brochures and catalogues.
Time Frame: On-going
Responsible Agent: Town Manager and/or Selectmen.
- 3. Policy:** The town will establish an Economic Development Committee.
Strategies: The selectpersons will appoint an Economic Development Committee (EDC). The EDC will assist the planning board and the selectpersons determine the appropriate land use regulations to facilitate development within the town. The EDC will also actively market the town to attract and encourage development opportunities that are compatible with resident's wishes and the uses expressed in the Land Use Section of this plan.
Time Frame: Long-term
Responsible Agent: Town Manager, and/or Selectmen.
- 4. Policy:** The town will pursue grants to fund the needs of the town
Strategies: The town will continue to contact the applicable state and federal agencies to solicit information regarding block grants and other revenue sources for improvements to the town. A review of the needs of existing and potential uses will be conducted to match the needs with potential funding sources. Once the information has been gathered, procurement of the funds will be pursued.
Time Frame: On-going
Responsible Agent: Consultants, Voters, Town Manager and/or Selectmen.
- 5. Policy:** The town will encourage home occupations

Strategies: Home occupation performance standards will be included in the future land use ordinance to ensure compatibility with residential neighborhoods and adjacent properties.

Time Frame: On-going

Responsible Agent: EDC, Planning Board, Voters, Town Manager and/or Selectmen.

6. **Policy:** The town will promote community awareness and community pride.

Strategies: The town will continue to promote community pride by working with the school system to develop programming to educate students about the town's history.

Time Frame: On-going

Responsible Agent: School Board, School System, Town Manager and/or Selectmen.

7. **Policy:** The town will promote regional cooperation.

Strategies: On a regional level, the town will work with near-by-towns on economic development to promote regional marketing. Representatives from the town will contact adjacent communities to determine the interest level for a joint approach to economic development, transportation, solid waste, land use planning and other pertinent issues as they may arise.

Time Frame: On-going

Responsible Agent: Voters, Town Manager and/or Selectmen.

Natural resources information is useful in identifying opportunities and constraints for development and for protecting environmentally sensitive areas. The natural resources within Newburgh also contribute greatly to the quality of life in the town. These resources provide open spaces that are valued for recreational opportunities such as fishing, boating, snowmobiling, hunting, canoeing, nature watching, hiking, and cross-country skiing, as well as many others.

The goal of the natural resources section is: to protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas; to protect the State's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas and unique natural areas; to protect the State's marine resources industry, ports and harbors from incompatible development to promote access to the shore for commercial fisherman and the public and to safeguard the State's agricultural and forest resources from development which threatens those resources.

LOCATION AND TOPOGRAPHY

The town of Newburgh is located in Penobscot County approximately 15 miles southwest of Bangor. The town is bordered on the north by Carmel, on the east by Hampden, on the south by Monroe and Winterport and on the west by Dixmont. The land area of the town, based on current GIS information, is approximately 31 square miles.

The following maps are located at the end of this section. Topography and Steep Slopes (Map E-1), STATSGO Soils (Map E-2), Aerial Photography (Map E-3), Wetlands (Map E-4), Water Resources (Map E-5), Flood Zones (Map E-6), Significant Aquifers (Map E-7), Critical Habitat (Map E-8), and Shoreland Zoning (E-9).

SOIL AND WATER CONSERVATION DISTRICT PROGRAM

Maine's 16 Soil and Water Conservation Districts (SWCD) are subdivisions of state government that are run by locally elected and appointed volunteers. Generally their jurisdiction follows county boundaries. The SWCD purpose is to solve local natural resource conservation problems (both urban and agricultural) as determined by local stakeholders. Not only do districts work with their partners to identify natural resource problems at the local level and develop solutions, they also assist in getting those measures applied to the land. This is accomplished by a unique partnership with the United States Department of Agriculture, Natural Resources Conservation Service (NRCS) and the Maine Department of Agriculture, Food and Rural Resources (MDOAFRR). NRCS provides technical support of district programs and MDOAFRR is the state agency that provides administrative oversight of district programs and administers basic state funding grants to districts. The Penobscot County SWCD is located in Bangor.

NATURAL RESOURCES CONSERVATION SERVICE

The Natural Resources Conservation Service (NRCS) is an agency of the U.S. Department of Agriculture. NRCS offers help to individuals, groups, towns and other units of government to protect, develop and wisely use soil, water and other natural resources. NRCS is to provide leadership and administer programs to help people conserve, improve and sustain our resources and

environment. The mission of the Natural Resources Conservation Service in Maine is to “provide technical assistance to help people conserve, improve and sustain our natural resources.”

SOILS

The United States Department of Agriculture (USDA) Soil Conservation Service (SCS) has prepared soil classification maps by county for each state (STATSGO). Soil maps for STATSGO are often compiled by generalizing more detailed (SSURGO) soil survey maps. Where more detailed soil survey maps are not available, as is the case in Penobscot County, data on geology, topography, vegetation, and climate are assembled, together with Land Remote Sensing Satellite (LANDSAT) images. Soils of like areas are studied, and the probable classification and extent of the soils are determined.

Map E-2 shows STATSGO Soils provided at this level of information for Newburgh.

A soils map at 1:20,000 scale is useful in understanding and planning the soil resources of fields, farms, and communities, but it is not useful for planning small (less than 1 acre) plots. The pattern of soils is often very complex and, in some places, soils of one type grade imperceptibly into others. On-site investigations are needed to determine the suitability of a plot for a septic tank installation for instance. Soils in Newburgh are of several large tracts of numerous types: Bangor Very Stony Silt Loam, Rock Land, Thorndike Material, and Thorndike very rocky silt loam, Buxton, Scantic and Biddeford Stony Silt Loam, and a wide variety of smaller tracts of soils. The STATSGO and SSURGO soils map combinations are not the same map units as the paper copies of the soils maps that are available in the Bangor office of the Soil and Water Conservation Service. In addition the paper maps are not available in digital format. They are therefore not reproduced in this plan but they are housed in the Newburgh town office as well as in Bangor at SCS.

The STATSGO and SSURGO soils map combinations are not the same map units as the paper copies of the soils maps that are available in the Bangor office of the Soil and Water Conservation Service. In addition the paper maps are not available in digital format and are large (24” by 24”). They are therefore not reproduced in this plan.

STEEP SLOPES

Slope is one of the most noticeable of soil properties. It is a major component of the landscape and is one of the most significant soil properties governing land use. Most land use and development takes place on the less sloping areas, areas with slopes of less than 15 percent (representing an average drop of 15 feet or more in 100 feet horizontal distance). On steep slopes, areas with slopes of 15 percent or more, soils present problems for buildings, roads, and septic systems. The costs of engineering foundations and installing septic or sewer and other utility systems increase. Moderately steep slopes (15%-25%) and steep slopes (slopes greater than 25%), are shown on Map E-1.

HYDRIC SOILS

Hydric soil is defined as soil that is saturated, flooded, or ponded long enough during the growing season to develop anaerobic conditions that favor the growth and regeneration of hydrophytic vegetation. A hydric soil may be either drained or undrained, and a drained hydric soil may not continue to support hydrophytic vegetation. Therefore, not all areas having hydric soils will qualify as wetlands. Only when a hydric soil supports hydrophytic vegetation and the area has indicators of wetland hydrology may the soil be referred to as a “wetland” soil. A drained hydric soil is one in which sufficient ground or surface water has been removed by artificial means such that the area will no longer support hydrophyte vegetation. Onsite evidence of drained soils includes:

- a. Presence of ditches or canals of sufficient depth to lower the water table below the major portion of the root zone of the prevalent vegetation.
- b. Presence of dikes, levees, or similar structures that obstruct normal inundation of an area.
- c. Presence of a tile system to promote subsurface drainage.
- d. Diversion of upland surface runoff from an area.

Although all soil-forming factors (climate, parent material, relief, organisms, and time) affect the characteristics of a hydric soil, the overriding influence is the hydrologic regime. The unique characteristics of hydric soils result from the influence of periodic or permanent inundation or soil saturation for sufficient duration to effect anaerobic conditions. Prolonged anaerobic soil conditions lead to a reducing environment, thereby lowering the soil redox potential. This results in chemical reduction of some soil components (e.g. iron and manganese oxides), which leads to development of soil colors and other physical characteristics that usually are indicative of hydric soils.

Hydric soils may be classified into two broad categories: organic and mineral. Organic soils (histosols) develop under conditions of nearly continuous saturation and/or inundation. All organic soils are hydric soils except Folists, which are freely drained soils occurring on dry slopes where excess litter accumulates over bedrock. Organic hydric soils are commonly known as peats and mucks. All other hydric soils are mineral soils. Mineral soils have a wide range of textures (sandy to clayey) and colors (red to gray). Mineral hydric soils are those periodically saturated for sufficient duration to produce chemical and physical soil properties associated with a reducing environment. They are usually gray and/or mottled immediately below the surface horizon, or they have thick, dark-colored surface layers overlying gray or mottled subsurface horizons.

Newburgh’s soil locations are shown on Map E- 2.

HIGHLY ERODIBLE SOILS

Highly erodible soils are those soils that have a potential to erode at a rate far greater than what is considered a tolerable soil loss. The potential erodibility of soil takes the following factors into consideration:

- rainfall and runoff
- the susceptibility of the soil to erosion
- the combined effects of slope length and steepness.

A highly erodible soil has a potential erodibility that would cause a considerable decline in long-term productivity of that soil as well as possible negative impacts on water quality.

Soil Potential for Low Density Development (LDD)

Very few areas of Newburgh, or of Maine in general, have large tracts of land that are ideal for residential development. The Natural Resources Conservation Service of the USDA has produced a handbook of Soil Survey Data for Growth Management in Penobscot County. This publication is available at the Newburgh Town office along with soils maps at a scale of 1 inch = 2000 feet. The Soil Survey handbook includes many tables that interpret the suitability of different soils for agricultural production, woodland productivity, erodability and low density development.

This last interpretation – rating of soil potential for low density urban development – is provided in the table below to guide the concentration of development in Newburgh. Soils potential have been developed by selecting the best-suited soil county-wide for LDD. Low-density development is defined as a 3-bedroom single-family unit residence with basements and comparable buildings covering 2,000 square feet and subsurface wastewater disposal system, with or without on-site source of water. Paved roads in development are also included. Residences may be a single unit or a cluster of units in a development. The subsurface wastewater disposal system would have the capacity of processing 270 gallons per day of effluent and would be installed according to the Subsurface Wastewater Disposal Rules, Chapter 241, of the Maine Department of Human Resources (DHS), Division of Health Engineering. A map unit of Hermon fine sandy loam, 2 to 8 percent slopes (HbB), possesses all the desirable properties for low-density development uses. It is the best simply because it has the fewest limitations and therefore is the least expensive soil on which to construct a home, septic system, and a road. HbB has been established as the reference soil for Penobscot County. Since all the soil properties are desirable, the Soil Potential Index for this Hermon soil is 100. All other soils in Penobscot County will have an index of less than 100, unless a soil has equal properties to the Hermon soil. The Soil Potential Index, a numerical rating of the soil ranging from 0 to 100, is based on the performance of the reference soil minus the values of corrective measures (costs for overcoming soil limitations are developed and converted to index points). The Soil Potential Rating is based on the index value obtained after the corrective measures have been subtracted from 100. Since the entire range is large, these numerical ratings are separated into Soil Potential Rating Classes of very low to very high.

Map E-2 depicts the STATSGO soils within the Town of Newburgh.

The table below describes the soils types and Soil Potential Rating Class for soils found in Penobscot County, and verifies the soil suitability for classifications found within Penobscot County and the town of Newburgh. Please see US Department of Agriculture; Natural Resource Conservation Service Soil Survey maps #254, 255, 262 and 261 for classifications of soils found in Newburgh.

Map Unit	Soil Name	Septics	Dwellings	Roads	Development
AaB	Adams Loamy Sand (0-8 %)	Low	Very High	Very High	Medium
AaC	Adams Loamy Sand (8-15%)	Very Low	High	High	Medium

AaE	Adams Loamy Sand (15-45%)	Very Low	Low	Low	Very Low
AgA	Allagash Fine sandy Loam (0-2%)	Low	Very High	High	Medium
AgB	Allagash Fine sandy Loam (2-8%)	Low	Very High	Very High	Medium
AgC	Allagash Fine sandy Loam (8-15%)	Very Low	High	High	Medium
AgD	Allagash Fine sandy Loam (15-25%)	Very Low	Medium	Medium	Very Low
BaA	Bangor Silt Loam (0-2%)	High	Very High	High	High
BaB	Bangor Silt Loam (2-8%)	High	Very High	Very High	High
BaC	Bangor Silt Loam (8-15%)	Medium	High	High	Medium
BaD	Bangor Silt Loam (15-25%)	Very Low	Medium	Medium	Low
BmB	Bangor Silt Loam, moderately deep (0-8%)	Medium	High	High	High
BmC	Bangor Silt Loam, moderately deep (8-15%)	Medium	Medium	Medium	Medium
BmD	Bangor Silt Loam, moderately deep (15-35%)	Very Low	Low	Low	Very Low
BnB	Bangor Very Stony Silt Loam (0-8%)	High	High	High	High
BnC	Bangor Very Stony Silt Loam (8-15%)	Medium	High	Medium	Medium
BnD	Bangor Very Stony Silt Loam (15-35%)	Very Low	Medium	Medium	Low
BoA	Biddeford Silt Loam (0-3%)	Very Low	Very Low	Very Low	Very Low
BrA	Burnham Silt Loam (0-3%)	Very Low	Very Low	Very Low	Very Low
BuA	Buxton Silt Loam (0-2%)	Medium	High	Medium	Medium
BuB	Buxton Silt Loam (2-8%)	Medium	High	Medium	Medium
BuC	Buxton Silt Loam (8-15%)	Medium	Medium	Medium	Medium
BxB	Buxton, Scantic and Biddeford Stony Silt Loam (0-8%)	Medium	High	Medium	Medium
BxB1	Buxton Part	Medium	High	Medium	Medium
BxB2	Scantic Part	Very Low	Very Low	Low	Very Low
BxB3	Biddeford Part	Very Low	Very Low	Low	Very Low
CaC	Canaan Extremely Rocky Sandy Loam, (5-15%)	Very Low	Very Low	Medium	Very Low
CaE	Canaan Extremely Rocky Sandy Loam, (15-45%)	Very Low	Very Low	Very Low	Very Low
CcB	Colton Cobbly Sandy Loam, dark material (0-8%)	Low	Very High	Very High	Medium
CcC	Colton Cobbly Sandy Loam, dark material (8-15%)	Very Low	High	High	Medium
CcD	Colton Cobbly Sandy Loam, dark materail (15-25%)	Very Low	Medium	Medium	Very Low
CcE	Colton Cobbly Sandy Loam, dark material (25-45%)	Very Low	Low	Low	Very Low
CnA	Colton gravelly sandy loam, dark material (0-2%)	Low	Very High	High	Medium
CnB	Colton gravelly sandy loam, dark material (2-8%)	Low	Very High	Very High	Medium
CnC	Colton gravelly sandy loam, dark material (8-15%)	Very Low	High	High	Medium
CnD	Colton gravelly sandy loam, dark material (15-25%)	Very Low	Medium	Medium	Very Low
CnE	Colton gravelly sandy loam, dark material (25-45%)	Very Low	Low	Low	Very Low
CsA	Colton Loamy Fine Sand, dark material (0-2%)	Low	Very High	High	Medium
CsB	Colton Loamy Fine Sand, dark material (2-8%)	Low	Very High	Very High	Medium
CsC	Colton Loamy Fine Sand, dark material (8-15%)	Very Low	High	High	Medium
CsD	Colton Loamy Fine Sand, dark material (15-25%)	Very Low	High	High	Medium
Daa	Daigle silt Loam (0-2%)	Very Low	Medium	Medium	Low
DaB	Daigle silt Loam (2-8%)	Very Low	Medium	Medium	Low
DaC	Daigle silt Loam (8-15%)	Very Low	Medium	Medium	Very Low
DgA	Daigle Stony Silt Loam (0-2%)	Very Low	Medium	Medium	Low
DgB	Daigle Stony Silt Loam (2-8%)	Very Low	Medium	Medium	Low

DgC	Daigle Stony Silt Loam (8-15%)	Very Low	Medium	Medium	Very Low
DxA	Dixmont Silt Loam (0-2%)	High	High	Medium	Medium
DxB	Dixmont Silt Loam (2-8%)	Medium	High	High	High
DxC	Dixmont Silt Loam (8-15%)	Medium	Medium	Medium	Medium
DxA	Dixmont Very Stony Silt Loam (0-2%)	Medium	High	Medium	Medium
Dyb	Dixmont Very Stony Silt Loam (2-8%)	Medium	High	High	Medium
DyC	Dixmont Very Stony Silt Loam (8-15%)	Medium	Medium	Medium	Medium
EwB	Elmwood Fine Sandy Loam	High	High	Medium	Medium
Ha	Hadley Silt Loam	Very Low	Very Low	Very Low	Very Low
HbB	Hermon Sandy Loam	Very High	Very High	Very High	Very High
BhC	Hermon Sandy Loam	High	High	High	High
HdB	Hermon Sandy Loam, moderately deep, (2-8%)	High	High	High	High
HdC	Hermon Sandy Loam, moderately deep, (8-15%)	Medium	Medium	Medium	Medium
HeC	Hermon very stony sandy loam, (2-8%)	High	High	High	High
HeE	Hermon very stony sandy loam, (8-15%)	High	High	Medium	High
HhC	Hermon very stony sandy loam, (15-45%)	Very Low	Low	Low	Very Low
HeE	Hermon extremely stony sandy loam (5-15%)	High	High	Medium	High
HoB	Howland gravelly Loam (0-8%)	Medium	High	High	High
HoC	Howland gravelly Loam (8-15%)	Medium	Medium	Medium	Medium
HvB	Howland Very stony loam (0-8%)	Medium	High	High	Medium
HvC	Howland Very stony loam (8-15%)	Medium	Medium	Medium	Medium
HvD	Howland Very stony loam (15-25%)	Very Low	Low	Low	Very Low
Lk	Limerick Silt Loam	Very Low	very Low	Very Low	Very Low
MaB	Machias Fine Sandy Loam (0-8%)	Very Low	High	High	Medium
MbB	Madawaska Very Fine Sandy Loam (0-8%)	Very Low	High	High	Medium
MeA	Melrose Fine Sandy Loam (0-2%)	High	High	Medium	Medium
MeB	Melrose Fine Sandy Loam (2-8%)	High	High	Medium	Medium
MeC	Melrose Fine Sandy Loam (8-15%)	Very Low	Medium	Medium	Medium
Mn	Mixed Alluvial land	Very Low	Very Low	Very Low	Very Low
MoB	Monarda Silt Loam (0-8%)	Very Low	Very Low	Low	Very Low
MrB	Monarda and Burnham Very stony silt Loam (0-8%)	Very Low	Very Low	Low	Very Low
MrB1	Monarda Part	Very Low	Very Low	Low	Very Low
MrB2	Burnham part	Very Low	Very Low	Low	Very Low
MsC	Monarda and Burnham extremely stony silt loams (0-15%)	Very Low	Very Low	Very Low	Very Low
MsC1	Monarda Part	Very Low	Very Low	Very Low	Very Low
MsC2	Burnham Part	Very Low	Very Low	Very Low	Very Low
Mu	Much	Very Low	Very Low	Very Low	Very Low
On	Ondawa fine sandy loam	Very Low	Very Low	Very Low	Very Low
Pa	Peat and Muck	Very Low	Very Low	Very Low	Very Low
Pc	Peat, Coarsely Fibrous	Very Low	Very Low	Very Low	Very Low
Pf	Peat, Moderately Fibrous	Very Low	Very Low	Very Low	Very Low
PgB	Plaisted Gravelly Loam (2-8%)	High	High	High	High
PgC	Plaisted Gravelly Loam (8-15%)	Medium	Medium	Medium	Medium
PgD	Plaisted Gravelly Loam (15-25%)	Very Low	Medium	Low	Very Low

PgE	Plaisted Gravelly Loam (25-45%)	Very Low	Low	Low	Very Low
PhB	Perham Silt Loam (0-8%)	High	High	High	High
PhC	Perham Silt Loam (8-15%)	Medium	Medium	Medium	Medium
PmB	Perham Stony Silt Loam (0-8%)	High	High	High	High
PmC	Perham Stony Silt Loam (8-15%)	Medium	Medium	Medium	Medium
PrC	Plaisted very stony loam (5-15%)	Medium	Medium	Medium	Medium
PrE	Plaisted very stony loam (15-45%)	Very Low	Low	Low	Very Low
Ps	Peat , Sphagnum	Very Low	Very Low	Very Low	Very Low
PxC	Plaisted extremely stony loam (5-15%)	Medium	Medium	Medium	Medium
Py	Podunk fine sandy loam	Very Low	Very Low	Very Low	Very Low
RaB	Red Hook-Atherton Silt Loam (0-8%)	Very Low	Very Low	Low	Very Low
RaB1	Red Hook Part	Very Low	Very Low	Low	Very Low
RaB2	Atherton Part	Very Low	Very Low	Low	Very Low
SfE	Stetson-Suffield Complex (15-45%)	Very Low	Low	Low	Very Low
SfE1	Stetson Part +	Very Low	Low	Low	Very Low
SfE2	Suffield Part	Very Low	Low	Very Low	Very Low
ShD	Stony Land, Hermon Material, strongly sloping	Very Low	Medium	Low	Low
SpD	Stony Land, Plaisted Material, strongly sloping	Very Low	Low	Low	Very Low
SuA	Suffield Silt Loam (0-2%)	Medium	High	Medium	Medium
SuB	Suffield Silt Loam (2-8%)	Medium	High	Medium	Medium
SuC	Suffield Silt Loam (8-15%)	Medium	Medium	Medium	Medium
SuC2	Suffield Silt Loam (8-15%), eroded	Medium	Medium	Medium	Medium
SuD	Suffield Silt Loam (15-25%)	Very Low	Medium	Low	Very Low
SuD2	Suffield Silt Loam (15-25%), eroded	Very Low	Medium	Low	Very Low
SuE	Suffield Silt Loam (25-45%)	Very Low	Low	Very Low	Very Low
SvA	Suffield very fine sandy Loam (0-2%)	Medium	High	Medium	Medium
SvB	Suffield very fine sandy Loam (2-8%)	Medium	High	Medium	Medium
SvC	Suffield very fine sandy loam (8-15%)	Medium	Medium	Medium	Medium
SvD	Suffield very fine sandy loam (15-25%)	Very Low	Medium	Low	Very Low
ThB	Thorndike shaly silt loam (2-8%)	Low	Medium	High	Medium
ThC	Thorndike shaly silt loam (8-15%)	Very Low	Low	Medium	Low
Thd	Thorndike shaly silt loam (15-25%)	Very Low	Very Low	Low	Very Low
ThE	Thorndike shaly silt loam (25-45%)	Very Low	Very Low	Low	Very Low
TkB	Thorndike very rocky silt loam (2-8%)	Very Low	Very Low	Medium	Very Low
TkC	Thorndike very rocky silt loam (8-15%)	Very Low	Very Low	Medium	Very Low
TvB	Thorndike very stony silt loam (2-8%)	Low	Medium	High	Medium
TvC	Thorndike very stony silt loam (8-15%)	Very Low	Low	Medium	Low
TvD	Thorndike very stony silt loam (15-35%)	Very Low	Very Low	Low	Very Low
Wn	Winooski Silt Loam	Very Low	Very Low	Very Low	Very Low
RdB	Red Hook Atherton fine sandy loam (0-8%)	Very Low	Very Low	Low	Very Low
RdB1	Red Hook Part	Very Low	Very Low	Low	Very Low
RdB2	Atherton Part	Very Low	Very Low	Low	Very Low
Re	Riverwash	Very Low	Very Low	Very Low	Very Low
RkC	Rock Land, Canaan material, sloping land	Very Low	Very Low	Medium	Very Low

RkC1	Rock Land Part	Very Low	Very Low	Medium	Very Low
RkC2	Canaan Part	Low	Low	Medium	Low
RkD	Rock Land, Canaan material, strongly sloping land	Very Low	Very Low	Low	Very Low
RkD1	Rock Land Part	Very Low	Very Low	Low	Very Low
RkD2	Thorndike Part	Very Low	Very Low	Low	Very Low
RmC	Rock Land, Thorndike Material, strongly sloping land	Very Low	Very Low	Medium	Very Low
RmC1	Rockland Part	Very Low	Very Low	Medium	Very Low
RmC2	Thorndike Part	Very Low	Low	Medium	Low
RmD	Rock Land, Thorndike Material	Very Low	Very Low	Low	Very Low
RmD1	Rockland Part	Very Low	Very Low	Low	Very Low
RmD2	Thorndike Part	Very Low	Very Low	Low	Very Low
Ro	Rock Outcrop	Very Low	Very Low	Very Low	Very Low
Sa	Saco Silt Loam	Very Low	Very Low	Very Low	Very Low
ScB	Scantic Silt Loam (0-8%)	Very Low	Very Low	Low	Very Low
SeA	Stetson fine sandy loam (0-2%)	Low	Very High	High	Medium
SeB	Stetson fine sandy loam (2-8%)	Low	Very High	Very High	Medium
SeC	Stetson fine sandy loam (8-15%)	Very Low	Very Low	High	Medium
SeD	Stetson fine sandy loam (15-25%)	Very Low	Very Low	Medium	Very Low
SfC	Stetson-Suffield complex (0-15%)	Very Low	High	High	Medium
SfC1	Stetson Part	Very Low	High	High	Medium
SfC2	Suffield Part	Medium	Medium	Medium	Medium

PRIME FARMLAND

Prime farmland is defined by the US Department of Agriculture as “the best suited” nationwide for producing food, feed, fiber, forage, and oilseed crops. Criteria for prime farmland are tied directly to soil protection properties and not land use, except for urban land. It has the soil quality, growing season, and moisture supply needed to produce a sustained high yield of crops while using acceptable farming methods. If the land is urban, or built-up, it cannot be listed as prime farmland. Prime farmland can be land in cultivation, forest, pasture or idle, and it can be remote or inaccessible. This land is also defined as important for the production of food, feed, fiber, forage, and oilseed crops but not included in prime or unique farmlands.

Prime farmland produces the highest yields and requires minimal amounts of energy and economic resources and results in the least damage to the environment. Please see Map E-2 for the soils locations within Newburgh.

Development threatens the irreversible conversion of farmland to other uses. Recognizing that land use changes and that our state is becoming urbanized, it seems reasonable that conversion of agricultural land should be based on the quality of the soils. These soils can be rated in terms of their ability to grow agricultural crops. Obviously some soils are much more valuable for agriculture than others. Prime farmland is also often targeted as prime property for low-density residential development.

Currently only a few active farms exist in Newburgh, none of which are enrolled in the Farm and Open Space Tax Law program. The following table lists the Prime Farmland Soils for Penobscot County according to the USDA SCS Soil Survey Data for Growth Management.

Map Symbols	Code	Soil Map Unit Name
AaB	4	Adams Loamy Sand, 0 to 8 percent slopes
AgA	1	Allagash Fine Sandy Loam, 0 to 2 percent slopes
AgB	1	Allagash Fine Sandy Loam, 2 to 8 percent slopes
BaB	1	Bangor Silt Loam, 2 to 8 percent slopes
BmB	1	Bangor Silt Loam, Moderately Deep, 2 to 8 percent slopes
BuB	1	Buxton Silt Loam, 2 to 8 percent slopes
CnA	4	Colton Gravelly Sandy Loam, Dark Materials, 0 to 2 percent slopes
CnB	4	Colton Gravelly Sandy Loam, Dark Materials, 2 to 8 percent slopes
CsA	4	Colton Loamy Fine Sand, Dark Materials, 0 to 2 percent slopes
DaA	2	Daigle Silt Loam, 0 to 2 percent slopes
DaB	1	Daigle Silt Loam, 2 to 8 percent slopes
DxA	1	Dixmont Silt Loam, 0 to 2 percent slopes
DxB	1	Dixmont Silt Loam, 2 to 8 percent slopes
EwB	1	Elwood Fine Sandy Loam, 0 to 8 percent slopes
Ha	1	Hadley Silt Loam
HbB	4	Hermon Sandy Loam, 2 to 8 percent slopes
HoB	1	Howland Gravelly Loam, 0 to 8 percent slopes
Lk	5	Limerick and Rumney Soils,
MaB	1	Madawaska Fine Sandy Loam, 3 to 8 percent slopes
MbB	1	Marlow Fine Sandy Loam, 3 to 8 percent slopes
MeA	1	Melrose Fine Sandy Loam, 0 to 2 percent slopes
MeB	1	Melrose Fine Sandy Loam, 2 to 8 percent slopes
On	1	Ondawa Fine Sandy Loam
PgB	1	Plaisted Gravelly Loam, 2 to 8 percent slopes
PhB	1	Perham Silt Loam, 0 to 8 percent slopes
Py	1	Podunk Fine Sandy Loam
RaB	2	Red Hook and Atherton Silt Loams, 0 to 8 percent slopes
RdB	2	Red Hook and Atherton Fine Sandy Loams, 0 to 8 percent slopes
SeA	1	Stetson Fine Sandy Loam, 0 to 2 percent slopes
SeB	1	Stetson Fine Sandy Loam, 2 to 8 percent slopes
SuB	1	Suffield Silt Loam, 2 to 8 percent slopes
SvB	1	Suffield Very Fine Sandy Loam, 2 to 8 percent slopes
ThB	4	Thorndike Shaly Silt Loam, 2 to 8 percent slopes
Wn	1	Winooski Silt Loam
		Key To Prime Farmland Code
		1- All areas are prime farmland
		2- Only drained areas are prime farmland.
		4- Only irrigated areas are prime farmland.
		5- Only drained areas that are either protected from flooding or not frequently flooded during the growing season are prime farmland.

FARMLAND PROTECTION MEASURES

State legislation provides environmental guidelines and mandates shoreland zoning and subdivision which consider agricultural issues. To reduce potential environmental problems resulting from farming activities, Newburgh will ensure that shoreland zoning and other ordinances are properly enforced. Moreover, appropriate performance standards will be developed to minimize environmental contamination such as encouraging local farmers to work in close cooperation with NRCS to ensure appropriate farming practices.

Farm and Open Space Tax Law

Farmland is eligible for the Farm and Open Space Tax Law Program (Title 36, MRSA, Section 1101, et seq.) if that farm consists of at least five contiguous acres in a single town and has shown gross earnings from agricultural production of at least \$2,000 during one of the last two years or three of the last five years. The Farm and Open Space Tax Law encourages landowners to conserve farmland and open space by taxing the land at a rate based on its current, rather than potential, use if landowners agree not to develop their property. The benefits of this program are that it enables farmers to continue their way of life without being forced out of business by excessive property taxes, which can be brought about by rising land valuations. Agricultural production within the town of Newburgh has decreased over the past 15 years, and represents a small portion of the local and regional economy. The 2001 Municipal Valuation Return Statistical Summary indicates that Newburgh has no land enrolled in the Farm and Open Space Tax Law Program.

Farmland Registration Program

The Farmland Registration Program is designed to protect a farmer's right to farm their land. Upon registration, a farmer is guaranteed a 100-foot buffer zone between the productive fields and new incompatible development, such as residential development. The Farmland Registration Program also lets new and potential abutter know that a working farm is next door. This program is currently closed to new applications.

Farm Security and Rural Investment Act of 2002 (2002 Farm Bill)

The Farm Security and Rural Investment Act of 2002, signed into law by President Bush on May 13, 2002, is landmark legislation for conservation funding and for focusing on environmental issues. The conservation provisions will assist farmers and ranchers in meeting environmental challenges on their land. This legislation simplifies existing programs and creates new programs to address high priority environmental and production goals. The 2002 Farm Bill enhances the long-term quality of the environment and conservation of natural resources. The Natural Resources Conservation Service (NRCS) administers the following programs authorized or re-authorized in the 2002 Farm Bill:

Conservation of Private Grazing Land Program

The Conservation of Private Grazing Land Program (CPGL) is a voluntary program that helps owners and managers of private grazing land address natural resource concerns while enhancing the

economic and social stability of grazing land enterprises and the rural communities that depend on them.

Conservation Security Program

The Conservation Security Program is a voluntary program that provides financial and technical assistance for the conservation, protection, and improvement of soil, water, and related resources on Tribal and private lands. The program provides payments for producers who historically have practiced good stewardship on their agricultural lands and incentives for those who want to do more.

Environmental Quality Incentives Program

The Environmental Quality Incentives Program (EQIP) is a voluntary conservation program that promotes agricultural production and environmental quality as compatible National goals. Through EQIP, farmers and ranchers may receive financial and technical help to install or implement structural and management conservation practices on eligible agricultural land.

Farmland Protection Program

The Farmland Protection Program is a voluntary program that helps farmers and ranchers keep their land in agriculture. The program provides matching funds to State, Tribal, or local governments and nongovernmental organizations with existing farmland protection programs to purchase conservation easements or other interests in land.

National Natural Resources Conservation Foundation

The National Natural Resources Conservation Foundation (NNRCF) promotes innovative solutions to natural resource problems and conducts research and educational activities to support conservation on private land. The NNRCF is a private, nonprofit 501(c)(3) corporation. The foundation builds partnerships among agencies and agricultural, public, and private constituencies interested in promoting voluntary conservation on private lands.

Resource Conservation and Development Program

The Resource Conservation and Development Program (RC&D) encourages and improves the capability of civic leaders in designated RC&D areas to plan and carry out projects for resource conservation and community development. Program objectives focus on “quality of life” improvements achieved through natural resources conservation and community development. Such activities lead to sustainable communities, prudent land use, and the sound management and conservation of natural resources.

Wetlands Reserve Program

The Wetlands Reserve Program is a voluntary program that provides technical and financial assistance to eligible landowners to address wetland, wildlife habitat, soil, water, and related natural resource concerns on private land in an environmentally beneficial and cost-effective manner. The

program provides an opportunity for landowners to receive financial incentives to enhance wetlands in exchange for retiring marginal land from agriculture.

Wildlife Habitat Incentives Program

The Wildlife Habitat Incentives Program (WHIP) is a voluntary program that encourages creation of high quality wildlife habitats that support wildlife populations of National, State, Tribal, and local significance. Through WHIP, NRCS provides technical and financial assistance to landowners and others to develop upland, wetland, riparian, and aquatic habitat areas on their property.

PRIME FORESTLAND

Soils rated with a woodland productivity of medium or above are qualified as prime forestland soils. These soils are rated only for productivity and exclude management problems such as erosion hazard, equipment limitations or seedling mortality. Soils rates with a productivity level of medium, high or very high are prime forestland soils.

Forests should be effectively managed and harvested so they can continue to be home to many unique habitats. Loss of forestland is attributed to fragmentation and development, land valuation/taxation, and productivity decrease.

Please see Map E-2 at the end of this section for the location of Newburgh soils.

The following table lists the Prime Forestland Soils for Penobscot County according to the USDA SCS Soil Survey Data for Growth Management.

<i>Map Symbols</i>	<i>Code</i>	<i>Prime Forestland Soil Map Unit Name</i>
<i>AaB</i>	8	<i>Adams Loamy Sand, 0 to 8 percent slopes</i>
<i>AaC</i>	8	<i>Adams Loamy Sand, 8 to 15 percent slopes</i>
<i>AaE</i>	8	<i>Adams Loamy Sand, 15 to 45 percent slopes</i>
<i>AgA</i>	9	<i>Allagash Fine Sandy Loam, 0 to 2 percent slopes</i>
<i>AgB</i>	9	<i>Allagash Fine Sandy Loam, 2 to 8 percent slopes</i>
<i>AgC</i>	9	<i>Allagash Fine Sandy Loam, 8 to 15 percent slopes</i>
<i>AgD</i>	10	<i>Allagash Fine Sandy Loam, 15 to 25 percent slopes</i>
<i>BaA</i>	10	<i>Bangor Silt Loam, 0 to 2 percent slopes</i>
<i>BaB</i>	10	<i>Bangor Silt Loam, 2 to 8 percent slopes</i>
<i>BaC</i>	10	<i>Bangor Silt Loam, 8 to 15 percent slopes</i>
<i>BaD</i>	10	<i>Bangor Silt Loam, 15 to 25 percent slopes</i>
<i>BmB</i>	8	<i>Bangor Silt Loam, Moderately Deep, 2 to 8 percent slopes</i>
<i>BmC</i>	8	<i>Bangor Silt Loam, Moderately Deep, 8 to 15 percent slopes</i>
<i>BmD</i>	8	<i>Bangor Silt Loam, Moderately Deep, 15 to 35 percent slopes</i>
<i>BnB</i>	10	<i>Bangor Very Stony Silt Loam, 0 to 8 percent slopes</i>
<i>BnC</i>	10	<i>Bangor Very Stony Silt Loam, 0 to 8 percent slopes</i>
<i>BnD</i>	10	<i>Bangor Very Stony Silt Loam, 0 to 8 percent slopes</i>
<i>BoA</i>	5	<i>Biddeford Silt Loam, 0 to 3 percent slopes</i>
<i>BrA</i>	4	<i>Burham Silt Loam, 0 to 3 percent slopes</i>
<i>BuA</i>	8	<i>Buxton Silt Loam, 2 to 2 percent slopes</i>
<i>BuB</i>	8	<i>Buxton Silt Loam, 2 to 8 percent slopes</i>

BuC	8	Buxton Silt Loam, 8 to 15 percent slopes
BxB	8	Buxton, Scantic, and Biddeford Stony Silt Loam, 0 to 8 percent slopes
CaC	6	Canaan Extremely Rocky sandy Loam, Dark Materials, 5 to 15 percent slopes
CaE	6	Canaan Extremely Rocky sandy Loam, Dark Materials, 15 to 45 percent slopes
CcB	7	Colton Cobbly Sandy Loam, Dark Materials, 0 to 8 percent slopes
CcC	7	Colton Cobbly Sandy Loam, Dark Materials, 8 to 15 percent slopes
CcD	7	Colton Cobbly Sandy Loam, Dark Materials, 15 to 25 percent slopes
CcE	7	Colton Cobbly Sandy Loam, Dark Materials, 25 to 45 percent slopes
CnA	7	Colton Gravelly Sandy Loam, Dark Materials, 0 to 2 percent slopes
CnB	7	Colton Gravelly Sandy Loam, Dark Materials, 2 to 8 percent slopes
CnC	7	Colton Gravelly Sandy Loam, Dark Materials, 8 to 15 percent slopes
CnD	7	Colton Gravelly Sandy Loam, Dark Materials, 15 to 25 percent slopes
CnE	7	Colton Gravelly Sandy Loam, Dark Materials, 25 to 45 percent slopes
CsA	7	Colton Loamy Fine Sand, Dark Materials, 0 to 2 percent slopes
CsB	7	Colton Loamy Fine Sand, Dark Materials, 2 to 8 percent slopes
CsC	7	Colton Loamy Fine Sand, Dark Materials, 8 to 15 percent slopes
CsD	7	Colton Loamy Fine Sand, Dark Materials, 15 to 25 percent slopes
DaA	7	Daigle Silt Loam, 0 to 2 percent slopes
DaB	7	Daigle Silt Loam, 2 to 8 percent slopes
DaC	7	Daigle Silt Loam, 8 to 15 percent slopes
DgA	7	Daigle Stony Silt Loam, 0 to 2 percent slopes
DgB	7	Daigle Stony Silt Loam, 2 to 8 percent slopes
DgC	7	Daigle Stony Silt Loam, 8 to 15 percent slopes
DxA	10	Dixmont Silt Loam, 0 to 2 percent slopes
DxB	10	Dixmont Silt Loam, 2 to 8 percent slopes
DxC	10	Dixmont Silt Loam, 8 to 15 percent slopes
DyA	10	Dixmont Very Stony Silt Loam, 0 to 2 percent slopes
DyB	10	Dixmont Very Stony Silt Loam, 2 to 8 percent slopes
DyC	10	Dixmont Very Stony Silt Loam, 8 to 15 percent slopes
EwB	8	Elwood Fine Sandy Loam, 0 to 8 percent slopes
Ha	9	Hadley Silt Loam
HbB	7	Hermon Sandy Loam, 2 to 8 percent slopes
HbC	7	Hermon Sandy Loam, 8 to 15 percent slopes
HdB	7	Hermon Sandy Loam, Moderately Deep, 2 to 8 percent slopes
HdC	7	Hermon Sandy Loam, Moderately Deep, 8 to 15 percent slopes
HeB	7	Hermon Very Stony Sandy Loam, 2 to 8 percent slopes
HeC	7	Hermon Very Stony Sandy Loam, 8 to 15 percent slopes
HeE	7	Hermon Very Stony Sandy Loam, 15 to 45 percent slopes
HhC	7	Hermon Extremely Stony Sandy Loam, 5 to 15 percent slopes
HoB	8	Howland Gravelly Loam, 0 to 8 percent slopes
HoC	8	Howland Gravelly Loam, 8 to 15 percent slopes
HvB	8	Howland Very Stony Loam, 0 to 8 percent slopes
HvC	8	Howland Very Stony Loam, 8 to 15 percent slopes
HvD	8	Howland Very Stony Loam, 15 to 25 percent slopes
Lk	7	Limerick Silt Loam
MaB	8	Machias Fine Sandy Loam, 0 to 8 percent slopes
MbB	8	Madawaska Very Fine Sandy Loam, 0 to 8 percent slopes
MeA	8	Melrose Fine Sandy Loam, 0 to 2 percent slopes
MeB	8	Melrose Fine Sandy Loam, 2 to 8 percent slopes
MeC	8	Melrose Fine Sandy Loam, 8 to 15 percent slopes
MoB	8	Monarda Silt Loam, 0 to 8 percent slopes

<i>MrB</i>	8	<i>Monarda and Burham Very Stony Silt Loam, 0 to 8 percent slopes</i>
<i>MsC</i>	8	<i>Monarda and Burham Extremely Stony Silt Loam, 0 to 15 percent slopes</i>
<i>On</i>	7	<i>Ondawa Fine Sandy Loam</i>
<i>PgB</i>	8	<i>Plaisted Gravelly Loam, 2 to 8 percent slopes</i>
<i>PgC</i>	8	<i>Plaisted Gravelly Loam, 8 to 15 percent slopes</i>
<i>PgD</i>	8	<i>Plaisted Gravelly Loam, 15 to 25 percent slopes</i>
<i>PgE</i>	8	<i>Plaisted Gravelly Loam, 25 to 45 percent slopes</i>
<i>PhB</i>	8	<i>Perham Silt Loam, 0 to 8 percent slopes</i>
<i>PhC</i>	8	<i>Perham Silt Loam, 8 to 15 percent slopes</i>
<i>PmB</i>	8	<i>Perham Stony Silt Loam, 0 to 8 percent slopes</i>
<i>PmC</i>	8	<i>Perham Stony Silt Loam, 8 to 15 percent slopes</i>
<i>PrC</i>	8	<i>Plaisted Very Stony Loam, 5 to 15 percent slopes</i>
<i>PrE</i>	8	<i>Plaisted Very Stony Loam, 15 to 45 percent slopes</i>
<i>PxC</i>	8	<i>Plaisted Extremely Stony Loam, 5 to 15 percent slopes</i>
<i>Py</i>	9	<i>Podunk Fine Sandy Loam</i>
<i>RaB</i>	8	<i>Red Hook and Atherton Silt Loams, 0 to 8 percent slopes</i>
<i>RdB</i>	8	<i>Red Hook and Atherton Fine Sandy Loams, 0 to 8 percent slopes</i>
<i>Sa</i>	6	<i>Saco Silt Loam</i>
<i>ScB</i>	7	<i>Scantic Silt Loam, 0 to 8 percent slopes</i>
<i>SeA</i>	8	<i>Stetson Fine Sandy Loam, 0 to 2 percent slopes</i>
<i>SeB</i>	8	<i>Stetson Fine Sandy Loam, 2 to 8 percent slopes</i>
<i>SeC</i>	8	<i>Stetson Fine Sandy Loam, 8 to 15 percent slopes</i>
<i>SeD</i>	8	<i>Stetson Fine Sandy Loam, 15 to 25 percent slopes</i>
<i>SfC</i>	8	<i>Stetson-Suffield Complex, 0 to 15 percent slopes</i>
<i>SfE</i>	6	<i>Stetson-Suffield Complex, 15 to 45 percent slopes</i>
<i>ShD</i>	6	<i>Stony Land, Hermon Material, Strongly Sloping</i>
<i>SpD</i>	8	<i>Stony Land, Plaisted Material, Strongly Sloping</i>
<i>SuA</i>	8	<i>Suffield Silt Loam, 0 to 2 percent slopes</i>
<i>SuB</i>	8	<i>Suffield Silt Loam, 2 to 8 percent slopes</i>
<i>SuC</i>	8	<i>Suffield Silt Loam, 8 to 15 percent slopes</i>
<i>SuC2</i>	8	<i>Suffield Silt Loam, 2 to 8 percent slopes, Eroded</i>
<i>SuD</i>	8	<i>Suffield Silt Loam, 15 to 25 percent slopes</i>
<i>SuD2</i>	8	<i>Suffield Silt Loam, 15 to 25 percent slopes, Eroded</i>
<i>SuE</i>	8	<i>Suffield Silt Loam, 25 to 45 percent slopes</i>
<i>SvA</i>	8	<i>Suffield Very Fine Sandy Loam, 0 to 2 percent slopes</i>
<i>SvB</i>	8	<i>Suffield Very Fine Sandy Loam, 2 to 8 percent slopes</i>
<i>SvC</i>	8	<i>Suffield Very Fine Sandy Loam, 8 to 15 percent slopes</i>
<i>SvD</i>	8	<i>Suffield Very Fine Sandy Loam, 15 to 25 percent slopes</i>
<i>ThB</i>	8	<i>Thorndike Shaly Silt Loam, 2 to 8 percent slopes</i>
<i>ThC</i>	8	<i>Thorndike Shaly Silt Loam, 8 to 15 percent slopes</i>
<i>ThD</i>	8	<i>Thorndike Shaly Silt Loam, 15 to 25 percent slopes</i>
<i>ThE</i>	8	<i>Thorndike Shaly Silt Loam, 25 to 45 percent slopes</i>
<i>TkB</i>	8	<i>Thorndike Very Rocky Silt Loam, 2 to 8 percent slopes</i>
<i>TkC</i>	8	<i>Thorndike Very Rocky Silt Loam, 8 to 15 percent slopes</i>
<i>TvB</i>	8	<i>Thorndike Very Stony Silt Loam, 2 to 8 percent slopes</i>
<i>TvC</i>	8	<i>Thorndike Very Stony Silt Loam, 8 to 15 percent slopes</i>
<i>TvD</i>	8	<i>Thorndike Very Stony Silt Loam, 15 to 35 percent slopes</i>
<i>Wn</i>	9	<i>Winooski Silt Loam</i>

EXISTING FORESTLAND PROTECTION MEASURES

Tree Growth Tax Law

In addition to the Farm and Open Space Tax Program, the State also has a similar program for forestland. The Tree Growth Tax Law (Title 36, MRSA, Section 571, et seq.) provides for the valuation of land, which has been classified as forestland on the basis of productivity value, rather than on fair market value.

The tree growth program requires that the parcels be at least 10 acres and that the land is held for commercial use. If the property is removed from the program, a penalty is assessed against the property. There are two methods to calculate the penalty. The law directs assessors to use the method that yields the greatest return to the community. In one method, the penalty is calculated based a percentage of the fair market value upon the date of withdrawal. The percentage is determined based on the number of years the property was enrolled in the program. The second method is to calculate the amount of tax that would have been paid for the last five years if the property had not been in the program.

In 2001, the Maine Revenue Service reported that Newburgh had 26 parcels of land in the tree growth tax program with a total valuation of \$197,436. Within these parcels, a total of 2,353 acres were enrolled which included 398 acres of softwood, 859 acres of mixed, and 1,096 acres of hardwood.

The Forest Practices Act

The State Forest Practices Act regulates timber-harvesting activities in forests that give protection to land by allowing tax incentives to owners of those lands who meet the appropriate definitions. However, forest resources adjacent to residential development will need to be protected (in order to preserve the residential character) with additional timber harvesting standards and at the discretion and application of the owners of parcels less than 500 acres but more than 10 acres in size. The Act taxes forestland on the basis of its potential for annual wood production as opposed to an added value basis.

Mandatory Shoreland Zoning, Subdivision Control Law, and Clear Cutting

State legislation provides environmental guidelines and mandates regarding shoreland and subdivision activities that consider forestry issues, as well as regulations on clear cutting.

Project Canopy

Project Canopy is a cooperative effort of the Maine Forest Service and the Pine Tree State Arboretum. The program educates people about the benefits trees provide, and how trees make people's lives better. It connects people who have a particular expertise to people who need that expertise. Project Canopy also helps people talk about success stories, so that they can find the motivation and inspiration that is crucial for developing creative, long-term community forestry programs. Some examples of assistance available from the program include: helping recruit and organize volunteers; providing model community tree ordinances; assisting in fund-raising efforts; training tree stewards; providing street tree inventory software; helping communities appoint/elect a

community tree warden; linking communities to other Maine communities with successful tree programs; providing lists of local foresters and arborists; building bridges to national community tree organizations; and assisting in development of a long-term community tree plan.

The Natural Resource Protection Act

The Natural Resources Protection Act (NRPA) establishes a permit review process designed to provide protection of natural resources of statewide importance. The Act applies to the following protected natural resources: coastal wetlands and sand dunes; freshwater wetlands; great ponds; rivers, streams and brooks; fragile mountain areas, and significant wildlife habitat. The NRPA recognizes the State significance of these natural resources in terms of their recreational, historical, and environmental value to present and future generations. The NRPA's intent is to prevent any unreasonable impact to, degradation of or destruction of the resources and to encourage their protection or enhancement.

FRESHWATER WETLANDS

The term "wetlands" is defined under both state and federal laws as "those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support prevalence of vegetation typically adapted for life in saturated soils." Wetlands include freshwater swamps, bogs, marshes, heaths, swales, and meadows.

Wetlands are valuable not only for their beauty and their recreation opportunities they support, but also for critically important functions they perform in our environment. Wetlands are important to natural systems including water storage, flood conveyance, groundwater recharge and discharge, shoreline erosion control and water quality improvement. Wetlands are important to the public health, safety and welfare because they act as a filter, absorb excess water, serve as aquifer discharge areas, and provide critical habitats for a wide range of fish and wildlife.

Wetlands are fragile natural resources. Even building on the edge of a wetland can have significant environmental consequences. Some wetlands have important recreational and educational value providing opportunities for fishing, boating, hunting, and environmental education. Planning efforts should take into account the constraints of these areas.

The DEP has identified freshwater wetlands located within Newburgh. These wetlands were identified as wetlands by air photo interpretation. Interpretations were confirmed by soil mapping and other wetland inventories. Field verification of the location and boundaries of the wetlands should be undertaken prior to development. Wetland alterations can contribute to wetland loss. Most common source of alterations include commercial, residential and urban development; transportation and roads; floodplain development; pollution; timber harvesting; and agriculture.

There are three separate designations for wetlands: Lacustrine, Palustrine, and Riverine. The Lacustrine System includes wetlands and deepwater habitats with all of the following characteristics: (1) situated in a topographic depressions or a dammed river channel; (2) lacking trees, shrubs, persistent emergents, emergent mosses, or lichens with greater than 30% areal coverage; and (3) total area exceeds 20 acres. Similar wetland and deepwater habitats totaling less than 20 acres are also included in the Lacustrine System if an active wave-formed or bedrock shoreline feature makes up all or part of the boundary, or if the water depth in the deepest part of the basin exceeds 6.6 feet at low water. Lacustrine waters may be tidal or nontidal, but ocean-derived salinity is always less than 0.5 parts per thousand (ppt).

The Palustrine System includes all nontidal wetlands dominated by trees, shrubs, persistent emergents, emergent mosses or lichens, and all such wetlands that occur in tidal areas where salinity due to ocean-derived salts is below 0.5 ppt. It also includes wetlands lacking such vegetation, but with all of the following four characteristics: (1) area less than 20 acres; (2) active wave-formed or bedrock shoreline features lacking; (3) water depth in the deepest part of basin less than 6.6 feet at low water; and (4) salinity due to ocean-derived salts less than 0.5 ppt.

The Riverine System includes all wetlands and deepwater habitats contained within a channel, with two exceptions: (1) wetlands dominated by trees, shrubs, persistent emergents, emergent mosses, or lichens, and (2) habitats with water containing ocean-derived salts in excess of 0.5 ppt. A channel is “an open conduit either naturally or artificially created which periodically or continuously contains moving water, or which forms a connecting link between two bodies of standing water.”

Please see Map E-4 at the end of this section for Newburgh’s wetland locations.

WATERSHEDS

The watershed is defined as a geographic region within which water drains into a particular river, stream or body of water and includes hills, lowlands, and the body of water into which the land drains. Approximately 50% of the land area in the State of Maine is located in a lake watershed.

All waters are connected; pollution to one source will affect another within a watershed. It is important to remember that everything occurring in a watershed and everything that can be transported by water will eventually reach and impact the water quality of a water body. In other words, these activities may disturb the watershed. The disturbed and developed land contributes pollutants and other substances to a lake. Therefore, lake water quality is degraded. Activity anywhere in a watershed, even several miles away, has the potential to impact lake water quality.

Map E-5 shows Newburgh’s water resources.

LAKES AND PONDS

Among Maine’s most significant natural resources are its lakes and ponds. Fisheries, wildlife, recreation, scenic views and water supply are all benefits that the citizens of Maine and its visitors derive from the 5,779 lakes and ponds here. Development activities, such as house and road

construction, timber harvesting and agricultural practices, disturb the land that is drained to a lake by streams and ground water (the watershed).

Please see Map E-5 for the location of Newburgh's water resources.

RIVERS, STREAMS, AND BROOKS

According to the Natural Resources Protection Act (NRPA), a river, stream, or brook is a channel that has defined banks (including a floodway and associated floodplain wetlands) created by the action of the surface water.

River waters have been harnessed to produce electricity, benefiting all Maine citizens. Our rivers have also been used as dumping sites for the refuse of industry and waterfront communities, taking a heavy toll on water quality. Over the years, extensive efforts have been made to clean up Maine rivers. Sewage treatment plants have been installed and upgraded. The amount of industrial wastewater has been reduced and is monitored. Businesses like canoeing and sport fishing have created a stream of tourist dollars to interior Maine. Maine rivers are cleaner now than they have been in generations; however, there is still work to be done in protecting these resources.

Please see Map E-5 for the names and locations of Newburgh's streams and brooks.

FLOODPLAINS

Newburgh does not participate in the National Flood Insurance Program (NFIP), and does not have a Floodplain Management Ordinance.

Intensive development in floodplains, floodprone areas, and "special flood hazard areas" should be avoided. In addition, existing development and incompatible land use activities should not be permitted to expand and should be amortized for their eventual elimination, to the maximum extent possible.

Newburgh has adopted a shoreland zoning ordinance as required by the State of Maine. This ordinance serves to protect shores by restricting building to reduce flood damage and problems.

Map E-6 shows the approximately location of Newburgh's flood zones. Locations are approximate because these maps have not yet been digitized for this area.

SURFACE WATER PROTECTION

Protection of Newburgh's surface water takes place at the local, state, and federal levels, and sometimes at more than one level simultaneously. At the local level, Newburgh's surface water is protected through Shoreland Zoning, Subdivision Regulations, Site Plan Review, and Plumbing Code. Surface water protection at the state level encompasses the Site Law, Public Water Supply Regulation, Natural Resources Protection Act (NRPA), Hazardous Law, and Underground Tank Regulation. Finally, protection at the federal level consists of Wetlands Protection, the Clean Water

Act, the Resources Conservation and Recovery Act, the Safe Drinking Water Act, and the Superfund Amendments and Reauthorization Act.

AQUIFERS

An aquifer is defined by the Maine Department of Conservation as a geological unit capable of containing a usable amount of ground water. Aquifers are subsurface water supplies that yield useful quantities of ground water to wells and springs. Aquifers may be of two types: bedrock aquifers and sand and gravel aquifers.

In a bedrock aquifer, ground water is stored in fractures in the rock and areas with a large number of fractures may contain significant amounts of water. A bedrock aquifer is adequate for small yields. Fractures are sufficiently abundant to provide enough water for a single-family home most everywhere in Maine, and most domestic water supplies are wells drilled in bedrock.

A sand and gravel aquifer is a deposit of coarse-grained surface materials that, in all probability, can supply large volumes of groundwater. The sand and gravel deposits of Maine result from the action of glacial ice and melt water. Boundaries are based on the best-known information and encompass areas that tend to be the principal groundwater recharge sites. Recharge to these specific aquifers, however, is likely to occur over a more extensive area than the aquifer itself.

It is important to protect groundwater from pollution and depletion. Once groundwater is contaminated, it is difficult, if not impossible, to clean. Possible causes of aquifer contamination include faulty septic systems, road salt leaching into the ground, leaking above ground or underground storage tanks, agricultural run-off of animal waste, auto salvage yards, and landfills. Protecting groundwater resources and preventing contamination are the most effective and least expensive techniques for preserving a clean water supply for current and future uses.

Please see Map E-7 at the end of this section for the location of Newburgh's aquifers.

DRINKING WATER SUPPLY

The Town of Newburgh has two public wells as reported by the Maine Drinking Water Program.

- One of the wells is located at the Newburgh Elementary School on the Main Road. This is a groundwater well that is drilled to an approximate depth of 125 feet.
- The second well is located at Persistence, a senior housing complex. This is also a groundwater well and the approximate depth is not listed on the website.

Additionally the town office also has a public well.

Public water suppliers are required to periodically test the water they serve and, if necessary, to treat it. However, public water supply wells do sometimes get contaminated by human and animal waste, gasoline and other pollutants. Developing a new ground water supply can cost a town more than half a million dollars. The responsibility for protecting public water supply sources from

contamination falls largely to public water suppliers. However, land use decisions are made by municipal officials, not water suppliers. This means that protection of public water supplies requires a partnership between water suppliers, regulators, local landowners, and municipalities.

Please see Map E-5 for the locations of these wells.

MAINE DRINKING WATER PROGRAM

The State of Maine Drinking Water Program (DWP) is responsible for enforcing the Federal Safe Drinking Water Act in Maine and has primary responsibility for administering the State's Rules Relating to Drinking Water. The DWP receives funding from both the United States Environmental Protection Agency and the regulated community. Public water suppliers pay an annual fee which was developed by the DWP, Maine Rural Water Association (MRWA), and the Maine Water Utilities Association (MWUA). This cooperative funding effort was developed to allow Maine companies to be regulated by Maine regulators. The DWP regulates over 2,200 public water systems in Maine.

THREATS TO WATER QUALITY

Point Source Discharge

Point Source discharges of pollution originate from municipal and industrial facilities, bypasses and overflows from municipal sewage systems, unpermitted and illegal dischargers, and produced water from oil and gas operations.

Newburgh does not have any point source discharges.

In an effort to optimize the performance of municipal and industrial wastewater treatment facilities, the Maine DEP provides Pollution Prevention services to municipal and industrial facilities. Pollution Prevention is the concept of preventing the pollution before it is created in the first place. Typically, a team will be formed to identify any opportunities to increase the efficient use of chemicals and energy throughout the treatment facility. In addition, the team will look for any opportunities to reduce pollution either throughout the municipality or the industry. This team typically is comprised of a DEP staff person, plant operators and administrators, and may include engineering consultants. This team approach is now used more extensively than in the past, because it builds trust and better working relationships and produces improved results. The team works together to identify pollution prevention opportunities. Once the problem has been properly identified, the team will identify possible solutions. The facility staff's extensive experience with their facility, combined with the DEP's experience with a variety of facilities, combines to form a very effective team.

Non-Point Source Pollution

Threats to water bodies include non-point source pollution through erosion and sedimentation resulting in an increase in phosphorus levels. Erosion occurs because of soil disturbances by people.

Water-generated erosion causes the most severe damage to a site undergoing development. A serious consequence of erosion is sedimentation; sedimentation of water bodies can cause an “algal bloom,” which occurs when a water body has high concentrations of phosphorus attached to soil particles. All water bodies have the ability to absorb some phosphorus before there is an adverse impact on the quality of the water.

Pollution from non-point source include agricultural run-off, both animal wastes and fertilizers, landfills, sand and salt storage, waste lagoons, roadside erosion, leaking underground storage tanks, and hazardous substances. Identification and regulation of these sites are important in safeguarding both surface and ground waters.

WATER QUALITY PROTECTION

The following is an abbreviated listing of water protection funding and assistance programs and descriptions of those programs.

Small Community Grant Program

The Small Community Grant Program provides grants to towns to help replace malfunctioning septic systems that are polluting a waterbody or causing a public nuisance. Grants can be used to fund from 25% to 100% of the design and construction costs, depending upon the income of the owners of the property, and the property’s use. An actual pollution problem must be documented in order to qualify for funding. The highest priority is given to problems which are polluting a public drinking water supply or a shellfishing area. DEP grants are not available to provide septic systems for new homes, and any home constructed since October, 1974 must show evidence that a septic system was previously installed which complied with the Maine Subsurface Wastewater Disposal Rules. Grant applications must be submitted by the municipality in which the property owner resides. Applications must be sent to the Department of Environmental Protection by January 31 in order to receive funding in that year except under special circumstances.

Individual families may qualify for the grant program if their federal taxable income for the previous year was \$40,000 or less. Commercial establishments may qualify if their gross profit for the previous year was \$40,000 or less. Potential applicants are not eligible for grant assistance if their income exceeds these figures. Applicants are required to show proof that they meet the income limit. A sliding-scale grant percentage applies depending on the amount of income or profit. Participants in the program are also required to grant an easement to the town allowing construction and inspection of the system.

Overboard Discharge Grant Program

The Maine Overboard Discharge Program was initiated by the Legislature (38 M.R.S.A. Section 411-A) to help fund replacement systems that would eliminate licensed overboard discharges in certain areas. Licensed overboard discharges are treated discharges, to surface bodies of water, of domestic pollutants not conveyed to a municipal or quasi-municipal wastewater treatment facility. High priority is given to shellfish areas that could be opened for harvesting if the licensed overboard discharges were eliminated. High priority is also given to great ponds and small rivers and streams with drainage areas of less than 10 square miles where the licensed overboard discharge creates a public nuisance condition.

The State share of funding for projects in this grant program comes from bond issues approved by the voters of the State of Maine. The Program Administrator develops a priority list based on information from the Department of Marine Resources, DEP staff, local officials, shellfish committees, and other interest groups. Municipalities, Quasi-Municipal Corporations, County Commissioners and Individual Persons may be eligible to receive grant funds to eliminate overboard discharges. Municipal officials may act as the Applicant for the grant funds for all the licensed discharges scheduled to be eliminated within their jurisdiction. Individual owners of licensed overboard discharges scheduled to be removed can also act as the Applicant for grant funds. Owners of existing licensed overboard discharges in high priority areas will be notified by the DEP that they are eligible for grant funds to replace their existing system with a subsurface system in compliance with the Maine State Plumbing Code or to connect to a public sewer system. A year-round residential overboard discharge will receive a grant of 90% of the project costs, a commercial overboard discharge will receive a grant of 50%, and a seasonal residential overboard discharge will receive a grant for 25% of the project costs. Project costs include engineering and construction costs.

Maine Combined Sewer Overflow Grant Program

Combined sewer overflows (CSOs) occur during storm events when a mixture of wastewater and stormwater runoff overflows the combined sewer collection system before receiving treatment at a licensed wastewater treatment facility. These discharges of diluted untreated wastewater violate both State and Federal water pollution laws. Municipalities or Sewer Districts that have CSOs are required to license them with the Maine Department of Environmental Protection. License requirements direct these communities to evaluate their CSO problems and determine cost effective solutions to abate them.

In 1990, voters approved a state bond issue for \$2.4 million to be used for funding CSO related studies that develop recommendations for solving CSO problems. Grants are awarded for 25% of eligible costs. Requests for CSO Planning Grants should include the following information:

- 1) If an engineering consultant is to be used, an engineering contract based on a Department approved scope of work.
- 2) If municipal/district staff will be involved in activities such as sampling and testing, an estimate of costs for staff time;
- 3) Costs for equipment needed for the study, such as flow meters, or rain gages.

Design and construction costs associated with CSO remediation may be funded by the State Revolving Loan Fund or, depending on municipal/district financial capability and grant availability, State grant.

Maine State Revolving Loan Fund (SRF)

The SRF provides low interest loans to municipalities and quasi-municipal corporations such as sanitary districts for construction of wastewater facilities. The SRF is funded by a combination of federal capitalization grant and state bond issue funds equal to 20% of the federal grant. State bond issues are approved by the voters in the State of Maine. The Maine Municipal Bond Bank (MMBB) is the financial manager for the SRF program. The MMBB combines federal and state funds with MMBB bond funds to create attractive interest rates; 2% below the market rate.

The DEP Division of Engineering and Technical Assistance (DETA) administer the technical aspects of the program and the projects funded by it. The primary purpose of the fund is to acquire, plan, design, construct, enlarge, repair and/or improve publicly-owned sewage collection systems, intercepting sewers, pumping stations, and wastewater treatment plants. The long-term goal of the SRF is to establish a self-sufficient loan program that will maintain and improve Maine's inventory of municipal sewage facilities in perpetuity. This will ensure preservation of the water quality gains that were realized by the initial construction of them.

State law also gives the DEP flexibility, through the related Construction Grant Program, to use bond issue funds with other sources of funding to provide affordable financing of municipal and quasi-municipal wastewater facilities. The Board of Environmental Protection has established a goal for residential users of 2% of the Medium Household Income (MHI). The DEP attempts to reach this goal by combining grant funds, SRF loan funds, and other sources of funds such as Community Development Block Grants, Rural Development loans and grants, and grants or loans from the Economic Development Administration.

State participation is limited to 80% of the project costs for wastewater treatment facilities, interceptor systems and outfalls. The word "expense" does not include costs relating to land acquisition or debt service, unless allowed under federal statutes and regulations. The commissioner is also authorized to grant an amount not to exceed 25% for preliminary planning or design of a pollution abatement program.

Watershed Protection Grant

Teachers or Advisors of grades 6 through 12 can apply for a maximum of \$1000 for support of a service learning project. Teachers are responsible for obtaining the appropriate permission from their school or school board before applying. Preference will be given to schools who involve community members and in-kind matches of plants or other materials that will be used to control erosion or stormwater run-off or moderate temperature (streams only). Cost sharing with landowner is highly encouraged if project is on private land. Funds can be used for materials to restore or improve the site, to transporting students to the site, for a sign at the site and for expendables related to public education.

Action Projects must restore or protect a local freshwater resource (lake or stream that feeds a lake), to be named in the application. Projects must involve lake or stream watersheds; no purely coastal applications can be funded. The focus of this program is to protect water quality of a lake or stream and to educate the public about the relationship between land use and water quality. Projects should

prevent soil erosion, reduce polluted stormwater or moderate temperature (streams only). A typical project would begin with classroom activities that help the students learn about the habitat, followed by a field survey, and culminate in a service learning project such as planting of a vegetated buffer, repairing eroded shorelines, ditches, or roads.

Public Education projects will educate the public about the knowledge gained through the classroom watershed protection project. Some examples would be publishing articles by students in local newspapers, hosting a public event at the site upon completion, conducting a workshop to teach others in the community or lake association about how to complete a similar project on their property, and making a presentation to the conservation commission or other municipal group that has the authority to make changes to protect the lake or stream watershed.

Surface Water Protection Projects

Maine has thousands of surface water bodies such as lakes, ponds, rivers, streams, and coastal waters within its boundaries. Many of them are adjacent to or near highways. To help reduce pollution and other damage from those highways, the Maine Department of Transportation has created a Surface Water Quality Protection Program (SWQPP). This program is funded under the Surface Transportation Program (STP), which is part of the federal Transportation Equity Act for the 21st Century (TEA-21) of 1998.

The funding can be used on what MDOT refers to as arterial, major and minor collector highways, which include most of the major highways in Maine. The SWQPP has two purposes. First, to identify potential project locations where surface water quality is being adversely impacted by runoff from highways, and, second, to select and prioritize potential pollution elimination projects for funding under this program.

Working with the Department of Environmental Protection, MDOT has developed a list of thirteen criteria for evaluating potential projects. That list includes requirements that work funded under this program not involve non-MDOT property unless it is essential to eliminating runoff pollution, that projects consist of actions not included in normal routine highway maintenance or construction activities, and that high priority be given to projects which are actively supported by the municipality, local environmental groups, conservation commissions, planning boards, soil and water conservation districts and similar groups.

Nominated projects are screened, selected and prioritized by a team of representatives from MDOT, the Maine Department of Environmental Protection and the Federal Highway Administration. While there is no deadline for applications to be considered, they will be reviewed and selected in the order in which they are received, so the earliest submissions will have an advantage.

Nonpoint Source Water Pollution Control Grants (“319”)

The primary objective of NPS projects is to prevent or reduce nonpoint source pollutant loadings entering water resources so that beneficial uses of the water resources are maintained or restored. Maine public organizations such as state agencies, soil and water conservation districts, regional

planning agencies, watershed districts, municipalities, and nonprofit (501(c)(3)) organizations are eligible to receive NPS grants.

This program invites proposals for the following three types of NPS projects:

NPS Watershed Project. This project is designed so that BMPs are implemented in a manner that leads to a significant reduction in NPS pollutant load to a waterbody. The load reduction is intended to restore or protect water quality.

NPS Watershed Survey. This project focuses on finding, describing, and prioritizing NPS pollution sources in a watershed, and recommends BMPs for correcting identified pollution sources.

Watershed Management Plan Development. This project is to develop and produce a locally supported “Watershed Management Plan.” The plan is intended to be a comprehensive plan of action to prompt use of BMPs to prevent or abate NPS pollution sources within a watershed or subwatershed.

Wellhead Protection Program

In 1991, the Maine Drinking Water Program (DWP) began the process of developing and implementing a wellhead protection program for all of the public water supplies statewide. This included all of the community, non-transient non-community and transient non-community water systems. Nearly all of the community and non-transient non-community systems have completed self-evaluation forms designed to familiarize operators with the threats their system faces, and to provide the drinking water program with the information required to evaluate the level of risk present at each source (source water assessments). Completion of a self-evaluation form is considered as satisfying the first two steps in a complete wellhead protection plan, delineation of the protection area and an inventory of potential sources of contamination. Therefore, systems that have successfully completed these self-evaluations are half way to completing wellhead protection plans. The next steps will be for systems to complete management and contingency plans, which will be requested after the Source Protection Section completes assessments for each well.

A community and non-profit noncommunity public water systems can apply for a grant of up to \$5,000 to plan or implement projects designed to protect their groundwater supply from contamination. Projects such as the development or implementation of a wellhead protection plan, developing public educational materials, or developing useful base maps are eligible for funding. All projects are evaluated and ranked based on several specific criteria and awards will be made beginning with the highest ranked project and working down the list until all grant funds are exhausted. In general, projects with a demonstrated need, which build on previous source protection work, and which involve other municipal or volunteer partners are more likely to be approved.

CRITICAL NATURAL RESOURCES

Conserving an array of habitats and their associated wildlife species helps in maintaining biological diversity and ensuring that wildlife and human populations remain healthy. To feed and reproduce, wildlife relies on a variety of food, cover, water and space. Development often has a negative impact, resulting in the loss of habitats and diversity, habitat fragmentation and loss of open space, and the loss of travel corridor.

The Growth Management Act encourages municipalities to develop a comprehensive growth management plan to guide their future development and specifically requires that each plan address important wildlife habitats. The Maine Department of Inland Fisheries and Wildlife (MDIFW) has identified, evaluated and mapped habitats of endangered or threatened wildlife species; which include deer wintering areas (DWAs) and waterfowl and wading bird habitats. The Growth Management Act encourages municipalities to consider critical natural resource locations in their comprehensive plans.

Please see Map E-8 at the end of this section for the location of Newburgh's Critical Wildlife Habitats.

DEER WINTERING AREAS

In early winter, deer normally migrate to preferred wintering habitat, in some cases more than 20 miles from summer range. Without the protection of wintering habitat, deer are particularly vulnerable to severe winter weather and predators. It is essential to maintain sufficient amounts of high-quality wintering habitat in order to minimize the effects of severe winters, reduce deer losses during normal winters, and provide for a more sustainable population of deer to be enjoyed by all of Maine's people.

Because deer in Maine exist near the northern limit of the species' range, abnormally severe winters will inevitably cause periodic declines in deer abundance. In nearly all parts of Maine, deer populations are normally kept well below the capacity of the habitat to support deer. This ensures that deer remain productive, that they have access to high quality forages, and that they achieve near-optimum body size and condition prior to winter. MDIFW encourages landowners to develop a management plan for their lands to provide optimal winter and summer habitat for deer. MDIFW's has identified DWAs to ensure that town governments adequately address the protection of special habitats, such as deer wintering areas, at the town-level during the comprehensive planning process.

Newburgh has a number of MDIFW identified deer wintering areas that are shown on Map E-8.

INLAND WADING BIRD AND WATERFOWL HABITATS

Waterfowl and Wading Birds occupy areas of Maine for all or a portion of the year so it is necessary that efforts be taken to conserve their habitats. Populations of migratory waterfowl and wading birds in tidal habitats are surveyed annually by MDIFW biologists for various purposes. Nesting colonies are visited to determine presence or absence of birds, estimate numbers of breeding pairs, and evaluate condition of habitat. Populations for most species are either increasing or within the range

of recently observed estimates. Nationwide waterfowl harvests have been declining since 1978, this has been partly by design as regulations have become more restrictive, but it also reflects declining hunter numbers and lower populations of some species.

Map E-8 shows the locations of Newburgh's wading birds and waterfowl habitat.

RARE AND UNIQUE BOTANICAL FEATURES- MAINE'S RARE, THREATENED, AND ENDANGERED PLANTS

The Natural Areas Program is administered by the State Department of Conservation (DOC). The program includes Rare and Unique Botanical Features and Registered Critical Areas. Rare and unique botanical features include the habitat of rare, threatened, or endangered plant species and unique or exemplary natural communities. These features are ranged in four different ways: State Rarity (determined by the Maine Natural Areas Program), Global Rarity (determined by The Nature Conservancy), State Legal Status (according to 5 M.R.S.A. § 13076-13079) and Federal Status.

Features that have been identified in the past, but have not been seen, or field-verified, within the past 20 years are considered as historic rare, threatened or endangered plants. Because these areas have not been field verified there is no information available by which to map these areas.

According to DOC, Newburgh does not contain any of these features.

MARINE RESOURCES

Newburgh is not a coastal community and does not contain any marine resources.

POLICIES AND IMPLEMENTATION STRATEGIES

In order to protect and preserve the quality of the state's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas; in order to protect the state's other critical natural resources, including, without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas; in order to protect the state's marine resources industry, ports and harbors, from incompatible development, and in order to promote access to the shore for commercial fishermen and the public, the following policies and implementation strategies have been developed.

- 1. Policy:** The town will continue to ensure high quality ground and surface water and will protect regional water resources.

Strategies: Compatible efforts by municipalities that share water resources will be achieved through the exchange of Newburgh's existing and future ordinances with its abutting communities. Newburgh will notify the adjoining municipality when a development is proposed adjacent to that town line or shared resource. Newburgh's Planning Board, in conjunction with neighboring planning boards will work to regionally protect the shared resources by development of regional water regulations. Once these standards are established, they will be incorporated into the local land use ordinance and shoreland zoning regulations, as appropriate. Once adopted, the planning boards will monitor their effectiveness. Performance standards in the future land use ordinance will protect any high yielding sand and gravel aquifers by prohibiting the location of activities that store hazardous or toxic wastes on or adjacent to any significant aquifer. The town has adopted Shoreland Zoning Regulations and will continue to update these regulations to protect the water resources within the borders of Newburgh.

Time Frame: Immediate¹

Responsible Agent: Planning Board, Town Manager and/or Selectpersons.

- 2. Policy:** The town will restrict development within identified floodplain areas.

Strategies: The future land use ordinance will contain performance standards that will restrict development activities that would increase the potential for flooding, diminish water quality or threaten public safety. In an effort to prevent inappropriate development in natural hazard areas, specifically the identified flood areas, the Town will work in conjunction with the State Planning Office to create a Floodplain Management Ordinance and the town will also investigate ways to participate in the County-wide Natural Hazard Mitigation Plan.

Time Frame: Short Term²

Responsible Agent: Planning Board, Voters, Town Manager and/or Selectpersons.

¹ Immediate-Within 1 to 2 years

- 3. Policy:** The town will continue to protect and preserve natural resources and will ensure that environmental resources of all types are taken into account during the development review process.

Strategies: The future land use ordinance will include performance standards to protect waterfowl and wading bird habitats and other essential habitat. All development proposals that are reviewed by the Planning Board shall include information regarding any on-site or adjacent deer wintering areas, waterfowl and wading bird habitats or endangered species essential habitat and an impact assessment as part of the application.

Time Frame: Short Term²

Responsible Agent: Planning Board, Town Manager and/or Selectpersons.

- 4. Policy:** The town will continue to update and conform to the minimum standards for the protection of natural resources, as determined by the state and federal government.

Strategies: The town will continue to enforce the Shoreland Zoning Ordinance and to conduct annual reviews of the Shoreland Zoning Ordinance and the future land use ordinance to ensure compliance with minimum state requirements.

Time Frame: Immediate¹

Responsible Agent: Town Manager and/or Selectpersons, Voters and Planning Board.

- 5. Policy:** The town will encourage environmentally correct practices.

Strategies: The town will encourage forest and agricultural management practices that do not have a long lasting negative impact on forestland and other natural resources, with the goal that no unnecessary loss of forestland or farmland occurs. This will be accomplished through public educational materials, such as MDEP's Best Management Practices that will be made available at the town office. Additionally the town will take advantage of the Project Canopy program to inventory and preserve trees that are significant to the community.

Time Frame: Immediate

Responsible Agent: Town Manager and/or Selectpersons and Planning Board.

²Short Term– Within 2 to 5 years

One of the most important issues for any community and its residents is the availability of affordable housing. For many communities the term affordable housing is synonymous with manufactured housing or mobile homes. It is very important to insure that affordable housing in the community does not also jeopardize the health, welfare and safety of its residents.

HOUSING UNITS

Number of Units and Structure Type

According to the 2000 Census, the number of Newburgh's housing units had increased to 602, compared to 519 in 1990 and 397 in 1980.

The following tables indicate the historical and projected total number of housing units for Newburgh. PVCOG projected the 2010 and 2015 numbers based on historical trends using the State Planning Office's population projections. Between 1990 and 2000, the town experienced an increase of 15.9% in its housing stock as compared to 8.9% increase at the county level and an 11.1% increase for the state. As indicated in the population section of this document, for the same time period, the town experienced a 6% increase in its population to 1,397 with the average household size declining by 8.1% to 2.50 persons per household. The ratio between housing units and population was 0.39 in 1990 and 0.43 in 2000. The State Planning Office's population projections for Newburgh are 1,481 for 2010 and 1,521 for 2015. Based on these figures and assuming a similar rate of change in the ratio between population and total housing units, it is anticipated that Newburgh will have approximately 693 total housing units in 2010 and by 2015 approximately 711 housing units. However, changes in land uses and the economy will be the determining factor for the actual growth of the town over the next ten or so years.

The distribution of housing types throughout a community is also an important indicator of affordability and overall community character. A diverse distribution of homes provides a vast array of style and affordability.

In 1990, 72% of all housing units in town were one unit. Multi-family units accounted for 9% and mobile homes were approximately 19%. The 2000 Census indicates that 77% of all housing stock in town are one unit, while the number of multi-units had remained virtually the same around 9% and mobile homes had declined to 14%. Upon comparison of Units in Structure for the 1990 and 2000 Census data, the following statistics apply to the nearby communities of Dixmont, Hampden and Plymouth:

- Newburgh's one-unit structures increased slightly, while multi-units remained almost constant and the number of mobile homes decreased slightly;
- Dixmont's one-unit structures also increased slightly, while the number of multi-units declined and mobile homes remained constant;
- Hampden's one-unit structures declined slightly, while multi-units increased and the number of mobile homes declined.
- Plymouth's one-unit structures increased by approximately 10% while multi-units declined slightly and the number of mobile homes declined by about 10%;

- Penobscot County's one-unit structures increased by about 15%, while the number of multi-units remained very similar and mobile homes declines slightly;
- Maine's one-unit structures averaged a 16% increase while multi-units declined by about 6% and mobile homes declined slightly.

Local information indicates that currently there are approximately 69 rental units within the community, inclusive of the following:

- Persistence, a 24 units subsidized facility for the elderly located on Route 69;
- Pleasant Valley Apartments, 23 units located on Route 9;
- 3 units located on the North Road; and
- Approximately 43 units located in private homes throughout town.

The following tables supply the actual census numbers for housing units in Newburgh, comparative towns, the county and the state.

Table F-1

TOTAL HOUSING UNITS									
	Town of Newburgh			Penobscot County			State of Maine		
Structure Type	1980	1990	2000	1980	1990	2000	1980	1990	2000
One-unit	317	374	462	34,869	36,858	42,260	82,560	390,718	453,846
Multi-unit	16	48	52	12,988	15,079	15,190	110,580	140,206	132,342
Mobile Home /other	64	97	88	5,558	9,422	9,397	35,105	66,121	65,713
Total Units	397	519	602	53,415	61,359	66,847	428,245	587,045	651,901
Percent Change	67.5%	30.7%	15.9%	24.8%	15.2%	8.9%	26.2%	17.2%	11.1%

Source: U.S. Bureau of Census

Table F-2

UNITS IN STRUCTURE AND PERCENT OF TOTAL UNITS									
Structure Type	Num. & %	Newburgh		Dixmont		Hampden		Plymouth	
		1990	2000	1990	2000	1990	2000	1990	2000
One-unit	Num.	374	462	279	361	1,893	2,017	281	405
	% of Total	72.1%	76.7%	75.0%	76.2%	81.4%	79.2%	61.5%	72.0%
Multi-unit	Num.	48	52	7	0	281	436	9	6
	% of Total	9.2%	8.7%	1.9%	0%	12.1%	17.1%	2.0%	1.1%
Mobile Home /other	Num.	97	88	86	113	152	92	167	151
	% of Total	18.7%	14.6%	23.1%	23.8%	6.5%	3.6%	36.5%	26.9%
Total Units		519	602	372	474	2,326	2,545	457	562
Percent Change 90-00		15.9%		27.4%		9.4%		22.9%	

Source: U.S. Bureau of Census

Table F-3

PROJECTED NUMBER OF HOUSING UNITS FOR 2010		
	2000	2010
		% Change 00-10

Town of Newburgh's Comprehensive Plan

Town of Newburgh	602	693	8.7%
Penobscot County	66,847	79,374	18.7%
Maine	651,901	791,259	21.4%

Source: US Census, Maine State Planning Office for population projections and PVCOG for unit projections.

Housing Stock

Maine's housing stock is one of the oldest in the nation and is reflective of our state's history, the unique blend of cultures and our independent nature. The largest percentage (29%) of the state's housing stock was built prior to 1940, as illustrated in the table titled "Year Structures Were Built". About 28% of Penobscot County's housing dates prior to 1940, as compared to 19.4% for Newburgh. Many times, older units require rehabilitation due to their age and are often occupied by low-to-moderate income (LMI) residents. The fact that most of these residents often do not have the available funds to perform routine maintenance further compounds the problem. 14.8% of Newburgh's housing stock was built between 1940 and 1969, compared to 26% for the county and 24% for the state. The percentage of newer housing stock in the town (20% that was built between 1990 and 2000) has led the county and the state's rate of approximately 14%.

Upon comparison of the year structures were built, for the 1990 and 2000 Census data, the following statistics apply to the nearby communities of Dixmont, Hampden and Plymouth:

- All the communities have a very similar percentage of homes built prior to 1939 (around 20%) with the exception of Plymouth that has 14%.
- About 15% of structures in Newburgh, Dixmont and Plymouth were built between 1940 and 1969. Hampden has a much higher percentage at 36.6%, especially when compared to the state average of 24.2%.
- The largest percentage of Newburgh's housing (45.5%) was built between 1970 and 1989. This trend is also true for Dixmont (42%) and Plymouth (48.9%). All three of these towns exceed the state average of 31.9%.
- Approximately 21% of Newburgh's and Plymouth's housing was built between 1990 and 2000. This percentage is very similar to Dixmont at 25% and they all exceed the state's 14.6%.

Although Newburgh does not have a high percentage of old houses, it is still important to monitor the necessity for housing rehabilitation. Many houses that were built prior to the 1940s raise health and safety concerns since they are more likely to be in substandard condition due to: overall age, deferred maintenance, insulation needs, construction techniques and materials that are outdated. However, newer homes can also be in poor condition, depending upon their occupants and the amount of maintenance. Homes that require extensive rehabilitation will incur a loss in the market and aging homes that lack maintenance impact the overall quality of the housing stock. It is important for all of Newburgh's home owners to be aware of programs for housing rehabilitation and for renters to be aware that they have a right to demand a certain level of maintenance from their landlords.

A common method that communities utilize to assist their residents in housing rehabilitation is through grants. Grants for housing rehabilitation are available through the Community Block Grant Program (CDBG).

The following tables compare the age of housing in Newburgh, Dixmont, Hampden, Plymouth, Penobscot County and Maine.

Table F-5

YEAR STRUCTURES WERE BUILT				
Year	Num. / %	Newburgh	Penobscot County	State
1999-March 2000	Num.	4	834	12,493
	% of Total	0.7%	1.2%	1.9%
1995-1998	Num.	57	3,424	36,375
	% of Total	9.5%	5.1%	5.6%
1990-1994	Num.	61	4,938	46,041
	% of Total	10.1%	7.4%	7.1%
1980-1989	Num.	135	9,955	104,039
	% of Total	22.4%	14.9%	16.0%
1970-1979	Num.	139	11,412	103,806
	% of Total	23.1%	17.1%	15.9%
1960-1969	Num.	45	6,506	59,812
	% of Total	7.5%	9.7%	9.2%
1940-1959	Num.	44	10,865	99,476
	% of Total	7.3%	16.3%	15.3%
1939 or Prior	Num.	117	18,913	189,859
	% of Total	19.4%	28.3%	29.1%

Source: U.S. Bureau of Census

Table F-6

YEAR STRUCTURES WERE BUILT					
Year	Num. / %	Newburgh	Dixmont	Hampden	Plymouth
1999-March 2000	Num.	4	8	41	0
	% of Total	0.7%	1.7%	1.6%	0%
1995-1998	Num.	57	40	97	40
	% of Total	9.5%	8.4%	3.8%	7.1%
1990-1994	Num.	61	69	210	78
	% of Total	10.1%	14.6%	8.3%	13.9%
1980-1989	Num.	135	84	416	114
	% of Total	22.4%	17.7%	16.3%	20.3%
1970-1979	Num.	139	115	302	161
	% of Total	23.1%	24.3%	11.9%	28.6%
1960-1969	Num.	45	33	435	53
	% of Total	7.5%	7.0%	17.1%	9.4%
1940-1959	Num.	44	32	497	37
	% of Total	7.3%	6.8%	19.5%	6.6%
1939 or Prior	Num.	117	93	547	79
	% of Total	19.4%	19.6%	21.5%	14.1%

Source: U.S. Bureau of Census

SUBSTANDARD CHARACTERISTICS

As the following table depicts, the 1990 Census indicated that only 9 housing units lacked complete plumbing facilities and only 2 lacked kitchen facilities. The 2000 Census shows an improvement to only 2 housing units that lack complete plumbing facilities.

Table F-7

SELECTED CHARACTERISTICS		
Newburgh	1990	2000
Lacking complete plumbing facilities	9	2
Lacking complete kitchen facilities	2	0
No heating fuel used	0	0
No telephone service in housing unit	20	6

Source: U.S. Census

BUILDING CODES AND SAFETY STANDARDS

The town has a code enforcement officer (CEO) that issues/administers the building permit process in conjunction with the planning board. The CEO enforces state and local regulations and acts as a consultant to the planning board, investigates code(s) violation complaints and assists in building/subdivision site evaluations.

The following tables review new construct and losses for 1997 through 2001 and building permits from 1995 through 2002.

Table F-8

NEW CONSTRUCTION/LOSSES 1997 TO 2001						
Year	Single Family	Multi-Family	Mobile Home	Commercial	Seasonal	Industrial
1997	4	0	6	0	0	0
1998	-1	0	1	0	0	0
1999	4	0	4	0	0	0
2000	11	0	7	0	0	0
2001	3	0	6	0	0	0
Total	21	0	24	0	0	0

Source: Maine Revenue Services

Note: According to the town's building permit records, 5 houses were built and one new mobile home was placed in 2001 and 12 new homes and 3 seasonal camps were constructed and one new mobile home was placed in 2002.

Table F-9

Town Construction Permits by Year and Type					
Year	Single Family	Multi-Family	Mobile Home	Commercial	Industrial
1998			1		
			1		
	1				
	1				
			1		
	1				
	1				
				1	
	1				
	1				
1999	1				
	1				
	1				
			1		
	1				
	1				
	1				
				1	
				1	
	1				
2000			1		
			1		
	1				
	1				
	1				
				1	
	1				
				1	
				1	
	1				
2001	1				
	1				
	1				
	1				
	1				
				1	
2002	1				
	1				
				1	
		1			
	1				
	1				
	1				
	1				
	1				
	1				
Total	32	1	14	0	0

Source: Town Office

HOME OCCUPANCY

Tenure

Home ownership is generally a good litmus test for the overall standard of living in the area. However, it is possible to have a high number of homeowners living in substandard homes. One way to trace how home ownership changes over time is to compare owners and renters as proportions of total occupied housing. A high rate of owner-occupied housing is typical for Maine communities. Between 1980 and 1990, Newburgh's percentage of owner-occupied housing units decreased slightly from 89.6% to 86.7% respectively, and then continued its decline to 84% according to the 2000 Census. Table F-10 shows that Newburgh's rate of home ownership exceeds both the county's (69.8%) and the state's (71.6%). Table F-10 also compares Newburgh's occupancy rate (92.5%) to the communities of Dixmont, Hampden, and Plymouth, who have owner occupancy rates of 86.7%, 95.6% and 83.5% respectively based on the 2000 Census. Newburgh's rate of occupancy also far exceeds the county (86.9%) and the state's (79.5%) rates.

The continued housing needs of older residents, as they live longer healthier lives, move into smaller units or remain in their family homes, will contribute to the increase in demand for renter-occupied housing. Typically a high level of home ownership would present a unique situation for lower income residents, as quality rental units may be rare and the price may be inflated. It is also important for tenants to understand that they have rights to a safe and sanitary housing environment. Also, subsidized rental housing development and renter assistance programs help to make housing more affordable for renters. With the exception of the programs offered through the PENCAP and Rural Development (formerly FMHA), there is little assistance available to low income homeowners to attain or maintain safe and affordable housing within Newburgh. In Maine, it is not uncommon that elderly individuals in rural areas are forced to leave their life-long hometown to seek available and appropriate housing in other communities. Newburgh does have elderly housing opportunities. According to town information, the facility called "Persistence" which is located on Route 69 contains 24 subsidized units.

The 1990 Census lists only 4 seasonal units in Newburgh and this number had increased only slightly to 20 according to the 2000 Census. Since, historically, the town has been a farming community and since it does not have extensive waterfrontage, seasonal housing has never been and probably never will be in high demand. However, some elderly residents who winter in warmer climates do utilize their year-round units in a seasonal manner.

The following table shows housing occupancy for Newburgh, Dixmont, Hampden, Plymouth, Penobscot County and the state.

Table F-10

HOUSING OCCUPANCY						
Town of Newburgh						
	1980		1990		2000	
	Units	Percent Occupied Units	Units	Percent Occupied Units	Units	Percent Occupied Units
Owner-occupied	335	89.6%	416	86.7%	468	84%
Renter-occupied	39	10.4%	64	13.3%	89	16%
% Occupied of All Units	94.2%		92.5%		92.5%	
Total Occupied	374		480		557	
Town of Dixmont						
Owner-occupied	216	88.5%	303	89.6%	371	90.3%
Renter-occupied	28	11.5%	35	10.4%	40	9.7%
% Occupied of All Units	88.7%		90.8%		86.7%	
Total Occupied	244		338		411	
Town of Hampden						
Owner-occupied	1,445	83.6%	1,764	80.6%	1,916	78.8%
Renter-occupied	284	16.4%	424	19.4%	517	21.2%
% Occupied of All Units	92.5%		94.1%		95.6%	
Total Occupied	1,729		2,188		2,433	
Town of Plymouth						
Owner-occupied	223	88.4%	338	88.5%	423	90.2%
Renter-occupied	29	11.6%	44	11.5%	46	9.8%
% Occupied of All Units	80.5%		83.6%		83.5%	
Total Occupied	252		382		469	
Penobscot County						
Owner-occupied	32,203	70.1%	37,679	69.7%	40,554	69.8%
Renter-occupied	13,771	29.9%	16,384	30.3%	17,542	30.2%
% Occupied of All Units	92.8%		88.1%		86.9%	
Total Occupied	45,974		54,063		58,096	
State of Maine						
Owner-occupied	280,377	70.9%	327,888	70.5%	370,905	71.6%
Renter-occupied	114,807	29.1%	137,424	29.5%	147,295	28.4%
% Occupied of All Units	78.9%		79.3%		79.5%	
Total Occupied	395,184		465,312		518,200	

Source: U.S. Census Bureau

VACANCY RATE

The vacancy rate is of concern to a community if it is too high or too low. High vacancy rates may lead to abandonment or non-profitable housing markets, while low vacancy rates lead to competition for housing and inflated prices. It is important to keep these two items in balance.

The 2000 Census indicated that 2.2% of Newburgh's rental housing units and 2.1% of homeowner units were vacant, as compared to the 0.7% rental rate and 17.9% rate for homeowners depicted in the 1990 Census. Newburgh's owner vacancy rate is very similar upon comparison to the other communities, the county and the state. However Newburgh's rental vacancy rate (2.2%) is much lower than the county at 6.2% and the state at 7.0%.

Table F-11

2000 VACANCY RATES		
	Homeowner Vacancy Rate	Rental Vacancy Rate
Newburgh	2.1%	2.2%
Dixmont	3.1%	14.9%
Hampden	1.5%	3.7%
Plymouth	3.4%	2.1%
Penobscot County	2.3%	6.2%
Maine	1.7%	7.0%

Source: US Census

HOUSING AFFORDABILITY

Although housing and its affordability are directly related to the economy of the region, there are also other factors affecting the housing market, such as population changes, longer life-expectancies, more single parent homes, condition of the housing stock, and declining household sizes.

Many people in Maine are affected by a lack of affordable housing, including: older citizens facing increasing maintenance costs and property taxes; young couples unable to afford their own home; single parents trying to provide a decent home; low income workers seeking an affordable place to live within commuting distance, and grown children seeking independent housing.

Affordability

The "American Dream" has always included home ownership. Housing and its affordability play a significant role in the realization of this dream for many residents. The lack of available and affordable housing is also a large obstacle for any municipality. High costs are burdensome to individuals, to governments, and to the economy of the area. If excessively high housing costs exist in a community, it will create a hardship for low-to-moderate income (LMI) residents and force them to leave in search of an alternate resource thus impacting the labor force.

The Maine Department of Economic and Community Development (MDECD) has suggested that communities consider options for affordable housing. Affordable housing can include manufactured housing, multi-family housing, government-assisted housing for LMI families, and group and foster care facilities. In addition, decreased unit sizes, smaller lot sizes, increased density, and reduced frontage requirements can contribute to a community's affordable housing stock.

In general, affordable housing means decent, safe, and sanitary living accommodations that are affordable to LMI people. Extremely low-income households have an annual income of less than or equal to 30 percent of Penobscot County’s median annual family income. Very low-income households have an annual income of greater than 30% but less than or equal to 50 percent of Penobscot County’s median annual family income. Low-income households have an annual income more than 50 percent, but less than or equal to 80 percent of Penobscot County’s median annual family income. Moderate-income households have an annual income of more than 80 percent, but less than or equal to 150 percent of Penobscot County’s median annual family income.

A renter-occupied housing unit is considered affordable to a household if the unit's monthly housing cost (including rent and utilities) does not exceed 30 percent of the household's gross monthly income. An owner-occupied housing unit is considered affordable to a household if the unit's selling price/market value can reasonably be anticipated to result in a monthly housing cost (including mortgage and interest, mortgage insurance, homeowner's insurance, and real estate tax) that does not exceed 28 to 33 percent of the household's gross monthly income.

The following tables compare households by income based on information supplied by the Maine State Housing Authority for the Outer Bangor Housing Market and the US Census.

Table F-12

HOUSEHOLDS BY INCOME					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/Median
2001 Households	57	131	216	400	540
Income	\$13,550	\$22,584	\$36,134	\$67,751	\$45,167
% of Total	10.6%	24.3%	40.0%	74.0%	-

Source: 2001 Claritas and Maine State Housing Authority for the Outer Bangor Housing Market

Note: percentages in the above referenced table are cumulative. (i.e. data that is <30% is also contained within the <50% category)

Table F-13

RENTER HOUSEHOLDS BY INCOME					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/Median
2001 Households	11	24	41	66	72
Income	\$13,550	\$22,584	\$36,134	\$67,751	\$45,167
% of Total	15.2%	32.8%	56.9%	91.7%	-

Source: 2001 Claritas and Maine State Housing Authority

Table F-14

OWNER HOUSEHOLDS BY INCOME					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/Median
2001 Households	45	99	171	366	468
Income	\$13,550	\$22,584	\$36,134	\$67,751	\$45,167
% of Total	9.6%	21.2%	36.6%	78.2%	-

Source: 2001 Claritas and Maine State Housing Authority

The following table reviews the income levels of “tomorrows” homeowners, or individuals that currently rent but are within an age bracket that would typically be purchasing a home.

Table F-15

POTENTIAL HOMEOWNERS: RENTER HOUSEHOLDS BY INCOME, AGES 25-44					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/Median
2001 Households	1	6	13	28	72
Income	\$13,550	\$22,584	\$36,134	\$67,751	\$45,167
% of Total	2.0%	8.0%	17.4%	38.9%	-

Source: 2001 Claritas and Maine State Housing Authority

Tables F-16 through F-22 compare population statistics for senior citizens and their incomes, both renters and owners are included in the information. The median income for Penobscot County was used for these calculations.

Table F-16

SENIORS HOUSEHOLDS IN 2001					
	65+	65-74	75-84	85+	Total
2001 Households	117	60	47	10	540
% of Total Households	21.7%	11.1%	8.7%	1.9%	-
@ 60% of Median income	78	38	33	7	-
% Total Households	14.4%	6.9%	6.1%	1.3%	-
% Senior Households	66.3%	62.5%	70.3%	70.0%	-

Source: 2001 Claritas and Maine State Housing Authority

Table F-17

SENIORS INCOME 65 AND OVER					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/ Median
2001 Households 65 Yrs. +	38	67	91	114	117
Income	\$13,550	\$22,584	\$36,134	\$67,751	\$45,167
% of Total	32.3%	57.3%	77.9%	97.4%	-

Source: 2001 Claritas and Maine State Housing Authority

Table F-18

OWNER SENIORS INCOME 65 AND OVER					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/ Median
2001 Households 65 Yrs. +	32	58	82	104	107
Income	\$13,550	\$22,584	\$36,134	\$67,751	\$45,167
% of Total	29.6%	54.7%	76.7%	97.2%	-

Source: 2001 Claritas and Maine State Housing Authority

Table F-19

RENTERS SENIORS INCOME 65 AND OVER					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/ Median
2001 Households 65 Yrs. +	6	9	9	10	10
Income	\$13,550	\$22,584	\$36,134	\$67,751	\$45,167
% of Total	61.3%	85.2%	90.8%	100.0%	-

Source: 2001 Claritas and Maine State Housing Authority

Table F-20

SENIORS INCOME 75 AND OVER					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/ Median
2001 Households 75 Yrs. +	27	36	44	56	57
Income	\$13,550	\$22,584	\$36,134	\$67,751	\$45,167
% of Total	46.8%	63.7%	76.8%	98.0%	-

Source: 2001 Claritas and Maine State Housing Authority

Table F-21

OWNER SENIORS INCOME 75 AND OVER					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/ Median
2001 Households 75 Yrs. +	22	31	39	51	51
Income	\$13,550	\$22,584	\$36,134	\$67,751	\$45,167
% of Total	43.6%	61.4%	75.8%	100.0%	-

Source: 2001 Claritas and Maine State Housing Authority

Table F-22

RENTERS SENIORS INCOME 75 AND OVER					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/ Median
2001 Households 75 Yrs. +	4	5	5	6	6
Income	\$13,550	\$22,584	\$36,134	\$67,751	\$45,167
% of Total	73.7%	83.3%	84.6%	100.0%	-

Source: 2001 Claritas and Maine State Housing Authority

The Table F-23 indicates that an oversupply exists for housing units for seniors (65 + years). However, there is a need for additional family units (Table 24) since approximately 80% of the need is not currently being met within the housing market area. This information is based on the Outer Bangor Housing Market and may not capture the exact situation within the Town of Newburgh.

Table F-23

HOUSING NEED BY HOUSING MARKET SENIORS 65 YRS. +	
Number of Seniors @ 50% Area median income (AMI)	9
Number of Elderly Subsidized Units Available:	21
Project Based	20
Non-Project Based (Section 8 Vouchers)	1
Number of Affordable Units Needed	-12
Indicated Unmet Need %	0.0%

Source: 2001 Claritas, HUD, Maine State Housing Authority, Rural Development and local housing authorities

Table F-24

HOUSING NEED BY HOUSING MARKET FAMILIES	
Number of Families @ 50% Area median income (AMI)	15
Number of Family Subsidized Units Available:	3
Project Based	0
Non-Project Based (Section 8 Vouchers)	3
Number of Affordable Units Needed	12
Indicated Unmet Need %	80.1%

Source: 2001 Claritas, HUD, Maine State Housing Authority, Rural Development and local housing authorities

Comparing Tables F-25 and F-26 shows that home sale prices have not been out-pacing incomes within the area. While income increased by 24% from 1997 to 2000, single family home sales prices increased by 0.1% within that same period.

Table F-25

SINGLE FAMILY HOME SALES						
	2001	2000	1999	1998	1997	% Change 97-01
Number of MLS Sales (SF)	6	13	4	6	7	0.1%
Average Price Single Family	\$76,433	\$109,439	\$122,000	\$64,833	\$76,484	
Number of MLS Sales (MH)	-	-	1	1	-	-
Average Price Mobile Home	-	-	\$35,000	\$46,500	-	

Source: Statewide Multiple Listing Service (MREIS) and Maine State Housing Authority

SF= Single Family
MH = Mobile Home

Table F-26

MEDIAN HOUSEHOLD INCOME					
	2001	2000	1997	1990	% Change 97-01
Income	\$45,167	\$42,031	\$36,417	\$30,345	24.0%

Source: Claritas by indicated year and Maine State Housing Authority for Outer Bangor Housing Market

Subsidized Housing

Local, state, and federal governments have a number of different programs for subsidized housing. Many times all phases of government are integrated in these projects with funding, operation and jurisdictional fields overlapping.

The United States Department of Housing and Urban Development (HUD) is the primary federal agency dealing with affordable housing. Part of the United States Department of Agriculture (USDA) also deals with affordable housing. The Maine State Housing Authority (MSHA) is the state's agency for such issues and Penobscot County Committee for Social Action (WCCSA) is the agency for Penobscot County. The Town of Newburgh does not have a local housing authority but the town does have a General Assistance Program that is used at times to defray housing and utility costs.

Subsidized units are built with state or federal funding for the express purpose of providing housing to lower income individuals and families. A housing project or development may be entirely formed by subsidized units, or the project may be of mixed uses. Subsidized units are typically available to individuals within certain income guidelines, and residents are expected to pay a fixed percentage of their income as rent.

Housing is also subsidized through certificates and vouchers. Especially when subsidized units are not available, MSHA will provide monies for citizens to use as payment for rent for non-public units. The state reimburses the town for general assistance money, which may be given to citizens with short-term immediate needs for housing that meet predetermined criteria. Finally, low interest loans secured through federal or state government are also a form of subsidy.

Even though elderly and family housing units may appear to be the solution to affordable housing problems, rent is only one of the many housing expenses. Subsidized housing problems can include poor insulation and heating that can inflate total housing expenses.

The importance of subsidized housing is directly linked to the affordability of units. Subsidization is the most direct cure for problems of affordability, especially for residents eligible for federal, state, and local assistance programs. If subsidized units are not available, the other forms of subsidies such as rental assistance and vouchers must be used to compensate. These forms are often more expensive than providing actual units, and thus it may be in a community's best interest to facilitate the construction of additional units or housing projects, particularly with an emphasis on the regional development of these units.

Often, there is an overlap between the need for "affordable and appropriate" housing and the need for "subsidized" housing. Although many elderly residents are not eligible for subsidies, they are also not able to maintain houses by themselves and may not be able to afford high rents.

The following table lists subsidized, affordable rental and Section 8 Voucher units.

Table F-27

SUBSIDIZED OR AFFORDABLE RENTAL UNITS AND SECTION 8 VOUCHERS											
Project Based and Non-project Based (Section 8 Vouchers)											
Sponsor	Total Units	Assisted	Family	Family Assisted	Elderly	Elderly Assisted	Disable	Disable Assisted	Special Needs	Special Assisted	Market
HUD/MSHA	20	20	0	0	20	20	0	0	0	0	0
MSHA	4	4	0	0	1	1	3	3	0	0	0
Total Units	24	24	0	0	21	21	3	3	0	0	0
Project Based											
HUD/MSHA	20	20	0	0	20	20	0	0	0	0	0
Total Units	20	20	0	0	20	20	0	0	0	0	0
Non-project Based (Section 8 Vouchers)											
MSHA	4	4	0	0	1	1	3	3	0	0	0
Total Units	4	4	0	0	1	1	3	3	0	0	0

Source: HUD, Maine State Housing Authority, Rural Development and local housing authorities

Note:

HUD= Housing and Urban Development

MSHA= Maine State Housing Authority

Land Affordability

One major obstacle to creating affordable housing, especially on Maine’s coast, is the cost of land.

Land sales from 1996 through 2000 were reviewed by the town’s tax assessor and the following information was extracted:

Table F-28

Average Land Costs	Price Per Acre
Average Cost of Building Lot (1 acre)	\$14,500
Average Cost of Rear Land Per Acre	\$355

Source: Town Office Records

Ownership

Homeowners in Maine have traditionally consisted of moderate-income individuals. While it is often a struggle for Maine people to realize their dream of home ownership, having and owning a home has historically been within the grasp of the working Maine household. In many communities, the prices of homes are increasing at a faster rate than the median household income which makes purchasing a home today more of a challenge for many Maine residents. The information for Newburgh indicates that when 2001 sale price averages are compared to the 1997 information, the sales prices have only increased by 0.1%. However, the average sales can fluctuate greatly by year. For example, in 1997 the average sale price was \$76,484, in 1999 this figured jumped to \$122,000 and by 2001 had declined to \$76,433.

One way to gauge the financial ability to buy a home is to establish a ratio between the price of the property and the income of the person wishing to buy, as demonstrated in the table below. It should be noted that no particular number has been set which would reflect the presence of affordable homes, but logically as the value of the home becomes lower, the home becomes more affordable. An Index of less than 1 is unaffordable, and index of more than 1 is affordable. As Table F-29 shows, Newburgh’s index is 1.72 as compared to the county at 1.18 and the state at 0.95.

Table F-30 shows that 16.7% of the homes sold in Newburgh were above the affordable level. An individual at median income in Newburgh could afford to pay \$126,402 for a house and in 2001 the median home price was only \$73,500.

Table F-31 shows that approximately 26.7% of households in Newburgh can’t afford a median home as compared to 54.1% at the state level and 42.4% at the county level.

Table F-32 does not show figures for Newburgh’s renters since this information is not currently available from MSHA. However, 55.4% of renters in the state and 47.9% the county’s renters cannot afford an average 2 bedroom rent.

Upon review of the county and state numbers, it is clear that homes in Newburgh are far more affordable than homes in many other communities.

Table F-29

2001 AFFORDABILITY INDEX BY LOCATION						
Location	Index	Median Income	Median Home Price	Median Income Can Afford	Income Needed	By Hour
Maine	0.95	\$38,882	\$118,000	\$111,930	\$40,990	\$19.71
Congressional District 2	1.09	\$33,297	\$87,000	\$94,915	\$30,520	\$14.67
Penobscot County	1.18	\$36,122	\$87,900	\$103,747	\$30,604	\$14.71
Newburgh	1.72	\$45,167	\$73,500	\$126,402	\$26,264	\$12.63
Outer Bangor Housing Market	1.58	\$38,544	\$71,000	\$112,120	\$24,408	\$11.73

Source: 2001 Claritas, Maine State Housing Authority and Statewide Multiple Listing Service (MREIS)

Note: An Index of less than 1 is unaffordable, and index of more than 1 is affordable.

Table F-30

2001 UNATTAINABLE HOMES AS % OF HOMES SOLD			
Location	% Sold Above Affordable	Median Income Can Afford	Median Home Price
Maine	54.8%	\$111,930	\$118,000
Congressional District 2	42.4%	\$94,915	\$87,000
Penobscot County	36.8%	\$103,747	\$87,900
Newburgh	16.7%	\$126,402	\$73,500
Outer Bangor Housing Market	16.1%	\$112,120	\$71,000

Source: 2001 Claritas, Maine State Housing Authority and Statewide Multiple Listing Service (MREIS)

Table F-31

2001 % HOUSEHOLDS THAT CAN'T AFFORD MEDIAN HOME						
Location	Can't Afford	Households Can't	Households Total	Median Home	Income Needed	By Hour
Maine	54.1%	273,260	505,205	\$118,000	\$40,990	\$19.71
Congressional District 2	46.6%	111,436	238,878	\$87,000	\$30,520	\$14.67
Penobscot County	42.4%	23,975	56,515	\$87,900	\$30,604	\$14.71
Newburgh	26.7%	144	540	\$73,500	\$26,264	\$12.63
Outer Bangor Housing Market	29.0%	1,795	6,185	\$71,000	\$24,408	\$11.73

Source: 2001 Claritas, Maine State Housing Authority and Statewide Multiple Listing Service (MREIS)

Table F-32

2001 % RENTER HOUSEHOLDS THAT CAN'T AFFORD THE AVERAGE 2 BEDROOM RENT						
Location	Can't Afford	Households Can't	Households Total	Rent With Utilities	Income Needed	By Hour
Maine	55.4%	78,059	140,903	\$737	\$29,492	\$14.18
Penobscot County	48.6%	7,890	16,242	\$600	\$24,003	\$11.54

Source: 2001 Claritas, Maine State Housing Authority and Statewide Multiple Listing Service (MREIS)

Note: Newburgh information not available or supplied by MSHA.

Table F-33

HOME SALES											
Type of Home	1997 Avg.	Num. Sales	1998 Avg.	Num. Sales	1999 Avg.	Num. Sales	2000 Avg.	Num. Sales	2001 Avg.	Num. Sales	% Chg. 97-01
All	\$76,484	7	\$62,241	7	\$100,250	4	\$109,439	13	\$76,433	6	0.1%
Single Family	\$76,484	7	\$64,833	6	\$122,000	3	\$109,439	13	\$76,433	6	0.1%
Mobile Home	0	0	\$46,500	1	\$35,000	1	0	0	0	0	-32.8

Source: Statewide Multiple Listing Service (MREIS)

The information regarding Maine State Housing Authority (MSHA) programs was obtained from MSHA's website. MSHA offers programs to help Maine families realize the dream of home ownership. The programs provide lower interest rate mortgages (generally one to two points below conventional interest rates) to low and moderate income Maine people for the purchase of their first homes. The program has maximum income limits for borrowers and price limits for

eligible homes. It can be used to finance single-family homes; mobile homes; two-to-four unit owner-occupied homes; and condominiums. In the coming years MSHA plans to make \$100 million or more available in mortgages annually, helping 2,000 or more Maine families buy their first homes.

In order to reduce the required downpayment, MSHA's program requires borrowers to use mortgage insurance. Mortgage insurance reduces the downpayment to 5% or less, depending on the type of insurance used. Borrowers have the option of using private mortgage insurance; Federal Housing Administration (FHA) insurance; Veterans Administration (VA) guarantee; or the Rural Development (formerly Farmers Home) insurance. Each type of insurance has slightly different eligibility requirements. Borrowers who complete a home buying course may qualify for a reduced downpayment (3% instead of 5%). MSHA also finances some types of mobile homes with self-insurance with a 5% downpayment.

Closing Cost Assistance is available for borrowers who do not have the cash to cover these costs. The costs include such fees as title examination, credit check, and several others. Eligible applicants receive 2% of the mortgage amount, which is credited toward the closing costs. The closing cost assistance is repaid by a slightly higher interest rate on the mortgage.

For some lower income borrowers, the Housing Authority offers its "*Down Home*" loans that permit a family to buy a home with a minimum cash contribution of \$750 or \$1,000 in out-of-pocket expenses. The option is limited to borrowers who qualify for the MSHA purchase program, use FHA insurance, have less than \$4,000 in liquid assets, and have an income that is 90% or less of the median income. The difference between the borrower's payment and the actual up front costs are repaid when the borrower sells the home.

MSHA also offers a *Purchase Plus Improvement* option that allows applicants to borrow more than the purchase price in order to make immediate repairs or improvements to the home. Details on Closing Cost Assistance, Down Home, Purchase Plus Improvement, and our regular program are available from MSHA or from participating lenders.

In May 1996, MSHA offered special financing to encourage homeownership in inner city, low-income neighborhoods. The *New Neighbors* program incentives include 100%, below market rate, financing to purchase and rehab eligible homes without additional costs and requirements. The first-time homebuyer restriction also is lifted for people buying homes in these neighborhoods. The program is being operated in conjunction with the local Community Development offices in the communities. In 2001 MSHA expanded New Neighbors to a total of eight service center communities and reserved up to \$16 million in the lower interest rate financing to help develop housing in them. The communities include Auburn, Augusta, Bangor, Bath, Lewiston, Norway, Portland, and Westbrook. This is one of the programs MSHA is offering to help revitalize community downtown areas and help end sprawl.

Introduced in June 1999, the *Great Rate* program makes monthly payments affordable with an interest rate that is at least 1% lower than the regular MSHA program interest rate in effect at the time of application. The Great Rate interest rate was lowered to 4.5% in June 2000 and is available for applicants with household incomes at or below 65% of the area median income. A 10-hour homebuyer education course must be completed before loan closing. MSHA expects up to 150-200 credit-worthy households may take advantage of this reduced rate program in 2001.

MSHA’s Homeownership division participates in ‘*hoMEworks*’, Maine’s network of homebuyer education. These programs give potential homebuyers an opportunity to sort through the complex process of buying a home, including building good credit, shopping for a home, qualifying for a loan, and life as a homeowner. Some MSHA programs require completion of a 10-hour homebuyer class.

People who think they may qualify for a MSHA mortgage should apply for the loan at one of the many participating banks and other lending institutions that work with MSHA to bring this program to Maine people. Other information needed for an application includes a purchase and sale agreement on the home, and copies of the borrower’s past three years federal income tax returns.

The following table shows a detailed history by year of the local participation within the program.

Table F-34

MSHA FIRST-TIME HOMEOWNERS PROGRAM					
Number of:	1997	1998	1999	2000	2001
Families	1	-	-	-	1
Total units	1	-	-	-	1

Source: Maine State Housing Authority Program Data

The following tables demonstrate the number, and location of new dwellings by tax map location for 2000 and 2001. Please see the Map titled “New Construction” in the Land Use section of this plan for further information.

Table F-35

Tax Map/Lot	No. New Dwelling	Year
1/26/2	1	2000
2/22	1	2001
2/41	1	2001
4/31/5	1	2001
6/20/2	1	2000
8/25/2/1	1	2000
8/25/2	1	2001
9/27	1	2000
9/82/2	1	2000
11/38/1	1	2001
11/43	1	2001
12/3	1	2000
12/23	1	2000
12/25	1	2000

Source: Town Office Records

POLICIES AND IMPLEMENTATION STRATEGIES

In order to encourage and promote affordable, decent housing opportunities for all of Newburgh’s citizens, the following policies have been developed and the accompanying strategies will be undertaken:

1. Policy: The town will continue to recognize the importance of safe, decent, and affordable housing for residents, and will inform its citizens about housing assistance and rehabilitation programs. The town will also set a goal to encourage the development of affordable housing for at least 10% of the town population or greater depending upon the changing needs of the community.

Strategy: The town will continue to monitor housing development with the assistance of the code enforcement officer and will make information available at the town office regarding housing affordability. Additionally the voters will be asked to approve the concept of a Housing Committee. This committee will act as an advisory board to the selectpersons to help oversee housing issues within the community. The town will also advertise programs such as the CDBG housing grants when the town has received such a grant.

Time Frame: Immediate¹

Responsible Agent: Voters, Planning Board, Town Manager and/or Selectpersons.

2. Policy: The town will continue to enforce and implement applicable laws, codes, guidelines, and ordinances.

Strategy: The Code Enforcement Officer and the Plumbing Inspector will enforce and implement the Maine State Subdivision Law, the Maine State Plumbing Code, the National Electrical Code, Shoreland Zoning Ordinance, and duly approved municipal ordinances. The Code Enforcement Officer will work with the Planning Board to address any need for modification to the existing land use regulations that may be appropriate. The safety standards will be enforced through the Code Enforcement Officer and local Plumbing Inspector. All development within the town will meet the applicable standards. This practice will provide safe housing for the community.

Time Frame: Immediate

Responsible Agent: Town Manager, Code Enforcement Officer, Plumbing Inspector, Selectpersons and Planning Board.

¹ Immediate- Within 1 to 2 years

3. Policy: The town will allow mixed uses and mixed income housing within the appropriate residential areas of the town.

Strategy: Through the future land use ordinance, the town will encourage affordable housing opportunities by allowing a mixture of housing choices. The town will continue to encourage a mixture of affordable housing for all residents, consistent with the future land use ordinances. The Planning Board will keep developments in areas designated by future land use ordinances, which will provide residential areas that allow single and multi-family dwellings, as well as manufactured housing.

Time Frame: Immediate

Responsible Agent: Selectpersons, Town Manager, Code Enforcement Officer, and Planning Board.

4. Policy: The town will continue to pursue grants for housing rehabilitation.

Strategy: The Town Manager will continue to apply for and aggressively pursue future grants through CDBG and funding from other public and private sources for housing assessment, housing rehabilitation and implementation of the housing study.

Time Frame: Long term²

Responsible Agent: Selectpersons, Town Manager, Planning Board and Housing Committee.

5. Policy: The town will develop land use ordinances that are consistent with managed growth.

Strategy: Performance standards will be incorporated in the future land use ordinance including but not limited to conversions, home occupations and manufactured housing to promote affordable decent housing in Newburgh as further described in the land use section of this plan.

Time Frame: Ongoing³

Responsible Agent: Selectpersons, Town Manager and Planning Board.

² Long term-Within 5 to 10 years

³ Ongoing-Continuing

The goal of this section is to promote and protect the availability of recreational opportunities for all citizens, including access to surface waters. Many times, as a community's population increases, the demand for recreational opportunities also increase while the availability of open space areas generally decrease due to the developmental pressures.

Newburgh acknowledges that the availability of recreational opportunities helps to promote better overall health for all individuals. The town wishes to ensure that all of its citizens, regardless of their age, continue to enjoy recreational opportunities. The town will attempt to balance the availability of opportunities with the financial/budget constraints.

RECREATIONAL OPPORTUNITIES

Due to the small size of the community and the fiscal constraints, the town does not have a formal Recreation Department. However, there are numerous individuals within the community that volunteer and actively promote various programs and there are numerous outdoor recreational opportunities within a few hours drive from the town, including sledding, boating, hunting, fishing, skiing and hiking.

The town does not have any large parks, boat launches or public beaches.

The town also owns the local school that has a paved basketball court with two baskets, a baseball field, extensive play area with playground and inside basketball court.

The following are descriptions of the available recreational opportunities for Newburgh's residents.

- *Public Beach:* The town does not have any public beach areas since there are no great ponds and virtually no waterbodies within the community. Currently residents utilize Swan Lake, Hampden's pool, Brewer's pool and the Bangor YMCA.
- *Baseball Fields:* There are no town owned baseball or softball facilities within the community.
- *Equestrian Facilities:* Newburgh has a number of equestrian facilities, including riding arenas, that offer lessons and riding opportunities.
- *Boat Landings:* None.
- *Town Hall:* The community has a town hall that is utilized for voting and public/benefit suppers.
- *Golf Courses:* Facilities are located in Bangor, Hampden, Brooks, Winterport and Palmyra.

- *Snowmobile Trails:* A number of local trails and a local ITS connector exist in Newburgh.
- *Hiking Trails:* The town owns 122 acres (the Kennard Road property) which can be used for walking and hiking. The discontinued road network within the community is also available for recreational activities. Additionally the Burnt Swamp/Babcock Road property has recently been harvested; however, large pine trees remain. This parcel could be utilized for outdoor recreation as it appears to have an interesting variety of flora and fauna. (The town intends to make a grant application for 2006 in order to develop recreational facilities on this property.)
- *Hampden Multi-Purpose Facility:* This facility which is privately owned is an indoor athletic field used primarily for football, field hockey and soccer.

A review of the state's website shows that there are no state parks and lands within Newburgh. The following are descriptions of the available recreational opportunities within a few hours drive from the town according to the Department of Conservation's Bureau of Parks and Lands.

- **Lily Bay State Park**

The park is located about 10 miles north of Greenville on the east shore of Moosehead Lake. The park is open between May 1 - October 15, and a fee is charged. The facilities include 924 acres; two campgrounds include 91 campsites; two boat launch sites with boat slips; swim area; a day use area with a playground; and a shoreline hiking trail.

- **Little Moose Public Reserved Land**

Little Moose is located just west of Greenville in Piscataquis County and is a 15,000-acre unit that includes Big and Little Moose Mountains and several remote ponds that offer excellent hiking and fishing opportunities. Winter visitors enjoy snowmobiling and cross country skiing. Backpackers can enjoy camping at remote sites on the pond shores.

- **Moosehead Lake Public Reserved Land**

The Moosehead Lake reserve is located in Piscataquis County, including Sugar and Farm Islands and most of the shore in Days Academy and Kineo Townships. There are numerous boat access campsites on the shore. Hiking trails provide visitors access to the spectacular views from the summit of Mount Kineo. Boats may be launched at several locations on the lake including Lily Bay State Park and Rockwood. The facility is open all year round and includes 11,176 acres, trails and water access.

- **Bald Mountain Public Reserved Land**

The Bald Mountain Public Reserved Land is inclusive of 1873 acres. Popular activities are hiking and boating, and hunting for deer and ruffed grouse is allowed in season. The facility operates all year-round and is located on Bald Mountain in Somerset County.

- **Peaks-Kenny State Park**

Peaks-Kenny State Park is nestled on the shores of Sebec Lake. Operation dates are May 15 - October 1, and a fee is charged. The facility includes 839 acres; camping area (including flush toilets, hot water showers, and well-spaced sites in a woodland setting) a lifeguard, picnic area, and bathhouse with showers are located at the beach, which is used by campers and day use visitors; and hiking trails.

- **Baxter State Park**

The largest park in Maine is located about twenty miles north of Millinocket. There are over 40 peaks and ridges besides Katahdin in the park. The trail system features over 180 miles of trails popular with hikers, mountain climbers and naturalists. Baxter State Park operates ten (10) campgrounds, eight (8) of which are drive-in and 2 of which are hike-in, backcountry campgrounds. There are also numerous individual backcountry sites for backpackers.

- **Fort Point (Fort Pownal) Park**

This park encompasses historic Fort Pownall and Fort Point Light (a lighthouse dating from 1836) consisting of 120 acres and containing picnic tables with a waterfront view, pier and floats for fishing and boating (two-hundred-foot piers accommodates visitors arriving by boat), access to a scenic bicycling trip, and hiking opportunities. The park is located in Stockton Springs. Features of the park include more than a mile of rocky shore, a tidal sandbar and diverse habitat for a variety of plants and animals. Winter visitors go cross-country skiing on the park's hiking trails and closed roads. Operation dates are Memorial Day - Labor Day and a fee is charged.

- **Camden Hills**

Located in Camden and has 5,474 acres. The park contains a camping area, a scenic road, a picnic area and a dumping station. The winter months also bring the opportunity to snowmobile. A fee is charged for the use of the park.

- **Fort Knox**

Maine's largest historic fort features stunning military architecture and granite master-craftsmanship. This historic place is located on Route 174 in Prospect and was constructed between 1844 and 1869. The fort was strategically located on the narrows of the Penobscot River. Although it never saw combat, Fort Knox was garrisoned during the Civil and Spanish American Wars. Visitors are welcome to explore the fort's passageways and many rooms. The fort also features two complete Rodman cannons. Guided tours are available daily during the summer season with the dates of operation being May 1st through October 30th.

- **Moose Point State Park**

Moose Point State Park is located in Searsport on Penobscot Bay. The park has hiking trails, a picnic area, tidal pools, a panoramic view of Penobscot Bay, and is operational Memorial Day through September 30.

Recreational Grants

The Maine Department of Conservation administers state and federal grants to provide services, resources and personnel to nonprofit groups, municipalities and other agencies. Grants totaling more than 2 million are available through the Department's bureaus to improve and enhance programs offered in Maine.

Funded by the state gasoline tax, the Public Boat Access grant program enables private organizations and municipalities to acquire, develop and improve local public boat facilities.

The Land and Water Conservation Fund is a federal grant-in-aid program that provides up to 50% reimbursement for the acquisition and / or development of publicly owned outdoor recreation facilities. While the total varies year to year, on average \$400,000 is distributed to recipients.

The Maine Outdoor Heritage Fund conserves wildlife and open spaces through the sale of instant Lottery tickets. With proceeds from ticket sales, grants are awarded twice a year, totaling approximately \$1.5 million annually. The seven-member Maine Outdoor Heritage Fund Board chooses projects in four categories that promote recreation as well as conservation of Maine's special places, endangered species and important fish and wildlife habitat.

Public Access Discovery Grants can be utilized to identify potential public accesses to surface water through title researching to find past public access right-of ways.

Recreation Needs and Solutions

The 2002 Citizen's Survey questioned residents regarding community's recreational facilities. 2.9% of respondents rated the facilities as excellent, 13.6% as good, 18.4% as fair, 34.0% as poor and 31.1% had no opinion.

Facilities are available in Hampden for Newburgh residents although many of these programs have fees associated with them.

Continued access to private lands for recreation requires that those lands continued to be treated with respect by hunters, sledders, snowmobile riders, anglers and the like. Should large tracts of land become no longer available for recreational activities, and a majority of townspeople seek redress, the town will approach private landowners to discuss and pursue the use of recreational and conservation easements.

Volunteers will continue to be sought and utilized for special events and for clean-up activities on an as needed basis.

The potential for additional recreation opportunities at the Burnt Swamp/Babcock Road property should be explored. This location could provide additional trails with picnic

tables and signage for educational purposes such as the labeling of different types of flora and fauna.

Although no significant threat to recreational opportunities in town is forecast, the town will continue to encourage the availability of recreational activities by meeting with interested parties to discuss and gain town wide support for accepting donations of land or easements to especially scenic or recreational areas for which a majority of residents would support purchasing land or easements.

POLICIES AND IMPLEMENTATION STRATEGIES

In order to provide recreational opportunities, Newburgh has developed the following policies and implementation:

1. **Policy:** The town will continue to maintain and improve existing recreational facilities.

Strategies: The town shall continue to maintain, fund and encourage improvements to the town's new and existing facilities. Grants and alternative resources such as gifts from foundations will also be sought to further the recreational opportunities. The town will continue to oversee existing facilities and to investigate opportunities for enhancing current and new facilities and programs, as finances allow.

Time Frame: On-going¹

Responsible Agent: Town Manager, and Selectpersons.

2. **Policy:** The town will encourage the preservation of open space for recreational uses.

Strategies: The town will investigate the acquisition of real estate for open spaces including, easements, donations and purchases, and will require developers to set aside a portion of land for open spaces when applicable to enhance and/or protect recreational opportunities as well as important natural resources. Should large tracts of land become no longer available for recreational activities, and a majority of townspeople approve the following actions at town meeting, the town will approach private landowners to discuss and pursue the use of recreational and conservation easements, and/or donation or purchase of lands.

Time Frame: On-going

Responsible Agent: Town Manager, Planning Board, Selectpersons and Code Enforcement Officer.

3. **Policy:** The town will continue to promote community pride.

Strategies: The town will continue to promote community pride through programming opportunities at the elementary school to educate students about the town's history.

Time Frame: On-going

- **Responsible Agent:** Voters, School System, and Selectpersons

¹ On-going – Continuing

INTRODUCTION

Communities depend on well-maintained transportation systems. Accessibility to transportation is an important factor in the location of businesses and residents within Newburgh. Safe streets, efficient street design and transportation linkages affect the economic viability of our businesses, the overall safety and convenience of our residents, as well as property values. The goal of this chapter is to plan for the efficient maintenance and improvement of our transportation facilities and services in order to accommodate anticipated development.

The arterial roadway I-95 crosses the northeastern corner of Newburgh, with on and off ramps for the northbound and southbound lanes of this interstate, both accessed from SR 69. I-95 provides a vital link to Bangor, points east and north, and to Newport, Waterville, Augusta, and points south. The interstate is a fully controlled access highway.

The major collector roadway SR 9/US 202 (as know as Western Ave) traverses the town in an east/west direction. The minor collector roadway SR 69 (also known as Carmel Rd North) traverses the town in a north/south direction. These state roads serve both local and through-traffic.

Unplanned, piecemeal development could degrade these roads, creating congestion and reducing safety. Therefore, strategies are recommended to improve roadway conditions, including access management, corridor management planning, maintenance, and traffic improvements.

Newburgh Village is bypassed from the through-traffic of SR 9/US 202. The town roads North Rd and Kennebec Rd traverse the town east/west. Key concerns for town roads largely include safety and maintenance, with its associated costs. Local control of these roads, of new subdivision roads, and the standards to which they are built, can reduce costs through well thought-out planning that comes from understanding what we have and what we will need.

ROAD INVENTORY

An inventory of Newburgh's roads is shown in the table below. Roads are divided into three categories of function: arterial, collector, and local. Arterial roads are major roadways, which serve long distance, high speed, and through-traffic safely between communities. Collector roads collect and distribute traffic to and from the arterial routes and generally provide access to abutting land. Collector roads serve places of lower population densities and are somewhat removed from main travel routes. Local roads are all roads not in the arterial or collector classification. Local roads provide access to adjacent land areas and usually carry low volumes of traffic. In 2004, Newburgh contained approximately 43 miles of roadways. Table H-1 indicates ownership, maintenance responsibility, surface, and overall condition for Newburgh's roads, based on town information and the opinion of the selectpersons and municipal staff.

Table H-1: Roadway Inventory

ROADWAY	CLASS	LENGTH (MILES)	OWNED	MAINTAINED	SURFACE	OVERALL CONDITION
Babcock Rd	Discontinued	1.0	Town	Private	Gravel	Fair/Poor
Bates Rd	Discontinued	0.3	Town	Private	Gravel	Fair/Poor
Chapman Rd	Local	2.45	Town	Town	Paved	Fair/Good
Clements Rd	Discontinued	0.5	Town	Private	Gravel	Fair/Poor
Cook Rd	Local	0.25	Town	Town	Paved	Good
Croxford Rd	Local	0.10	Town	Town	Gravel	Poor
Dahlia Farm Rd	Local	1.25	Town	Town	Gravel	Fair/Poor
Flinn Rd	Discontinued	1.5	Town	Private	Gravel	Poor
Frank West Rd	Discontinued	1.0	Town	Private	Gravel	Poor
Haskell Dr	Local	0.10	Town	Town	Gravel	Fair
Kennard Rd	Discontinued	2.0	Town	Private	Gravel	Fair
Kennebec Rd	Minor Collector	5.7	State	State	Paved	Good
Lindsey Rd	Local	1.85	Town	Town	Paved	Good
Littlefield Rd	Local	1.65	Town	Town	Gravel	Fair
Miles Rd	Local	1.38	Town	Town	Gravel	Fair
Mudgett Rd	Local	2.17	Town	Town	Gravel	Fair
Murray Rd	Local	0.38	Town	Town	Paved	Good
North County Rd	Minor Collector	.75	Town	Town	Gravel	Fair/Poor
North Rd	Minor Collector	5.0	Town	Town	Paved	Good
Old Kennebec Rd	Local	0.05	Town	Town	Gravel	Poor
Red School House Rd	Local	0.23	Town	Town	Gravel	Fair/Poor
Severance Rd	Local	0.8	Town	Town	Gravel	Fair
SR 69 (Carmel Rd North)	Minor Collector	2.45	State	State	Paved	Good
SR 9/US 202 (Western Ave)	Major Collector	5.75	State	State	Paved	Good
Thurlough Rd	Local	0.20	Town	Town	Gravel	Fair/Poor
Trundy Rd	Local	0.10	Town	Town	Gravel	Poor
I-95	Arterial		State/Fed	State/Fed	Paved	Good

Source: Maine DOT and Town of Newburgh

Within the town are 17.4 miles of totally state maintained ways that are mostly in good, and 25.6 miles of privately and town maintained ways in overall fair condition. The town is financially responsible for maintaining 25.6 miles of these roads and the State 17.4. In addition, there are 4.5 miles of non-maintained roads.

TRAFFIC VOLUMES

While the population of Penobscot County decreased slightly from 1990 to 2000, the total number of vehicle miles traveled in our County increased almost 13% during the same period. Traffic volumes have increased along all state roadways in town and on most local roads as well.

The Annual Average Daily Traffic (AADT) figures in the table below do not reflect peak daily traffic volume. Traffic counts show the overall patterns of vehicular movements. AADT are determined by counting vehicles driving past a given location for 24 or 48 hours; the 24-hour totals are then factored for seasonal variation, using factors from counters that run 365 days a year on similar types of highways.

Table H-2: Traffic Volumes

LOCATION	1998 AADT	2001 AADT	2003 AADT	TOTAL CHANGE	YEARLY CHANGE
Chapman Rd south of SR 9/US 202	710	780	820	15.5%	2.6%
I-95 (NB) north of off-ramp to SR 69	8,440	10,530	9,540	13.0%	2.2%
I-95 (NB) north of on-ramp to SR 69	10,270	10,530	11,670	13.6%	2.3%
I-95 (SB) north of off-ramp to SR 69	11,040	10,900	11,460	3.8%	0.6%
I-95 (SB) north of on-ramp from SR 69	8,650	9,000	9,600	11.0%	1.8%
Kennebec Rd east of Chapman Rd	450	470	-	4.4%	1.1%
Lindsey Rd north of SR 9/US 202	170	160	190	11.8%	2.0%
North Rd at Bridge 5897	380	410	390	2.6%	0.4%
SR 69 northwest of SR9/US 202	3,650	4,030	4,630	26.8%	4.5%
SR 69 southeast of SR9/US 202	1,430	1,760	1,980	38.5%	6.4%
SR 9/US 202 northeast of SR 69	1,670	1,850	2,120	26.9%	4.5%

Source: Maine Department of Transportation

It is anticipated that traffic volumes along SR 9/US 202 and SR 69 will continue to increase at a similar or slightly higher rate than they have in the past five years. Of course, changes in land use along these roads will have a significant impact on local volume, as businesses are traffic generators that seek and depend upon potential customers traveling along these roads. Larger developments typically draw traffic from greater distances. Given these realities, corridor planning and access management are described and recommended in this section to maintain and improve roadway safety and capacity.

Please see the map titled Transportation: Traffic Volumes and Safety for the AADT at select locations on Newburgh's roadways. Some of these counts are shown in the table above, others are not.

CONGESTION

Traffic congestion lowers a roadway's level of service (LOS). LOS is a qualitative measure that characterizes operational conditions within a traffic stream and includes speed, travel times, freedom to maneuver, traffic interruptions, and the perceptions of motorists and passengers. See the map titled *Transportation Traffic Volumes and Safety* for LOS information of major roads in the town. There are six levels of service, given letter designations from A to F, with LOS A representing the best operating conditions and LOS F the worst. LOS E is defined as the maximum flow or capacity of a system. For most purposes, however, a level of C or D is usually used as the maximum acceptable volume. Maine DOT has noted a LOS C for I-95 within Newburgh. SR 9/US 202 has a LOS B, as does SR 69 north of SR 9/US 202. SR 69 south of SR 9/US 202 along with all town roads are LOS A, and so are free of significant congestion. Please see the map titled *Transportation: Traffic Volumes and Safety* for the LOS of Newburgh's roadways. Please see the map titled *Bridges and Posted Speeds* for posted speeds of Newburgh's roadways.

COMMUTING PATTERNS

In 2000, most Newburgh residents drove to work alone (78.5%), this was an almost 28% increase since 1980. In 2000, fewer residents carpooled, 6.6% worked at home and 1.2% walked to work. (category combined in table below).

Table H-3: Commuting Methods

	1980		1990		2000	
	Number	Percent	Number	Percent	Number	Percent
Workers 16 years and over	443	100.0%	606	100.0%	767	100.0%
Drove alone	272	61.4%	458	75.6%	602	78.5%
In carpools	107	24.2%	100	16.5%	78	10.2%
Using public transportation	0	0.0%	2	0.3%	0	0.0%
Using other means	2	0.5%	0	0.0%	27	3.5%
Walked or worked at home	42	9.5%	46	7.6%	60	7.8%

Source: Census

In 2000, the average commute time for Newburgh residents was 25.2 minutes. This was 1.7 minutes more than the 1980 figure.

The Census reported in 2000 that of Newburgh's residents who worked, over 14% worked in Newburgh, over 42% worked in Bangor and over 9% worked in Hampden. Commuters are dependent on SR 9/US 202 and or I-95 to get to work in Hampden and Bangor.

Table H-4: Top Ten Places of Work for Newburgh Residents in 2000

PLACES OF WORK	NUMBER	PERCENT
Bangor city Penobscot Co. ME	354	46.27%
Newburgh town Penobscot Co. ME	111	14.51%
Hampden town Penobscot Co. ME	75	9.80%
Brewer city Penobscot Co. ME	57	7.45%
Hermon town Penobscot Co. ME	30	3.92%
Carmel town Penobscot Co. ME	13	1.70%
Belfast city Waldo Co. ME	13	1.70%
Old Town city Penobscot Co. ME	11	1.44%
Orono town Penobscot Co. ME	9	1.18%
Winterport town Waldo Co. ME	8	1.05%

Source: Census

Newburgh residents hold over 76% of the jobs found in Newburgh. Residents from surrounding towns hold the remaining jobs.

Table H-5: Top Ten Places of Residency of those who work in Newburgh in 2000

PLACES OF RESIDENCY	NUMBER	PERCENT
Newburgh town Penobscot Co. ME	111	76.55%
Palmyra town Somerset Co. ME	5	3.45%
Garland town Penobscot Co. ME	3	2.07%
Plymouth town Penobscot Co. ME	3	2.07%
Dedham town Hancock Co. ME	2	1.38%
Verona town Hancock Co. ME	2	1.38%
St. Albans town Somerset Co. ME	2	1.38%
Jackson town Waldo Co. ME	2	1.38%
Dixmont town Penobscot Co. ME	1	0.69%
Lakeville town Penobscot Co. ME	1	0.69%
Total Workforce (includes all places, not just those listed above)	145	100.00%

Source: Census

ROAD MAINTENANCE

Overall, Newburgh's roadways are in fair condition as noted above. The Town works with limited resources to maintain local roads. Trucking activity causes most road damage. The State sets higher trucking weight limits on state and state aid roads than are set for interstate highways. Higher weight limits, as on SR 9/US 202 and SR 69, support trucking businesses and businesses dependent on trucking services, which benefits consumers. The costs we save as consumers of products trucked to stores less expensively, however, may be offset by the increased taxes we must pay for more frequently needed road maintenance and for more repairs to our vehicles.

Harsh weather, which includes rapid changes in weather conditions, is another cause of road deterioration. Roads are most vulnerable to the weight of trucks and other heavy vehicles during the spring thaw, which is also when many natural resources based products, are transported to

market. As road weight-limit postings are put in place, the conflict between road maintenance needs and the economic needs of local businesses are clear.

It is important to consider that most roads were not originally engineered for the weight they now carry. If money were no concern, the best course of action would be to rebuild each of the major service roads. That, however, may not be economically feasible.

The Town contracts by open bid for snow plowing, salting and for sanding for both Town roads and for State roads within the Town through a three-year contract.

Maine DOT is responsible for all the non-local roads. Their authority includes permitting of driveways and entrances, curb cuts, summer and winter maintenance, and traffic flow and safety decisions such as traffic signals, signs, reconstruction and road widening.

The Urban Rural Initiative Program (URIP) compensates communities for their efforts in maintaining state roads. Newburgh received \$28,656.00 from Maine DOT for FY2003.

Maintenance of local roads is addressed as a long-term objective within the community in order to reduce short-term repairs that become more costly over time.

In 1998, the town completed an onsite evaluation, with the assistance of Engineering Dynamics, Inc of Bangor, of 15 town maintained roadways and deficiencies of each road were recorded. A 10-year plan was compiled, including a priority list and standards for each road. This information is detailed below.

Priority 1 Roadways

Lindsey Road Surface width, 20 feet - ditching both sides throughout - geotextile fabric, 8000 feet - roadway sub base and base, 6" - 12 " throughout - replace cross culverts and driveway culverts as needed - pavement throughout. **(done 2002)**

Mudgett Road Surface width, 20 feet - Extensive ditching both sides throughout - geotextile fabric, 900 feet - ledge removal, 50 feet – roadway sub base and base, 4" - 18" throughout - replace culverts as needed. **(done 1999)**

Miles Road Surface width, 20 feet - light ditching throughout - geotextile fabric, 2600 feet - ledge removal, 550 feet - roadway sub base and base, 12" – 16" throughout - replace culverts as needed. **(done 2000)**

North Road Surface width, 20 feet - light to heavy ditching throughout - geotextile fabric, 1050 feet, ledge removal, 250 feet - roadway sub base and base, 8" - 16" throughout - replace culverts as needed - pavement shimming throughout - pavement throughout. **(first phase done 2001 - second phase done 2003)**

Priority 2 Roadways

Littlefield Road Surface width, 20 feet - light to heavy ditching throughout - geotextile fabric, 600 feet - roadway sub base and base, 12" - 16" throughout - replace culverts as needed. (scheduled 2004)

Severence Road Surface width, 20 feet - light to heavy ditching throughout - geo- textile fabric, 800 feet - roadway sub base and base, 4" - 12" throughout - replace culverts as needed. (scheduled 2004)

Priority 3 Roadways

Thurlough Road Surface width, 16 feet - ditching left side throughout – road base and base, 4" - 6" throughout - replace culverts as needed. (scheduled 2004)

Dahlia Farm Road Surface width, 20 feet - light to heavy ditching throughout - geo-textile fabric as needed - roadway sub base and base, 4" - 12" throughout - replace culverts as needed. (scheduled 2005)

North Road Extension Surface width, 20 feet - light to heavy ditching throughout - geotextile fabric, 3410 feet - roadway sub base and base, 12" - 20" throughout - replace culverts as needed. (scheduled 2005)

Old Kennebec Road Surface width, 16 feet - light ditching throughout - riprap/ screenings, 250 feet - roadway sub base and base, 16" throughout - replace culverts as needed. (scheduled 2005)

Priority 4 Roadways

Chapman Road Surface width, 20 feet - light to heavy ditching throughout - ledge removal, 280 feet - pavement as needed. (scheduled 2005)

Red Schoolhouse Road Surface width, 16 feet - light to heavy ditching throughout roadway sub base and base, 4" - 8" throughout - replace culverts as needed. (scheduled 2006)

Trundy Road Surface width, 16 feet - light ditching throughout - roadway sub base and base, 4" - 12" throughout - replace culverts as needed. (scheduled 2006)

Croxford Road Surface width, 16 feet - light ditching throughout - roadway base and base, 6" - 10" throughout - replace culverts as needed. (scheduled 2006)

Old Mudgett Road Surface width, 16 feet - light to heavy ditching throughout - riprap/screenings, 100 feet - roadway sub-base and base, 6" - 12" throughout. (scheduled 2005)

Priority 5 Roadways

Murray Road Surface width, 20 feet - light ditching throughout - pavement throughout. (scheduled 2006)

North Road Surface width, 20 feet - light to heavy ditching, from Carmel Road No. to new pavement approximately 2.5 miles - pavement, same distance. (scheduled 2006)

Mudgett Road Surface width, 20 feet - roadway base a 5 needed - roadside shimming - pavement throughout. (scheduled 2007)

Chapman Road Surface width, 20 feet - replace culverts as needed – pavement throughout. (scheduled 2007)

Miles Road Surface width, 20 feet - roadway base as needed - roadside shimming pavement throughout. (scheduled 2008)

Lindsey Road Surface width, 20 feet - light ditching throughout - roadside shimming pavement throughout. (scheduled 2008)

ROAD SURFACE MAINTENANCE SYSTEM (RSMS)

RSMS is a tool to help town officials take care of their roads more efficiently by managing both time and money. Road monies are best managed by finding the most cost-effective way to distribute the limited amount of dollars among the many roads that need attention.

Time is managed by taking into account the life expectancy of different types of road repairs to establish when and how often the work should be performed. This tool provides a disciplined, systematic way for the town to identify necessary road maintenance and to decide on a plan of action to address those needs in a timely fashion. The most important benefit is that the RSMS allows priorities and needs to be explained in a clear and concise manner. Under RSMS, road-funding decisions can be made with confidence since there is reasonable assurance that maximum benefit will be attained for every tax dollar that is spent.

DANGEROUS INTERSECTIONS & STRETCHES OF ROADS

Maine DOT calculates roadway and intersection safety using Critical Rate Factors (CRF), which correspond to the number of times the actual crash rate exceeds the expected (average) crash rate at a given location, considering total traffic volume. According to Maine DOT from 1997 through 2001, there were 228 crashes causing property damage but no injuries. There were no fatalities in this period or accidents with incapacitating personal injuries. Twenty-seven crashes involved evident personal injuries, 43 involved possible personal injuries. Driver inattention was the cause of most accidents. Most accidents involved running off the road, followed by deer crashes and rear end crashes.

From 1997 through 2001, high crash locations (HCLs) (8 or more accidents at the same place within 3 years) included the following:

1. SR 9/US 202 from the Miles Rd intersection to the Dixmont town line
2. Mudgett Rd, entire length
3. SR 9/US 202 intersection with SR 69
4. I-95 east of on and off ramps

Please see the map titled Transportation: Traffic Volumes and Safety for the high crash locations on Newburgh's roadways at the end of this section.

There are no other locations that residents believe are dangerous and worth remediation:

Speeding problems are found on many of the local roadways, particularly the Kennebec road since it and Route 9 have been re-paved. Lack of enforcement at the local level appears to be the major reason for the speeding issue.

TRAFFIC CONTROL DEVICES

There is only one traffic signal within the town, which is a flashing light located at the intersection of Routes 9 and 69. The community does not believe that any additional traffic signals are necessary at this time.

BRIDGE INVENTORY

Overall, our bridges are in average condition. Maine DOT has decided to replace the Ward Bridge (3863) on SR 9/US 202 over Ward Stream, at an estimated cost of \$175,000, from federal STP and state funds. Please see the map titled Bridges and Posted Speeds for bridge locations.

Table H-6: Bridge Inventory

NAME	MAINE DOT #	ROAD	CROSSES	OWNED	CONDITION
Doctor Hill Bridge	5897	North Rd	Thurlow Brook	State	No Deficient Signs
Jordon Bridge	5845	Kennebec Rd	Souadabscook	State	No Deficient Signs
Kelley Bridge	3644	SR 69 (Carmel Rd N)	Ward Stream	State	No Deficient Signs
Mill Bridge	0854	Littlefield Rd	Jordon Brook	Town	No Deficient Signs
SR 69/I-95 Bridge	5967	I-95	SR 69	State	No Deficient Signs
Ward Bridge	3863	SR 9/US202	Ward Stream	State	No Deficient Signs

Source: Maine DOT and Town of Newburgh

PUBLIC TRANSPORTATION

Penquis CAP provides limited transport of elderly and low-income persons. Concord Trailways has regularly scheduled trips between Portland and Bangor.

ACCESS MANAGEMENT

Access Management is the planned location and design of driveways and entrances to public roads to help reduce accidents and prolong the useful life of an arterial. Arterial highways represent only 12% of the state-maintained highway system, but carry 62% of the statewide traffic volume.

Most of our principal roads are heavily traveled now; accordingly, there is a need to protect them from future degradation and the significant taxpayer expense of adding remedial capacity.

Maintaining posted speeds on this system means helping people and products move faster, which enhances productivity, reduces congestion-related delays and environmental degradation. By preserving the capacity of the system that we have now, we reduce the need to build costly new highway capacity such as new travel lanes and bypasses in the future.

Maine DOT has established standards, including greater site distance requirements for the permitting of driveways and entrances for three categories of roadways: retrograde arterials, mobility arterial corridors, and all other state and state-aid roads. In Newburgh, there are no retrograde arterials or mobility arterial corridors. All state and state aid roads in town come under the third category set by Maine DOT, which have the least strict standards set.

Planning Boards and Code Enforcement Officers should advise property owners who seek to put in a new driveway or entrance, which connects to a state or state-aid road, or change the use, location or grade of an existing entrance or driveway, to contact Maine DOT for a permit application.

When reviewing major subdivisions, Planning Boards should contact Maine DOT to be advised on the projected traffic impact of such developments. Doing this will help the Planning Board to review the subdivision under the State Subdivision Statute criteria.

CORRIDOR MANAGEMENT PLANNING

To guide access management decisions, municipalities can formulate corridor management plans that seek to encourage residential, commercial and industrial development with entrances and driveways co-located and with the needed road improvements paid for by the developer. Corridor management plans outline the appropriate locations for such access management techniques as frontage roads, shared driveways, intersections, turn lanes and signals.

Municipal costs can be minimized for maintaining roadway corridors that are well planned rather than roadways that are compromised by piecemeal development. In the past, the unplanned placement of commercial and public facilities on arterial highways has seriously impaired the

free flow of traffic, requiring taxpayers to fund expensive remedies.

The town could provide an incentive by planning development areas to improve and coordinate existing access points to provide safe and convenient access to existing and expanding clusters of businesses and residences. Based on the corridor management plan, the land use ordinance could be amended to regulate new commercial development to use such planned access. In keeping with state access management rules and principals, sight distance improvements and traffic signals should be sought as needed to increase safety and maintain mobility.

AIRFIELDS/AIRPORTS

Miller's Field is the only airfield available to the public (Long/Lat: 068-58-53.150W/44-44-58.250N, elevation 160 feet). It is privately owned, for daylight use, not certified, with a runway 2,400 feet long. Fuel is not available. Approximately 15 single-engine aircraft are based here.

Several other small private airfields exist within the community.

Primary regional airports include:

1. Bangor International Airport provides national and international commercial passenger and freight services, as well as civil defense operations. The largest runway is 11,441-foot long. Car rental services are available.
2. Augusta State Airport serves Augusta and Kennebec County with scheduled commercial service, air taxi and general aviation, and is owned by the State of Maine. The longest runway extends 5000 feet. Fuel is available: 100LL Avgas and Jet A.

RAIL LINES

There are no active rail service or rail lines in Newburgh.

SIDEWALKS/PEDESTRIAN FACILITIES/PARKING

There are no sidewalks, pedestrian crossings or major public parking facilities in town. It is the opinion of the town that major public parking, sidewalks and crosswalks are not necessary at this time and will not be necessary during the life of this plan.

REGIONAL TRANSPORTATION ADVISORY COMMITTEE (RTAC)

The RTAC process was created by Maine DOT to facilitate public participation during the formulation of transportation policy. RTACs are advisory committees consisting of citizens representing environmental, business, municipal, planning, and alternative transportation modes, as well as members of the public. The purpose of the RTAC is to provide early and effective input into Maine DOT's plans and programs. The RTAC process is an effort to de-centralize transportation planning and give the public an opportunity to help shape transportation policy and the decision-making process.

The RTACs, in collaboration with Maine DOT and Regional Planning Commissions, develop regional advisory reports for each RTAC Region. In the 2001 Advisory Report for our region, there are no priority recommendations specifically for Newburgh's roads. The priority receiving the most RTAC member support was ensuring Maine DOT's current timetable for highway improvements to bring all Maine arterials up to standard within 10 years, and all collectors within 20 years, is followed, not extended or eliminated. The second most supported priority was having Maine DOT pursue changing interstate weight limits (I-95) to be consistent with state highway limits.

Newburgh can ensure that their voice is heard at Maine DOT through continued involvement in the RTAC process and by continuing to participate in RTAC meetings by stating why their projects should receive funding priority.

MAINE DOT BTIP

The BTIP (Biennial Transportation Improvement Program) is Maine DOT's programming document that defines potential projects for the next two years. Municipalities can suggest projects to be included in the BTIP for potential funding. Due to a continuing shortfall of funds, some of the projects listed on the BTIP may not be funded (or completed) until the following BTIP (two years later). The 2004-05 BTIP lists these projects in Newburgh:

1. Bridge replacement: Ward Bridge (3863) on SR 9/US 202 over Ward Brook, at an estimated cost of \$175,000 from federal STP and state funds. (Scheduled 2006)
2. Highway improvement: Kennebec Rd (0.12 miles) improve site distance west of Dahlia Farm Rd, at an estimated cost of \$68,000 from state funds. (2005 Project)
3. Level 2 Highway Resurfacing: US 202 (9.93 miles) north of SR 7, at an estimated cost of \$2,377,000 from federal STP and state funds. (2005 Project)

On the town border, a Level 2 Highway resurfacing of I-95 northbound (13.47 miles) from Newport to the Newburgh town line is planned, at an estimated cost of \$2,575,00 from federal IM and state funds.

MAINE DOT SIX-YEAR PLAN

Maine DOT's Six-Year Plan was first released about two years ago with the purpose of providing a better link between Maine DOT's 20-year Transportation Plan (a policy-based document) and their Biennial Transportation Improvement Plan or BTIP (which is project-based and fiscally limited).

The 2004-2009 Six-Year Plan does not reference Newburgh specifically.

SUMMARY

Transportation linkages in Newburgh consist primarily of SR 9/US 202, SR 69, I-95, North Rd and Kennebec Rd. Our town is reliant on its road network as the primary means of transportation. Therefore, state and town roads should provide safe, reliable access to work, school, stores, and residences. Overall, Newburgh's roadways are in good condition. Given limited funding and the significant expense, the town has done a noteworthy job of maintaining its roads. Continued proper and affordable maintenance of the road network will be in the best interest of all residents. Addressing safety concerns of residents is crucial; especially important is access to and from SR 9/US 202.

POLICIES AND IMPLEMENTATION STRATEGIES

In order to encourage, promote and develop efficient transportation services and facilities that will accommodate Newburgh's anticipated growth and economic development; the following policies and strategies have been developed:

- 1. Policy:** The town will develop a priority system for construction and maintenance of town roadways.

Strategy: The town will adopt a formal Road Surface Management System to insure a disciplined, systematic way for the town to identify necessary road maintenance and to decide on a plan of action to address those needs in a timely fashion. The costs of maintenance and reconstruction will be included in the town's formal CIP.

Time Frame: On-going¹

Responsible Party: Selectpersons and/or Town Manager, Road Commissioner, Highway Department.
- 2. Policy:** The town will continue to plan for optimum use, construction, maintenance and repair of roads and new roads will be constructed to town standards.

Strategy: The town will encourage its road commissioner to participate in Maine DOT's road surface training program. Road performance standards will be incorporated in the subdivision ordinance and a road acceptance ordinance will be developed by the planning board and adopted by the Selectpersons.

Time Frame: On-going

Responsible Party: Selectpersons and/or Town Manager, Planning Board and Road Commissioner.
- 3. Policy:** Access management performance standards will be included in the future land use ordinance.

Strategy: Performance standards that harmonize the access of driveways and entrances with the state access management regulations will be incorporated into the town's future land Use Ordinance. The planning board will contact Maine DOT and request to be advised on the projected traffic impact of proposed major subdivisions, as reviewed by the planning board under the State Subdivision Statute. The town will consider planning development access areas and working with Maine DOT to improve and coordinate existing access points to provide safe and convenient access to existing and expanding clusters of businesses. The land use ordinance will encourage new commercial development to areas utilizing such planned access. In keeping with access management principals, no new major intersections will be sought. However, traffic signals, if needed for safety given increasing volumes, will be considered.

Time Frame: Short-Term²

Responsible Party: Selectpersons and/or Town Manager, Code Enforcement Officer, Planning Board and Road Commissioner.

¹ On-going-Continuing

² Short-term- Within 2 to 5 years

- 4. Policy:** The town will work with Maine DOT and neighboring communities regarding transportation issues and any future corridor planning effort that may be undertaken.
Strategy: The town recognizes the importance of transportation planning and the importance of regional coordination with neighboring communities. Any future corridor plan will insure compliance with the Maine DOT rules and will serve as a guide to the communities in their decision making process.
Time Frame: Ongoing³
Responsible Party: Selectpersons and/or Town Manager, Code Enforcement Officer, Planning Board and Road Commissioner.
- 5. Policy:** The town will promote pedestrian and bicyclist friendly facilities.
Strategy: The town will welcome workable opportunities to create walking and bicycling spaces and will work to facilitate the development of park and walk, or park and bike, public parking facilities as opportunities arise. Through public participation the town will prioritize potential projects, and then seek CDBG infrastructure funds, Maine DOT Enhancement funds, and other sources, to connect and extend existing pathways and create paths and crosswalks where best suited and in agreement with landowners. Public support for these project proposals will be obtained before the town commits resources.
Time Frame: Short-Term
Responsible Party: Selectpersons and/or Town Manager, Code Enforcement Officer, Planning Board and Road Commissioner.
- 6. Policy:** The town will advise citizens on the availability of public transportation.
Strategy: The town will display information at the town hall regarding public transportation availability with the area.
Time Frame: Immediate⁴
Responsible Party: Selectpersons and/or Town Manager.

³ Ongoing-Continuing

⁴ Immediate-Within 1 to 2 years

The goal of this section is to plan, finance, and develop an efficient system of public infrastructure and services to accommodate anticipated growth and economic development. This section will discuss available public and private services within the community to determine if the current available resources are adequate to serve the town's current and future needs.

GENERAL MUNICIPAL ADMINISTRATION

The town operates with a selectperson/town meeting form of government with a town manager who handles daily operations. The 3 member board of selectpersons serves staggered 3 year terms and typically meets once a month. The fiscal year runs from January 1 to December 31 and approval for the budget is achieved through the annual town meeting/election that is held on the second Saturday in March.

Newburgh is part of Senate District #010, Congressional District #2, and House District #114.

BOARDS AND COMMITTEES

The board of selectpersons appoints long term, short term and project committees as needed.

- Board of Selectpersons (voted 3 members)
- Board of Appeals (3 members, appointed by the Town Manager)
- MSAD #22 Board of Directors (2 members voted at by secret ballot election)
- Planning Board (5 members and 2 alternates, elected at Town Meeting)
- Cemetery Committee (5 members appointed by Town Manager)

MUNICIPAL SERVICES AND FACILITIES

Town Office/ Administration

The town office is located at 2660 Western Ave. and houses the majority of the administrative offices. Office staff consists of a town manager/treasurer/tax collector, a town clerk/deputy tax collector and a deputy treasurer.

The hours of operation for the Town Office are Monday and Friday from 8:00AM to 4:00PM and Tuesday, Wednesday and Thursday from 8:00AM to 6:00PM.

The Town Office building is a temporary office building from the Town of Orono that resembles a one-story ranch house.

Due to the town's small size, there is no Public Works Department and this function of the town is handled contractually. The selectmen also serve as road commissioners. The town's sand and salt pile is located in the quonset shed at the town's gravel pit on the Mudgett Road.

Transfer Facility, Solid Waste Management, and Recycling

Newburgh does not have a transfer station within the community. Trash pick-up is available in the town, curbside every Friday by a private contractor. In 2003, Newburgh residents generated 0.41 tons of trash per person. This figure is a fairly typical rate for Maine communities. Residents can also deliver their demolition debris and bulky waste to the landfill in Hampden.

Recyclable items such as newspaper, magazines, catalogues, phone books, tin and aluminum cans, plastic bottles, glass bottles and jars, and cardboard are picked up curbside once a month by a private contractor. Heavy/bulky item pick-up is available twice a year on the first Saturday in October and May. Hazardous waste clean-up is accomplished in coordination with the City of Bangor. Newburgh has a charter waste disposal agreement (since 1991) with the Penobscot Energy Recovery Company's (PERC) facility in Orrington. This agreement provides for a cash distribution back to the town, based on plant performance including the number of tons that are actually delivered by Newburgh to the facility. Performance standards, including the town's "guaranteed annual tonnage" (GAT) of 500 tons, were established based on the town's historical trash tonnage and anticipated growth (please see below for details).

Table I -1

Delivered Tonnage	Year
573	2003
568	2002
537	2001
545	2000

Legally, each of Maine's municipalities must submit an annual report of its solid waste management practices. The state goal for recycling or composting is 50% of municipal solid waste tonnage generated each year within the state. Many communities have not achieved this goal. In 2000, Newburgh had a 23.5% recycling rate and according to the State Planning Office by 2003 this figure had slipped to 12.5%. Although this appears to be a decline in the overall recycling rate, reporting abnormalities may be impacting the figures.

During Calendar Year 2002, the Town of Newburgh paid \$74,075 for waste disposal (inclusive of trash pick-up, tipping fees, recycling and septic sludge) and received \$81.60 in revenues from recycling. These figures are not anticipated to significantly change over the planning period.

During the planning period, the volume of waste generated is not anticipated to exceed the capacity of public solid waste disposal system. Recycling should be actively promoted in the community. A policy and strategy to improve these rates is included at the end of this section.

Public Water Supply

The town of Newburgh does not supply public water services to their residents. Resident’s water is supplied using private wells.

There are two public wells located within the community.

Table I -2

Well ID	Owner Name	Location
432101	MSAD #22 Newburgh Elementary School	2220 Western Ave Newburgh
91750101	Persistence Seniors Housing	Carmel Road North

Although not listed as a public well on the state’s website, the town office has a well that is also used by the Fire Department.

Please see the map titled “Public Wells Town Summary Report” at the end of this section for the locations of the above described wells, with the exception of the Town Office well.

Wastewater Treatment Facility

There is no wastewater treatment facility in town. Individuals utilize private wastewater disposal systems.

Storm Water Management System

The only storm water system consists of just ditches.

Police Protection

The town’s police protection is provided by the State Police and Penobscot County Sheriff’s Department.

Fire Protection

The Fire Station is located at 2660 Western Ave., almost directly beside the Town Office. There is also a one bay truck garage on the Kennebec Road.

The following pieces of equipment are maintained by the town of Newburgh:

Table I -3

Year	Make	Model/Type
2002	Freightliner	1250 gal pumper
2000	Freightliner	Tanker
1977	International	Tanker
1958	Army Surplus	Brush Truck

There are 29 volunteer members of the fire department and they meet on the first Tuesday of every month for the business meeting. Training sessions are the third Tuesday and work sessions are the fourth Tuesday of each month. The fire department currently meets standards. Each year \$31,073 is raised to maintain the department’s equipment and the department applies for state and federal grants, when they are available, to acquire any additional equipment that might be needed.

The Fire Department currently wishes to enlarge the Western Avenue firehouse, purchase another pumper and purchase additional air packs. Each year \$1,500 is put aside for the purchase of a compressor to fill air packs. At the moment the airpacks are filled by the Bangor Fire Department.

The department also has written mutual aid agreements with adjoining communities.

According to information contained in the town report for the year 2002, the fire department responded to 39 calls, down from 54 calls in 2001.

- 4 chimney fires
- 2 structure fires
- 1 grass fire
- 13 personal injury accidents (car accidents)
- 3 vehicle fires
- 2 requests for mutual aid
- 2 utility problems
- 3 traffic hazards
- 8 miscellaneous calls

Ambulance Service

Ambulance service is provided by Community Ambulance located on the Kennebec Road Dixmont. Additionally Capital and Hampden ambulance services are available when needed.

Enhanced 9-1-1

Newburgh has completed the physical addressing of all properties. All addresses have been approved and assigned. The E9-1-1 service automatically displays a caller's address on a computer screen at a call-answering center. Also, the caller's telephone number will be displayed on screen and can automatically be redialed if the line is disconnected. The deputy town clerk is responsible for assigning addresses and correspondence with the state.

Cemeteries

Newburgh has seven cemeteries that are maintained by the town. The town estimates that capacity in these existing facilities is sufficient for the next twenty years.

Table I -4

Cemetery Name	Capacity
Knowlton Cemetery	Full
Leavitt Cemetery	Full
Arnold's Corner Cemetery	Full
Bickford Cemetery	25-30
Lufkin Cemetery	Full
Hill Cemetery	25-30
Chapman Cemetery	15-20
Brookside Cemetery	400

MAIL DELIVERY

The local post office is located on Western Avenue in Hampden and it provides both post office boxes and delivery under the 04444 zip code for Newburgh.

EDUCATION

Daycare

There are 2 daycare providers in the town of Newburgh. These services are also provided in the neighboring communities of Bangor and Hampden.

Preschool

A preschool class is located at Newburgh Elementary.

Elementary

The Newburgh Elementary School provides education for Kindergarten through fifth grade students and is located at 2220 Western Ave. in Newburgh. In 2002 this school served 78 students with a 10.4 students per teacher ratio.

MSAD #22 includes the towns of Newburgh, Hampden and Winterport. The district has a total of 13 School Directors (7 from Hampden, 4 from Winterport and 2 from Newburgh) and the following schools:

Table I-5

School Unit	Grades	Enrolled Pupils
Earl C McGraw School (Hampden)	K-2	279
Leroy H Smith School (Winterport)	K-5	276
Newburgh Elementary School (Newburgh)	PK-5	94
George B Weatherbee School (Hampden)	3-5	304
Reeds Brook Middle School (Hampden)	6-8	379
Samuel L Wagner Middle School (Winterport)	6-8	175
Hampden Academy (Hampden)	9-12	790

Source: State of Maine Dept of Education as of October 1, 2003

The following table shows the 2001-2002 per pupil costs in dollars for MSAD #22 and the state:

Table I-6

Location	Elementary (K-8)	Secondary (9-12)
MSAD#22	\$5,446.90	\$5,999.16
Statewide	\$5,230.00	\$5,978.00

Source: State of Maine Dept of Education

The following table shows the 2001-2002 mil rate (dollar amount of the tax rate that is attributable to education costs) for the school unit and the state.

Table I-7

Location	Mil Rate
MSAD#22.	\$15.38
Statewide	\$11.88

Source: State of Maine Dept of Education

Newburgh Recreation After School Program

This program is sponsored by the town of Newburgh recreation department and is open to Newburgh children in kindergarten through grade five. The program is designed to offer recreational/educational opportunities to children in a safe, secure and well-supervised environment. The program is from 2:45 PM to 5:30 PM Monday –Friday.

Vocational and Technical Schools

United Technology Center in Bangor.

HEALTH CARE

Within the town of Newburgh there are no hospitals, nursing homes, health centers or medical offices. The town depends primarily on Bangor for their health care needs. Some other health care options are available in Carmel, Winterport, Hampden and Monroe.

Assisted Living Facilities

None located in Newburgh.

Boarding Homes

There are no boarding homes located within the Town of Newburgh.

LIBRARY

Newburgh does not have a local library. Most individuals use the Hampden or Bangor facilities and a fee is charged.

COMMUNITY SERVICES AND SOCIAL COMMITTEES

A food cupboard is located locally on the Lindsey Road at the Full Gospel Church and there are no social committees located within the town.

PUBLIC UTILITIES AND SERVICES

Electrical Service

Bangor Hydro Electric

Central Maine Power (Supplies power to only the north west section of town and the western end of the Kennebec Rd)

Telephone Service

Telephone service is primarily supplied by Unitel and Verizon.

Television Stations

WLBZ - Channel 2 (affiliated with NBC)

WABI - Channel 5 (affiliated with CBS)

WVII - Channel 7 (affiliated with ABC)

Maine Public Broadcasting System - Channel 12

Newspapers

Bangor Daily News (daily)

Portland Sunday Telegram (Sunday)

Internet Providers

Many providers are available.

POLICIES AND IMPLEMENTATIONS

In order to plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development, the town has developed the following policies and implementation strategies:

- 1. Policy:** The town will continue to maintain public buildings.
Strategies: Town buildings will be maintained to insure that they meet their intended purpose. The town will seek grants or submit bond proposals as may be required to expand or replace public buildings. The town will continue to review the uses and needs of town buildings since it is recognized that as the community grows the potential exists for the need to expand existing facilities.
Time Frame: Long term¹
Responsible Agent: Voters, and Selectpersons.
- 2. Policy:** Roads in town will continue to be maintained.
Strategies: The town will effectively use revenue sharing and submit bond proposals as may be required to repair and maintain town roads.
Time Frame: Ongoing
Responsible Agent: Voters, and Selectpersons.
- 3. Policy:** The cemeteries will continue to be maintained.
Strategies: The town will continue to fund reserve accounts to maintain the town’s cemeteries.
Time Frame: Ongoing²
Responsible Agent: Voters, and Selectpersons.
- 4. Policy:** The town will continue to evaluate the most cost effective and environmentally friendly methods of solid waste disposal and recycling and look to increase recycling revenues, to off set waste disposal costs and the municipal taxes used to pay those costs, by encouraging citizens to recycle more.
Strategies: The town will continue to educate its citizens on the importance of recycling using literature on the environmental and fiscal benefits, and school programs teaching children on ways to recycle. The recycling committee will be re-established in an effort to further promote recycling.
Time Frame: Ongoing
Responsible Agent: Voters, and Selectpersons.

¹ Long term-Within 5 to 10 years

² Ongoing-Continuing

The primary funding source for municipal government is through property tax revenues. In order for a municipality to maintain a consistent mil rate from year to year, town government must operate in a manner that is fiscally responsible. Large fluctuations in the tax rate can cause public outcry and can also discourage economic development. Stable municipal finances are the fundamental responsibility of town government, although the priorities of the town can change from one election year to another. It is important for Newburgh to diligently handle all yearly expenditures while concurrently planning for the town's long-term objectives. As is the case with any business, the physical assets of Newburgh must be properly maintained through capital reserve accounts to protect the town's continued economic health.

Newburgh operates with a town meeting form of government. At the annual town meeting, attending residents determine what expenditures to approve. One difficult aspect of this form of government is that as attendance changes from year to year so may the focus of the expenditures; therefore, it is sometimes difficult for the community to follow a capital improvement plan.

The goal of this section is to plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development without placing an enormous burden on the town's taxpayers.

The majority of the financial information for this section was extracted from town reports or obtained from the local assessing office.

VALUATIONS

As mentioned above, the town's primary revenue source is through the taxation of real and personal property. These taxes are assessed to local property owners according to the fair market value of their property. This assessment is known as the municipal or town valuation and is determined by the local tax assessor.

According to the town report, Newburgh's total real and personal property valuation was \$44,387,560 in 1997-1998 and has risen to \$49,704,618 for 2002.

The town does not have any one taxpayer that pays a large portion of the tax base.

State law provides for tax exemptions for certain types of property, such as: charitable and benevolent, religious, literary and scientific, and governmental. Generally, the previously mentioned properties would be totally non-taxable by exemption. Partial exemptions also exist for veterans of foreign wars or their widows that have not re-married; individuals who are legally blind and homestead exemptions for the homeowner's primary residence. The state does provide some reimbursement to the municipalities for veteran and homestead exemptions. However, in many communities the number of exempt properties is increasing which decreases the municipal tax base. Since exemptions are established by statute, the town has virtually no choice but to grant an applicable exemption. Often, in such a case as a real estate transfer to a tax-exempt organization, the town has little notice that the property will seek exempt status and then the town must deal with the impact on the upcoming budget. As the amount of these exemptions increases, it becomes very difficult for the community to maintain a constant tax rate.

The State of Maine also places a total valuation on the town. This value is known as the State Valuation. Every year all arms length sales that have occurred in that community are reviewed by Maine Revenue Services Property Tax Division. (An arms length sale is a sale that occurs between a willing seller and a willing buyer without any extenuating circumstances. Examples of non-arms length sales could be estate sales, interfamily transfers, foreclosure sales and auctions.) These sales are compared to the town's local assessed values to determine the assessment ratio or the percentage of market value that the town is assessing. The state's valuation is used to determine the amount of revenue sharing the town will receive and the portion of the county tax that the municipality will pay.

Although the assessor's records indicate that the town has not had a total town-wide revaluation since 2001, the town's current state certified assessment ratio is 100% of market value. The state indicates that a town should be revalued at least once in every 10-year period. However, they also indicate that a revaluation must be preformed when the assessment ratio falls below 70% of market value.

MIL RATE

After the town's budget has been approved and all applicable state and local revenues are deducted from the approved expenditures, the town arrives at the dollar amount that will be raised through tax revenues. This amount is called the net commitment or appropriation. The local assessor arrives at a valuation for each taxable property in the town and the taxpayers are assessed their share of the tax burden through a mathematical calculation. The total appropriation is then divided by the total taxable or assessed valuation of the town to arrive at the minimum tax rate. This rate is usually expressed in dollars per thousand-dollars of valuation, or in decimal form, commonly referred to as the mil rate. The difference between the amount that is actually committed to the collector and the total appropriation is called overlay. Overlay is commonly used to pay any tax abatements that are granted during that tax year. Any overlay that remains at the end of the year is usually placed into the general fund. The overlay cannot exceed 5% of the total appropriations. Since the mil rate is a direct result of a mathematical calculation, fluctuations in this rate will occur from year to year if there is a change in the total valuation or the tax commitment.

Table J-1

Historical Tax Rate						
	1997	1998	1999	2000	2001	2002
Mil Rate	\$18.20	\$20.50	\$19.70	\$19.40	\$17.00	\$17.00

ASSESSOR'S REPORT

Each year as part of the mil rate calculation, the town's assessor completes a Tax Rate Calculation form. The form lists the assessed property valuation (both real and personal) within the town, the expenditures and the allowable deductions such as State Municipal Revenue Sharing and other revenues. The following table shows this information for 1997 and 2002.

Table J-2

	1997	2002
Assessed Real Estate	\$43,857,800.00	\$48,209,000.00
Assessed Personal Property	\$529,700.00	\$1,495,618.00
Total Taxable Valuation	\$44,387,500.00	\$49,704,618.00
Assessments		
County Tax	\$41,817.00	\$58,363.50
Municipal Appropriation	\$194,556.00	\$616,601.00
School/Educational Appropriations	\$637,293.00	\$789,704.82
Overlay	\$15,716.00	\$13,139.19
Total Assessments	\$889,382.00	\$1,477,808.51
Allowable Deductions		
State Municipal Revenue Sharing	\$65,000.00	\$103,000.00
Other Revenue	\$16,530.00	\$481,156.00
Total Deductions	\$81,530.00	\$584,156.00
Assessment for Commitment	N/A	\$893,649.51
Less Homestead Reimbursement	N/A	\$48,671.00
Net Assessment for Commitment	\$807,852.00	\$844,978.51

Source: Town Reports

Note: The entry of N/A in the above table reflects the fact that the Homestead Program (established in 1998) was not yet in existence.

Please see Tables J-3 and J-4 for break downs of revenues and expenditures.

MUNICIPAL REVENUES AND EXPENDITURES

Revenue

Table J-3 below shows the major sources of municipal revenue for calendar years 1997 through 2002.

Table J-3

NEWBURGH'S REVENUES 1997-2001						
Revenue	1997	1998	1999	2000	2001	2002
Property Taxes	\$793,275.59	\$853,923.07	\$857,963.22	\$819,900.25	\$822,164.70	\$842,979.00
Vehicle Excise Tax	\$152,140.32	\$166,040.99	\$182,341.68	\$176,492.96	\$200,966.15	\$222,311.00
Stumpage	-	-	-	\$31,315.17	-	-
MRC Reimbursements	-	\$9,897.78	\$5,764.44	\$14,149.03	\$5,819.21	\$6,763.00
Persistence Fees	-	-	\$3,521.00	\$3,521	\$3,834.00	\$3,938.00
Fines	-	\$8,810.00	-	-	-	-
Permits, Fees & Charges for Services	\$6,503.15	\$5,882.00	\$3,127.25	\$5,401.78	\$2,719.87	\$10,560.00
Interest on Outside Trusts	\$20,467.32	\$20,781.60	\$22,008.56	\$23,040.60	\$21,159.79	\$22,962.00
Investment Income	\$5,532.28	\$8,621.48	\$13,376.06	\$17,036.31	\$14,822.74	\$5,889.00
Interest & Costs on Liens	\$12,972.45	\$13,922.97	\$12,375.49	\$10,204.91	\$8,957.11	\$6,899.00
Sale of Property	-	-	-	\$4,000	\$1,100.00	\$27,422.00
Reimbursement	-	-	-	-	-	\$3,385
Other Income	\$1,318.24	-	\$383.10	\$5,085.90	\$1,285.03	\$764.00
Intergovernmental Revenues:						
State Revenue Sharing	\$84,654.98	\$95,569.93	\$119,457.62	\$99,873.59	\$110,764.57	\$97,668
Homestead Reimbursement	-	\$55,617.00	\$55,906.00	\$44,936.00	\$59,258.00	\$48,671
Highway Block Grant	\$26,904.00	\$26,904.00	\$27,600.00	\$29,688.00	\$29,650.00	\$29,132
CDBG Grant	-	-	-	-	-	\$5,000
Veteran's Exemption	\$503.86	\$563.11	\$697.62	\$745.51	\$637.27	\$594
Tree Growth Reimbursement	\$1,921.00	\$5,062.16	\$5,292.74	\$4,554.39	\$4,391.17	\$3,815
General Assistance Reimbursement	\$2,328.43	\$18,303.34	\$3,868.27	\$1,332.29	\$3,424.91	\$984
Forest Fire Reimbursement	-	-	-	\$3,000	-	-
FEMA Reimbursement	\$1,232	\$54,297.17	-	-	-	-
Fire Department Refund	-	-	\$35,010.22	\$1,477.55	-	-
Salt Shed Reimbursement	-	-	\$39,828.15	-	-	-
Other	\$304.91	-	-	-	-	-
Snowmobile	-	\$1,961.25	\$897.45	\$975.28	\$1,062.88	\$850
Total	\$1,110,058.53	\$1,346,157.85	\$1,389,418.87	\$1,296,730.52	\$1,305,228.21	\$1,340,586

Source: Newburgh's Town Reports.

In the above table, the following are the explanations for the notable entries:

- Persistence Fee is a payment in lieu of taxes. Persistence is tax exempt housing units as further described in the housing section.
- The categories for Reimbursement and Fines are relative to a violation where the court has ordered payments to the town from the person in violation.

Expenditures

Table J-4 below illustrates the amount of money expended for each of the major departments within the town of Newburgh for calendar years 1997 through 2002.

It is difficult to predict municipal expenditures for the next ten years. Demands for services, county assessments, valuation, population, and many other factors all enter the very political process of determining expenditures every year.

Table J-4

MUNICIPAL EXPENDITURES							
CATEGORY	1997	1998	1999	2000	2001	2002	% CHANGE 1997-2002
General Government	\$75,394.03	\$103,486.85	\$120,432.03	\$105,539.18	\$139,778.10	\$169,689.00	225%
Protection	\$21,565.00	\$22,444.00	\$39,330.62	\$28,644.88	\$37,510.53	\$20,519.00	-5%
Public Works	\$224,812.18	\$277,072.81	\$214,336.43	\$230,542.92	\$276,108.40	\$252,866.00	12%
Health & Sanitation	\$57,016.00	\$70,604.17	\$67,426.15	\$62,029.26	\$72,413.69	\$74,075.00	30%
Leisure / Culture Service	\$6,392.00	\$7,248.00	\$7,837.84	\$8,275.55	\$8,722.78	\$7,972.00	25%
Social Services	\$10,637.70	\$18,021.99	\$7,120.74	\$3,776.55	\$10,094.81	\$4,945.00	-215%
County Tax	\$41,816.70	\$42,568.50	\$43,104.00	\$46,360.50	\$51,236.25	\$58,364.00	40%
Education	\$669,293.60	\$722,368.27	\$733,884.31	\$670,183.95	\$755,430.64	\$789,695.00	18%
Capital Outlay	-	-	\$3,683.54	\$2,309.20	\$2,893.20	\$64,783.00 (Fire Truck)	-
Abatements & Discounts	\$14,127.09	-	-	-	-	-	-
Debt Service	-	-	-	-	-	\$12,903.00	-
Unclassified	\$3,172.66	\$11,210.24	\$9,102.85	\$7,611.24	\$10,273.54	\$7,987.00	251%
Total	\$1,124,226.96	\$1,275,027.83	\$1,246,258.51	\$1,165,273.23	\$1,364,461.94	\$1,463,798.00	30%
Source: Newburgh's Town Reports							

In the above table, the following are the explanations for the entries that have a notable change:

- The General Government category has increased substantially from 1997 to 2002. This account is utilized for all the town's wages. Additionally, in recent years the town has changed to a town manager form of government.
- Capital Outlay and Debt Service for 2002 reflect the purchase of the new fire truck. The Debt Service portion encompasses the payment for the truck.
- The Public Works line item provides for the care of roads, the Health and Sanitation account relates to PERC fees for trash disposal and Leisure/Cultural Services provides funding for recreational opportunities.

CAPITAL IMPROVEMENT PLAN

The comprehensive plan recognizes planned growth and a diverse mix of land uses within the town as an important aspect of fiscal planning. The primary implementation strategy for the fiscal capacity section is the development of a capital improvement plan (CIP). The purpose of a CIP is to establish a framework for financing needed capital improvements. A CIP guides budgeting and expenditures of tax revenues and identifies needs for which alternative sources of funding such as loans, grants or gifts will be sought. Capital improvements are investments in the repair, renewal, replacement or purchase of capital items. Capital improvements differ from operating expenses or consumables. The expense of consumables is ordinarily budgeted as operations. Capital improvements generally have the following characteristics: they are relatively expensive (usually having an acquisition cost of \$5,000 or more); they usually do not recur annually; they last a long time (usually having a useful life of three or more years); and they result in fixed assets. Capital items can include equipment and machinery, buildings, real property, utilities and long term contracts and are funded through the establishment of financial reserves.

Capital improvements are prioritized each year in the budget process based on the availability of funds and the political will of the community. A complete CIP describes expected yearly investment and allows for both changes in priorities and reduction of available funds. The CIP is intended to prevent an unavoidable capital improvement from occurring in a single fiscal year. The unexpected purchase of a sizeable improvement can overburden the tax rate and cause large fluctuations in tax bills from year to year.

A CIP attempts to illustrate all expected capital improvements over a number of years. The longer the useful life of a capital item, the lower the annual provision for its eventual improvement. It is important that capital improvements be financially provided for each fiscal year, minimizing later expense.

For the purpose of this plan, the total costs have been recognized with an indication of the expected time frame for each item that is desired based on priority ratings. The town does not currently utilize a capital improvement plan but does have a reserve account for small capital investments. A CIP will provide for a yearly allocation of available and applicable funds. Each year any necessary changes can be made to the CIP and be included in the annual budget. The Selectpersons will annually review the funding requests and make a recommendation for town meeting review.

The capital improvements identified below were assigned a priority based on the listed rating system. Logically, "A" improvements would be implemented prior to "B" and so on. A lower priority item may be funded ahead of schedule if higher priority items have already been funded or are prohibitively expensive, or if other sources of revenue (such as donated funds) become available. In order to fund some capital improvements projects, it may be necessary to begin to identify funding sources and set aside funds in advance of the projected time of funding.

A - Immediate need. A capital improvement rated in this category would typically remedy a danger to public health, safety and welfare.

B - Necessary, to be accomplished within two to five years. A capital improvement rated in this category would typically correct deficiencies in an existing facility or service.

C - Future improvement or replacement, to be accomplished within five to ten years. A capital improvement rated in this category would be desirable but is of no urgency. Funding would be flexible and there would be no immediate problem.

D - Desirable, but not necessarily feasible within the ten year time frame of the current plan.

Projects previously mentioned and identified throughout this comprehensive plan and existing reserve accounts are the basis for this capital improvement plan and have been incorporated into the table on the next page.

The following Table is based on information as of the start of the 2003 budget process. These figures are rough estimates of anticipated costs subject to review by the town’s voters.

Table J-5

CAPITAL IMPROVEMENT PLAN				
ITEM	COST	PRIORITY	RESPONSIBLE PARTY(ies)	FUNDING SOURCES
Community Center/Town Office	\$100,000.00	D	Town Manager Voters	Local Taxes Grants/Bonds
Ball Field (Maintenance)	\$2,000.00	D	Town Manager Voters	Local Taxes
Thermal Imaging Camera	\$25,000.00- \$50,000.00	D	Town Manager Voters	Local Taxes Fundraisers
Airpack Refilling System	\$2,500.00	D	Town Manager Voters	Local Taxes Fundraisers

POLICIES AND IMPLEMENTATIONS

In order to plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development the town has developed the following policies:

- 1. Policy:** The town will further refine its capital improvement plan.
Strategies: A capital improvement plan (CIP) will be finalized to provide funding for an ongoing allocation of available and applicable funds. Each year any necessary changes will be made to the CIP and it will be included in the annual budget for voter approval.
Time Frame: Immediate
Responsible Agent: Selectpersons and/or Town Manager, Voters and Department Heads.
- 2. Policy:** The town will support economic development to maintain a stable tax base.
Strategies: Responsible economic development as outlined in the employment and economy section of this plan will continue to be actively encouraged through the use of the future Land Use Ordinance.
Time Frame: Immediate
Responsible Agent: Selectpersons and/or Town Manager.
- 3. Policy:** The town will continue to provide the most efficient and cost effective operation and finance of existing and future facilities and services.
Strategies: A review of the funding requests will be conducted yearly and recommendations will be made for town meeting review. A Building Committee will be established to function as an advisory board to the town manager and selectmen for future building needs. These procedures will promote an efficient and cost effective methodology for financing and operating the existing and future facilities of the town.
Time Frame: Immediate
Responsible Agent: Selectpersons and/or Town Manager.

The land use section of this plan is based on the information found in the Inventory and Analysis of the Comprehensive Plan. Although the land use plan is shaped by the policies developed in each section, consideration is given to the existing land use patterns and the expected future land use needs. Existing land use patterns are reviewed and efforts are made to minimize non-conforming uses within each proposed zone.

Growth management legislation requires the creation of growth and rural zones. The designation of growth zones is intended to direct development to areas most suitable for such growth and away from areas where growth and development would be incompatible with the protection of rural resources. Based on growth management, growth areas are to be located close to municipal services to minimize the cost to the municipality for the delivery and maintenance of these services. The designation of rural zones is intended to protect agricultural, forest, scenic areas, and other open space land areas from incompatible development and uses.

DEVELOPMENT PRESSURE

Newburgh has experienced residential growth throughout the community due to its location on the outskirts of Bangor. Furthermore, the access to the interstate system makes the community a prime location for both residential and commercial development. Some home-based businesses have been established and some conversions of farmlands have already occurred. It is expected that this trend will continue, since Newburgh has land available for development and since individuals are choosing to relocate away from the city but within commuting distance of their employment in the Bangor area.

EXISTING LAND USE PATTERN

Newburgh's existing land use patterns are illustrated on the Existing Land Use Map located at the end of this section. Newburgh does not have a traditional downtown area and is comprised of mostly residential uses with some public and commercial uses. Historically the town was entirely agricultural. However, recently the community has seen an influx of sporadic residential development. Currently the farming community consists primarily of orchards, hay and corn production, dairy, Christmas tree and horse farms.

The remainder of the town is mostly forest, marshes, residence and former farmlands, combined with some businesses and residences, with the exception of the northeast corner which has some small scale industrial uses.

Historically, Newburgh's development has consisted of a farm-based economy with agricultural activities such as dairy farms and crop production. In recent history, residential development in Newburgh has occurred in various locations due to the lack of land use controls. Although this sort of growth is the largest development challenge that Newburgh currently faces, the town recognizes the importance of growing in a responsible manner. Through this plan and the future

land use ordinances, the town has undertaken the task of directing growth into the most appropriate areas while minimizing the non-conforming impact on existing uses.

Please see Map K-1 at the end of this section for existing land use patterns.

ANTICIPATED FUTURE DEVELOPMENT TRENDS

If the current development trends continue and accelerate in Newburgh without the appropriate zoning regulations, the possibility exists that Newburgh will lose the community character that all have grown to love.

Since 1970 Newburgh's population has increased by slightly more than 90%. The State planning Office population projections through 2015 indicate that growth will continue at an approximate rate of 6% per decade.

Newburgh has a number of new constructions/residences occurring each year. The following table shows the number of new residences based on building permit information.

BUILDING PERMITS 1998-2002					
Type of Permit	1998	1999	2000	2001	2002
Mobile Home	4	3	4	1	1
House	5	7	5	5	11
Apartment	2	-	-	-	1
Seasonal	-	1	-	-	3

Source: Town records

In 1990, mobile homes accounted for approximately 19% of the single family housing stock while by 2000 this number had declined to about 15%. This declining trend appears to be continuing upon review of the permit information for recent years listed above.

The single family residential home still remains the predominant type of housing unit (76.7% in 2000) in Newburgh; although the potential for additional multifamily units continue to exist.

Please see Map K-3 at the end of this section for permit locations.

PRESENT LAND USE REGULATIONS

Currently the Town of Newburgh has a number of existing land use regulations that are listed below.

Shoreland Zoning Ordinance (Maine *Land Use Laws*, 1992) - Shoreland areas include those areas within 250 feet of the normal high-water line of any great pond, river or saltwater body, within 250 feet of the upland edge of a coastal or freshwater wetland, or within 75 feet of the high-water line of a stream. The purposes of these controls are to further the maintenance of healthful conditions; to prevent and control water pollution; to protect fish spawning grounds, aquatic life, bird and other wildlife habitat; to protect buildings and lands from flooding and accelerated erosion; to protect archaeological and historic resources; to protect freshwater wetlands; to control building sites, placement of structures and land uses; to conserve shore cover, and visual as well as actual points of access to inland waters; to conserve natural beauty and open space; and to anticipate and respond to the impacts of development in shoreland areas.

Currently the local Shoreland Zoning Ordinance contains the following districts:

- Resource Protection
- Limited Residential
- Stream Protection

The following are excerpts from the town's Shoreland Zoning Ordinance.

Resource Protection District

The Resource Protection District includes areas in which development would adversely affect water quality, productive habitat, biological ecosystems, or scenic and natural values. This district shall include the following areas when they occur within the limits of the shoreland zone, exclusive of the Stream Protection District, except that areas which are currently developed:

1. Areas within 250 feet horizontal distance, of the upland edge of freshwater wetlands and wetlands associated with great ponds and rivers, which are rated "moderate" or "high" value by the Maine Department of Inland Fisheries and Wildlife (MDIF&W) as of January 1, 1973.
2. Floodplains along rivers and floodplains along artificially formed great ponds along rivers, defined by the 100 year floodplain as designated on the Federal Emergency Management Agency's (FEMA) Flood Insurance Rate Maps or Flood Hazard Boundary Maps, or the flood of record, or in the absence of these, by soil types identified as recent floodplain soils.
3. Areas of two or more contiguous acres with sustained slopes of 20% or greater.
4. Areas of two (2) or more contiguous acres supporting wetland vegetation and hydric soils, which are not part of a freshwater wetland as defined, and which are not surficially connected to a water body during normal spring high water.
5. Land areas along rivers subject to severe bank erosion, undercutting, or river bed movement.

6. Other Important wildlife habitat.
7. Natural sites of scenic or aesthetic value.
8. Areas designated by Federal, State or Municipal government as natural areas of significance to be protected from development.
9. Other significant areas which should be included in the district to fulfill the purposes of the shoreland zoning ordinance, such as existing public access areas and certain significant archaeological and historic sites deserving of long-term protection as determined by the municipality after consultation with the Maine Historic Preservation Commission.

Limited Residential District

The Limited Residential District includes those areas suitable for residential and recreational development. It includes areas other than those in the Resource Protection District or Stream Protection District.

Stream Protection District

The Stream Protection District includes all land areas within seventy-five (75) feet, horizontal distance, of the normal high-water line of a stream, or within two-hundred and fifty (250) feet, horizontal distance, of the upland edge of a freshwater wetland. Where a stream and its associated shoreland area is located within two-hundred and fifty (250) feet, horizontal distance, of the above wetland, that land area shall be regulated under the terms of the shoreland district associated with that wetland.

The community has also adopted the following local ordinances/regulations:

Building Ordinance – Requires that a written building permit be obtained from the Building Inspector prior to construction, conversion, or structural renovations. This ordinance also establishes building setbacks of 100 feet from the normal high water mark, 100 feet from the centerline of the road and 25 feet from any other lot boundary.

Land Use Ordinance – The purpose of the existing Land Use Ordinance is to help the town grow in a manner that will enable it to maintain its present rural character.

The ordinance contains the two following districts:

Residential and Agricultural/General Purpose District - This district includes all land that is not included in the Residential and Agricultural/Business District.

New uses in this district shall be limited to single family homes, farming, timber harvesting, sawmills, resource extraction, home occupations, nurseries/garden centers, grain and feed stores, antiques shops, neighborhood real estate offices, auto repair garages, barbers/hairdressers, “sit-down” restaurants, day nurseries, and municipal, state or institutional use, flexible residential development, and similar businesses employing 4 or fewer persons or the equivalent of four full-time employment positions and occupying less than 2,500 sq. ft. of indoor space.

Residential and Agricultural/Business District - This district includes all lands extending back 1,000’ from each side of Route 69 between the Carmel town line and Route 9 and also the North Road Extension, aka Bog Road.

Any legal use which is not prohibited by state or federal law is permitted in this district. Residential use shall be limited to single family homes.

The Land Use Ordinance also contains a Flexible Residential Development component that allows variations for design, provided that the net residential density is not greater than is permitted in the land use district in which the development is proposed.

Lot size requirement for the districts are as follows:

- Two acre minimum with 200’ of road frontage for all land extending back 500 feet from the center of the traveled way of all roadways actively maintained by the town as of March 8, 1975.
- Five acre minimum for all land not included in the above description.

Subdivision Regulations – Provides guidance as to procedures and review criteria for subdivisions. All subdivisions are reviewed by the planning board.

Site Plan Review – Provides guidance as to procedure and review criteria for site plans, controls impacts of developments and applies to all new constructions, conversions and alterations except single family and two family residences; and all new businesses, as is applicable under State Law.

Maine State Plumbing Code - Installation of plumbing fixtures and septic systems must be in accordance with Maine State Law and Subsurface Wastewater Disposal Rules and Regulations.

National Electrical Code - All electrical work in Newburgh must be consistent with applicable portions of the National Electrical Code.

NFPA 101 – National Fire Protection Association regulations pertaining to Life Safety, Ingress, Egress and capacity provisions.

AREAS UNSUITABLE FOR DEVELOPMENT

There are areas within Newburgh that are not suitable for development or areas that require special consideration based on the potential environmental impact as the result of various land use activities. Land use activities within these areas require stricter regulation than in other areas or, in some circumstances, prohibition. These areas include:

Floodplains - These are areas located in the flood prone areas of Newburgh. Flooding is frequent and use should be limited to those activities, which are unharmed by flooding, such as agriculture, forest and some types of recreation. It should be noted that the actual floodplain of a stream would usually be more extensive than the areas shown having floodplain soils.

Water Resources/Wetlands - These are areas that fall under the Shoreland Zoning Laws. Development in these areas would be extremely limited if not impossible.

Wildlife Habitat/Conservation - These are areas that would fall under the provisions of the applicable mandated legislation. Development in these areas, if possible, may require review and approval by the pertinent State Agencies.

Unsuitable Soils - These are areas in Newburgh that would have limited development because of poor soils. Larger lot sizes would be required in order to meet the requirements of the Maine State Plumbing Laws.

Slope - These are areas within Newburgh that have a slope greater than 15 percent. These slopes preclude extensive development because of problems with erosion, runoff, and construction limitation such as allowable road grades, suitability for septic sewage disposal, and stability of foundation. Also, note that the Maine Plumbing Code does not permit septic systems on a slope greater than 25 percent.

PROPOSED LAND USE DISTRICTS

Districts Within the Growth Area

The purpose of the land use plan and map contained within the comprehensive plan is to identify general areas of appropriate location and size to accommodate anticipated growth and future development. The proposed land use plan does not endeavor to identify specific parcels or areas

needed to accommodate predicted growth and development. Only detailed site-specific analysis can determine land suitable for development and density levels. In addition, the comprehensive plan has not assessed nor will it assess the individual landowner's desire to sell his/her land for development, to develop it or to leave it undeveloped.

There are 2 proposed districts in the growth area: Commercial (C), and Mixed Residential (MR). The Land Use Districts proposed as growth areas are illustrated on the Proposed Land Use Map at the end of this section.

The land use ordinance for Newburgh will also address development concerns with strict performance standards to ensure appropriate development in each district. The schedule of uses will be consistent with current and existing development. Applicable performance standards will be developed for each district within the land use ordinance to address, among others access requirements, parking, landscaping, signage, refuse disposal, off street loading, oil and chemical storage, water quality, landscaping, buffer provisions, as well as design criteria to ensure attractive development for all applicable districts.

Newburgh is comprised of approximately 31 square miles of land. To accommodate the future growth of the community, the proposed growth area is approximately 6 square miles which includes lots that have already been developed. This proposed growth area encompasses less than ¼ of the community's total land mass. It is anticipated that 108 new housing units will be needed by the year 2015 and it is estimated that this proposed growth area is of sufficient size to accommodate this future growth.

Mixed Residential District (MR)

The mixed residential district will provide a growth area for future residential growth. The mixed residential district will also provide an expansion of limited commercial uses and will include areas that will serve as a high-density residential and commercial area in Newburgh. This area is adjacent to the commercial district, contains the least constraints and is located adjacent to existing public facilities. The land use ordinance will specify the exact types and sizes of commercial uses allowed in the mixed residential district. A variety of housing types such as single family, two-family, multi-family units, mobile home parks as well as retail, service, Bed and Breakfasts, home occupations and small scale low impact retail establishments will be allowed in this district. Performance standards regarding noise, lighting, hours of operation and parking will ensure compatibility with residential neighbors. The Mixed Residential District will have a minimum lot size of 2 acres, with a 200' frontage requirement. However, lot sizes may be reduced to state minimums for on-site subsurface disposal and road frontages lowered, provided that the on-site soils permit it.

Commercial District (C)

The commercial district is adjacent to Interstate I-95. The shape and size of the commercial district are designed to prevent dense commercial development sprawl and to encompass existing commercial uses. The purpose of this district is to provide land that is accessible to transportation corridors and have a minimal impact on neighboring land uses. Allowed uses will include commercial activities with little or no environmental impact, including retail, wholesale, and service information businesses. Performance standards which encourage aesthetic controls; manage access; provide buffers; and protect the environment, as well as site plan review procedures, will assist in fostering a prosperous business area. Maintaining the current rural character of the community, the minimum lot size will be 2 acres with 250 foot frontage requirements.

District in the Rural Area

The rural district consist of those areas of Newburgh where minimal new development will take place and where existing resources will be protected, including agricultural land, forested land, wetlands, scenic areas, and open-space land uses generally incompatible with development.

The establishment of this area is based in part on the results from the Town of Newburgh survey that was conducted in the Spring of 2002. 71.9% of the respondents indicated that the rural atmosphere was the reason why they chose to live in Newburgh and 68.7% indicated that farmland and open space were an important part of the rural character that should be protected.

The rural district has a larger recommended lot size to protect resources within it and the town will discourage development in these areas through its public investment decisions. For example, there will be no extension of paved surfaces beyond the current extent of paved roads in the town's ownership. In addition, the town will not extend winter maintenance (plowing) beyond its current extent.

The land use district proposed in the rural area is shown on the Proposed Land Use Map at the end of this section.

Rural Residential/Agricultural District (RA)

The rural residential/agricultural district encompasses all areas not included in the Commercial District or the Mixed Residential District. The purpose of this district is to maintain the rural character of the town; to protect agricultural and forestry uses (natural resource based industries); to provide open spaces and to provide for low-density residential (5-10 acres/dwelling unit). All of the town's aquifers are also located within this district. There are currently no municipal water or sewer services in any area of town. Commercial development of agricultural and commercial forestry operations will be permitted, as well as limited business use. Specifically prohibited uses would include for example large-scale fuel storage, containment

and distribution, heavy industrial and the like. Development regulations should encourage residential development to occur on existing or newly constructed roads. Cluster development may be appropriate within this district. All subdivision development proposals within this district will be required to submit a cluster plan, as well as a conventional plan for the Planning Board's consideration. Cluster developments included in any land use ordinance will encourage the preservation of rural land areas. Development regulations will encourage residential development to occur on existing or newly constructed roads following existing road patterns. Developers will be responsible for proper road construction and maintenance.

GENERAL RECOMMENDATIONS FOR DEVELOPMENT OF ZONING ORDINANCE AND LAND USE PERFORMANCE STANDARDS

The following recommendations for Newburgh's Land Use Ordinance, when developed, will be consistent with the intent of this comprehensive plan. The policies are detailed below:

Several items must be considered prior to addressing specific issues for Newburgh's Land Use Ordinance. During preparation of the ordinance, land use regulations should be kept to the minimum necessary to achieve the goals of the Comprehensive Plan and to reduce the number of non-conforming properties. It is not the intent of the Comprehensive Planning Committee to impose burdensome requirements on the everyday activities of the town's residents or to create costly enforcement issues for town government. The ultimate goal of growth management is to regulate land use development to the extent necessary to protect natural resources, property values, and public safety. The imposed regulations should not make the town's residents feel that they have lost their freedom as landowners and, therefore, over-regulation must be avoided. In particular, land use regulations should not be so restrictive that they have negative impacts on existing land use practices.

Regarding the creation and updating of various ordinances, there are some general guidelines that should be followed. In ordinances, specific standards and clear definitions are needed because all ordinances must meet the minimum standards as set forth by state law. In addition, it is very important that land use ordinances be consistent with the recommendations of the comprehensive plan. The comprehensive plan provides the legal basis for enacting the ordinances, and their consistency with the plans, goals, and policies will be a major consideration in the event that the ordinances are subject to a legal challenge.

The Town of Newburgh has identified several specific needs and concerns that will be addressed in the land use ordinance. The land use ordinance will: (1) create a user-friendly application and permitting process; (2) assign more responsibility to code enforcement for review and approval; and (3) develop clear and consistent guidelines for obtaining approval.

LAND USE ORDINANCE PERFORMANCE STANDARDS

The Land Use Ordinance of the Town of Newburgh will be developed consistent with the identified needs of the town. In order to protect and preserve natural resources, property values, public safety, health and welfare, provide for affordable housing and ensure the proper future development of the town, the following performance standard topic areas will be developed and included within the town's land use ordinance:

Access Requirements - Standards will be developed which will minimize the creation of strip development within the community.

Agriculture - Standards will be developed which will minimize soil erosion to avoid sedimentation, non-point source pollution, and the phosphorus levels of Newburgh's water bodies.

Buffer Provisions - Standards will be developed to minimize the negative impacts of inconsistent development, and to protect Newburgh's water resources.

Conversion - Standards will be developed which will regulate the conversion of existing structures into multi-family dwellings ensuring the safety, health and welfare of Newburgh citizens.

Home Occupation - Standards will be developed by which home occupations may be established minimizing their impact on existing neighborhoods.

Industrial Performance Standards - Standards will be developed which will ensure appropriate industrial development within designated areas of the community.

Manufactured housing - Standards will be developed to ensure the safety, health and welfare of mobile home occupants and mobile home owners regardless of the date manufactured.

Mobile Home Park - Standards will be developed regarding the placement and design of mobile home parks within the town.

Off Street Loading - Standards will be developed to minimize traffic congestion associated with commercial development.

Oil and Chemical Storage - Standards will be developed regarding the storage of combustible materials that are compatible with state and federal regulations.

Parking Requirements - Parking space provisions will be created within the performance standards that will regulate the number of parking spaces to be provided depending upon the type of development proposed.

Pesticide Application - Standards will be developed to protect the public from dangers associated

with pesticides.

Refuse Disposal - Standards will be developed regarding the disposal of solid and liquid wastes.

Sedimentation and Erosion - Standards will be developed (town-wide) so as to minimize the volume of surface water runoff during and after development.

Signs - Standards will be developed regarding the placement of signs, sign size, and sign type.

Soils - Standards will be developed to ensure that development occurs on appropriate soils.

Storage Materials - Standards will be developed that will encourage the orderly storage of material in residential areas to promote and preserve the character of the neighborhoods.

Topsoil and Vegetation Removal - Standards will be developed to prevent soil erosion and destruction of topsoil during construction.

OTHER CONSIDERATIONS

The planning board, code enforcement officer, board of appeals and board of selectpersons will annually review the land use ordinance, shoreland zoning ordinance, subdivision regulation, mobile home park ordinance and floodplain management ordinance to ensure that there are no changes required. In reviewing these regulations, the planning board and code enforcement officer will consider whether or not there have been any changes in the minimum requirements of state or federal laws that would require local amendment of the land use regulations.

In order to inform residents about local land use ordinances, a list of all local ordinances and when they are applicable should be developed and made available to the public at the town office. An attempt should be made to notify and involve all citizens in the development and amendment of all local ordinances.

ENFORCEMENT

The value of any ordinance is dependent on how well it is enforced. In order to achieve better enforcement, two issues are of importance: (1) residents must be aware of the requirements of local and state regulations, and (2) the code enforcement officer must have adequate availability to ensure that compliance is occurring. The key to adequate and successful enforcement is providing the code enforcement officer with the proper legal language and definitions within the land use ordinance. The success of any ordinance depends on the ability of the code enforcement officer to enforce the ordinance and the support of the code enforcement department by management and elected officials.

REGIONAL COORDINATION

Comprehensive planning recognizes the importance of regional cooperation. The land uses in one community can impact another community, particularly when that land use is located near the boundaries of the town. As indicated in the natural resources section of the plan, the town should attempt to develop compatible resource protection standards with nearby towns.

COMMUNITY BENEFITS

Comprehensive planning demonstrates the importance of land use standards for Newburgh. Preserving and protecting the character of the town is vital to the continued stabilization of the local economy, but more importantly the continued enjoyment and contentment of the community's residents.

Consistent with the provisions of the Growth Management Legislation, Newburgh's Comprehensive Planning Committee has attempted to not only recognize the value of access to open space but also the value of land use standards to preserve and protect the integrity of the town. The overall goal for the committee was to find a mechanism by which Newburgh could remain a great place to live, work and visit.

POLICIES AND IMPLEMENTATION STRATEGIES

In order to provide the basis for future land use controls the town has developed the following policies and implementation strategies:

- 1. Policy:** The town will ensure that the future land use ordinance is consistent with the comprehensive plan and applicable laws.
Strategy: The future Land Use Ordinance will be consistent with the goals and guidelines of this Comprehensive Plan. A committee will be created to assist in the preparation of the future land use ordinance and they will utilize the comprehensive plan, as well as citizen input as a guide for the development of this ordinance. The town will regularly review and update the existing ordinances to ensure their consistency with state and federal laws, local needs and the intent of the Comprehensive Plan.
Time Frame: Immediate¹
Responsible Party: Planning Board, Selectpersons, Town Manager, voters and committees.
- 2. Policy:** The town will develop the necessary land use regulations as deemed appropriate by the will of the voters.
Strategy: The town will continue to develop necessary land use regulations as deemed appropriate by the will of the voters and consistent with state statutes. The future Land Use Ordinance will protect the town's values and will direct new development activities to the appropriate areas to ensure that the town grows in a responsible manner while maintaining a constant and diverse tax base.
Time Frame: Immediate
Responsible Party: Planning Board, Selectpersons, Town Manager, voters and committees.
- 3. Policy:** The town will develop compatible resource protection standards with nearby towns.
Strategy: The town will work with neighboring communities and keep them informed of planning initiatives to insure compatibility along town borders. When any development or change in the land use ordinance occurs on town borders or within a shared resource a copy of information will be forwarded to the adjoining community by the town.
Time Frame: Immediate
Responsible Party: Planning Board, Selectpersons, Town Manager, Code Enforcement Officer, voters and future Land Use Ordinance Committee.

¹Immediate – Within 1 to 2 years

PUBLIC PARTICIPATION

During the compilation of the comprehensive plan, the town of Newburgh actively encouraged participation from all of their residents. Each month the committee met to gather and collect information for the plan. The meetings included the committee, all interested parties and the town's planning consultant from Penobscot Valley Council of Governments. All of the meetings were publicized and people were encouraged to attend through conspicuously placed meeting schedule notices and on many occasions the committee personally called residents to encourage their participation. Other outreach opportunities were also capitalized on, such as a public hearing that discussed the entire content of the plan was held on September 25, 2003 and an additional public hearing on February 23, 2004 to discuss just the land use section. Both of these meetings were utilized to ensure that the plan represented the wishes and the visions of the town's residents and to educate these residents on the benefits of conforming to the State's Growth Management Program.

2002 CITIZEN SURVEY

A citizen survey was conducted for the town in 2002. This survey was compiled by the University of Maine's Center for Research and Evaluation. The following summarizes the results of the survey questions:

Reasons for choosing to live in Newburgh? The top two answers were because of the rural atmosphere and because the community is a safe place to live.

When asked what type and rate of growth residents would like to see in the community within the next 10 years, the following were the top responses for each category.

- *Single Family:* Same rate of growth as last 10 years.
- *Multi-family:* No growth and that they should only be permitted in certain parts of town.
- *Single lot mobile homes:* No growth and that they should be permitted anywhere residential housing is allowed.
- *Mobile home parks:* No growth and should not be permitted in town.
- *Cluster development as an alternative to conventional subdivision development:* No growth and should be permitted in only certain parts of town.
- *Cluster development with density:* No growth.
- *Population levels:* Same rate of growth as last 10 years.
- *Small business:* Faster growth than last 10 years.
- *Large Businesses:* This category was evenly divided between faster growth than last 10 years and No growth.
- *Industry:* This category was evenly divided between faster growth than last 10 years and No growth.

When asked about affordable housing in Newburgh, the majority of respondents indicated that they did not want to encourage multi-family buildings, manufactured housing, mobile home parks, subsidized housing units, and that they did not want to allow mobile homes in every zone. When this category asked if developers should be given incentives to include affordable units in their plans, respondents were almost evenly split between yes and no at 37.6% and 41.0% respectively.

Regarding Newburgh’s plan for growth and development, a majority of respondents felt that farmland and open space was an important part of rural character and that it should be protected. A majority also indicated that the town should encourage new business development; but limit commercial development to certain areas of town.

When asked which areas in Newburgh should require special protection of their unique characteristics, the top two answers were wildlife habitats and water resources and associated wetlands.

What types of new business development should be encouraged in Newburgh? Respondents chose in-home businesses; agriculture; retail grocery sales and service business; recreation; technical/electronic industry; light manufacturing and business offices or professional services as their top picks.

Respondents by a large majority felt that *minimum lot sizes* should remain the same and that smaller lot sizes should not be permitted.

When asked about the quality of the town’s services, facilities and characteristics, respondents rated the town’s recreation facilities as “poor”; road maintenance and repair and law enforcement as “fair”; schools, cemetery, fire protection, trash removal, town government, town office and quality of life as “good”; and ratings for sanding and plowing were almost evenly split between good, fair and poor.

RESULTS OF NEWBURGH CHILDREN’S POSTER INITIATIVE

In 2004, the Comprehensive Planning Committee sponsored a Children’s Poster Initiative for the children in grades K through 5 in Newburgh. The theme of the artwork was “what they would like their town to look like in 10 years”. A total of 40 children across the grades entered the contest and the posters where hung at the school during the public hearing. The children desired items ranging from a shopping development to more simple items such as parks, and safety for children.

The following is a listing of the items that were depicted by the children:

- | | |
|----------------------|----------------|
| Swimming pool | Shopping malls |
| Parks | Baseball park |
| Skateboard parks | Cycle track |
| Blade skating trails | |

ADDITIONAL PUBLIC PARTICIPATION ACTIVITIES

- Flyers were handed out at town meetings that explained the comprehensive planning process and the activities that the Comprehensive Planning Committee was undertaking.
- Presentation given town annual meetings and forms were provided asking for comments and suggestions.
- Information regarding the comprehensive planning process was put in town newsletter.
- Map was placed in town office asking for public input regarding places/buildings of historical interest.

The town of Newburgh appropriated its own funds for the compilation of a comprehensive plan. The town created a Comprehensive Planning Committee that met each month to gather and collect information for the plan. The monthly meeting included the committee, all interested parties and the town's planning consultant from Penobscot Valley Council of Governments.

The following is an assemblage of the thoughts contained within the plan.

Community Overview

The town of Newburgh is located 15 miles to the southwest of the City of Bangor and serves as a bedroom community to the greater Bangor area.

According to the 2002 Citizen Survey, the top two reasons that people choose to live in Newburgh are its rural atmosphere and because it is a safe place to live.

The town is also situated adjacent to Interstate 95 which provides quick access to locations both north to Bangor or south to the Waterville-Augusta area.

Early settlement of the town was more dependent on forestry, farming and mills. Later, in the later 1800s and early 1900 successful cheese manufacturing industries were also prevalent. A decline in farming occurred in the second half of the 19th century when the Louisiana purchase made vast areas of land available in the west. This migration coupled with the industrial boom and an improved transportation infrastructure led to a decline in population and a decline in the number of working farms.

The town was incorporated in 1819 and had a population of 329 in 1820. The community's population grew to its highest level in 1850 with 1,399 residents however, by the start of the Great Depression in 1929, the population had declined to its lowest level at 551 residents. Currently, according to the 2000 Census, Newburgh's population is at 1,397, poised to surpass the communities all time high. It is anticipated that Newburgh will continue to see population growth and it is estimated that the town's population will be around 1,521 by the year 2015.

Newburgh follows the trend that exists throughout Maine. It is a community with an aging population, faced with rising real estate values and taxes. In 2000 the median age in the community was 39.0 while the county's median age was 37.2 and 38.6 at the state level.

Public Services and Fiscal Responsibility

At present, Newburgh does not have a refined capital improvement plan however a Capital Outlay account does exist and is funded through annual reserves, voted on by the townspeople at town meeting.

Through proper maintenance, and cost effective investment management, Newburgh's public facilities and services, though relatively few in number, have been maintained in average condition.

A formal Capital Investment Plan will be created to address future needs as is further discussed in the Fiscal Capacity Section of this plan. Although continued prudent management and the establishment of the Capital Overlay account currently helps to insure adequate routine maintenance of existing facilities and services, continued growth could require expansion of some existing services.

In the past five years, Newburgh has improved its roads and town buildings. In 1998 an extensive review of town roads was completed with assistance from an engineering firm and a roads listing was compiled which documented priorities.

Newburgh is facing continued growth. This is a factor that will need to be considered in future analysis, given the impact or effect this growth may have on the existing infrastructure.

Local Economy

The town of Newburgh is a bedroom community, and it is anticipated that this trend will continue; although the town's 2002 Survey indicated that residents would like to see some small business growth and the growth of home occupations, while the least desirable business would be heavy manufacturing.

The town recognizes that growth needs to be channeled to areas of town capable of handling development, while incurring minimal cost to the municipality. An Economic Development Committee will be established to assist the Planning Board and Selectpersons in the facilitation of development within the town. The town of Newburgh will continue to encourage responsible commercial development in appropriate areas of the town through land use regulations, regional coordination and marketing.

Housing Situation

The town contains a wide economic range of single family and multi-family homes and the town has seen a slight decline in the number of mobile homes within the community. The largest percentage (45.5%) of Newburgh's homes were built between 1970 and 1989 and approximately 21% were built between 1990 and 2000. Although the town has a large percentage of newer homes, it also contains older housing stock that may require rehabilitation including structures that were built prior to 1940, which contributes to their deteriorating condition.

Therefore, it is important to ensure, through appropriate land use ordinances and available programs, that safe and affordable housing will be provided.

The majority of the residents of Newburgh (84%) own their own homes. However since 1980, there has actually been a decline in home ownership, from 89.6% to 84%. This fact may be due to the increased number of rental properties (39 in 1980 to 89 in 2000).

Natural Resources

The town of Newburgh currently offers protection to its natural resources with a locally adopted shoreland-zoning ordinance. These ordinance provisions will be updated to be consistent with the minimum requirements of State and Federal regulations as is mandated.

The future land use ordinances will also consider the location of important soils, aquifers, critical natural resources, wildlife habitats, and resource lands, and discourage incompatible development in those areas. Properly managed forests can also be used as effective buffers and environmental tools in the protection of waters and wildlife resources. The town and the planning board recognize that it is important to ensure water quality and recreational opportunities for the benefit and use of future generations; therefore the planning board and/or the code enforcement officer will carefully review all projects to ensure compliance with statutes, regulations, and the future land use ordinances.