

2003

# Town of Buxton Maine Comprehensive Plan

Buxton, Me.

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Town  
of  
BUXTON, MAINE

COMPREHENSIVE  
PLAN  
UPDATE

September 2003

Town of  
BUXTON, MAINE

COMPREHENSIVE PLAN UPDATE  
September 2003

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Town of  
BUXTON, MAINE

COMPREHENSIVE PLAN UPDATE  
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PART I

INVENTORY OF DATA



## **Chapter 1 INTRODUCTION**

This document is an update to Buxton's 1991 Comprehensive Plan (1991 Plan). It provides current information and highlights changes that have occurred over the past twelve years. Part I is an inventory volume, comprised of Chapters 2 through 10, which supplement and update the prior inventory volume, neither repealing nor replacing that information. Part II of the 1991 Plan was Buxton's plan for the 1990s, while Chapters 11 and 12 of this update state the goals, policies, implementation strategies and action plans going forward from mid-2003.

The inventory and plan update method is outlined as "Option 2: New Policy Section/Updated Inventory" in the Maine State Planning Office's "Updating Your Comprehensive Plan: A Guide for Making Plan Updates Bolder and Smarter." Rather than a typical repeal-and-replace update, this approach will allow much of the information from the 1991 Plan to remain intact while updating facts and figures for relevant sections.

This Introduction provides an overview of the 2003 inventory, specifically discussing significant trends and important new information gained since the 1991 Plan inventory.

### **Chapter 2: Community Character**

The 1991 Plan Community Character chapter described Buxton in geographic and historic terms. In this Plan Update, the focus has shifted to defining "rural character," since it has been cited by many as needing preservation. Drawing upon the historical overview from the 1991 Plan and from public comment during the development of this update, "rural character" refers to the more traditional land use patterns and lifestyles of a community with low density development and preponderant views of wooded lands and meadows, with several interspersed villages, rather than the more "suburban" feeling of communities closer to Portland.

### **Chapter 3: Population**

The study of Buxton's population indicates that there will be continued strong growth. This growing population will place pressures on the land, natural resources, and public services, especially since the average household size is declining, a trend that is reflected both statewide and nationally. Historically, Buxton's largest population increase took place in the 1970s when it grew 84%, adding over 2,600 people to the community. The decade from 1990 to 2000 has seen the second highest number of additional residents, almost 1,000, but that is a lower rate of growth (15%), which is similar to the growth rates of 1940-1960 and 1980-1990. In the 1991 Plan, Buxton's population in the year 2000 was projected to be 10,000, but the actual 2000 Census count was 7,452, a much lower growth. The Maine State Planning Office projects Buxton's population growth rate to be somewhat lower from 2000 to 2010. The number of new households however has grown steadily in Buxton each decade since 1970. As compared to surrounding communities, Buxton's average annual population growth rate from 1980 to 2000 was lower than all but Saco's, as is Buxton's project growth rate for 2000 to 2010.

All communities are experiencing a significant increase in the median age of their residents. From 1990 to 2000, the highest growth rate in Buxton was in the 45-54 age group, with retirement ages showing the next highest growth rate. The number of school-aged children and young adults remained nearly constant.

#### **Chapter 4: Local Economy**

Buxton continues to be a "bedroom" community, with average commuting time for working residents being somewhat higher than regional or statewide times. The 1991 Plan discussed a shift from goods-producing employment to non-manufacturing employment. For residents of Buxton, southern Maine, and statewide, the highest single employment sector is Educational, Health, and Social Services. Counting employment in management, professional, office, sales and related occupations also, the majority of Buxton residents' occupations can be characterized as "white collar." The median per capita income has been calculated as \$20,179. Likewise, median household and family incomes in Buxton are \$48,958 and \$52,845, respectively. Buxton residents have experienced a lower unemployment rate than in York and Cumberland Counties and the State of Maine as a whole. Recent taxable sales in Buxton have grown more rapidly than in York County as a whole and nearby York County communities other than Dayton.

#### **Chapter 5: Land Use and Housing**

Since the 1991 Plan analysis, agricultural land uses have declined, and the number of single-family residences has risen. Over 25% of Buxton's acreage remains undeveloped or vacant.

The Zoning Ordinance has been updated several times for various purposes. The Rural Zone includes, as it did before, a number of Conditionally Permitted uses that are atypical of rural zones elsewhere. Recent residential growth has occurred not primarily in Village areas, but rather more in Residential and Rural areas. The number of dwelling units has grown at a faster rate than the population, producing a decline in the mean household size.

Housing market circumstances have been such that "affordable housing", as defined in Maine law, has not been available in Buxton.

#### **Chapter 6: Transportation**

Since the 1991 Plan, a number of transportation issues have changed. Routes 4A, 22, 112, and 202, and the Portland Road have experienced higher than anticipated traffic growth. Additionally, there is an impression that the movement of heavy vehicles through the Town has increased dramatically since the opening of a large water bottling plant in nearby Hollis, although truck count data has not yet been collected and compared to pre-opening information. Additionally, new State legislation on road access management will dictate the location and design of new or changed driveways and entrances onto a number of highways in town, including the Portland Road and Routes 4A, 22, 35, 112, 117, and 202. Included in this inventory update is an expanded list of highway safety concerns, and discussion of the need to provide safe areas for pedestrians and bicycles as traffic increases.

## **Chapter 7: Community Facilities and Services**

Certain aspects of Town management and services have changed significantly, including an expanded Board of Selectmen, construction of a new municipal complex (including a transfer station for recyclables), closing of landfills, establishment of a Police Department, consolidation of Fire/Rescue services, and replacement of the Bar Mills fire station.

This chapter describes the current Town management structure and the functions and staffing of service departments. Property and equipment inventories are included.

## **Chapter 8: Natural Resources**

Since the development of the 1991 Plan, the Department of Inland Fisheries and Wildlife has assembled a comprehensive G.I.S. (Geographic Information System) database of natural resources for every community in the State. Roads and land uses also have been plotted in this database. The Comprehensive Plan Committee utilized this computerized mapping resource to help understanding of Buxton's land and natural resource situation and in the development of goals, policies, strategies, and actions for this update. This chapter describes the particular data layers that were utilized and are available.

Chapter 8 also restates much of the 1991 Plan information, because of its continuing importance, with revisions to bring it up to date.

## **Chapter 9: Cultural Resources**

Cultural resources such as historic buildings and sites, archaeological sites, parks and open spaces, views we enjoy, and access to the natural environment (fields, forests, lakes and streams) provide a physical link to the past and add to the enjoyment of our community. They are a part of the quality-of-life in Buxton.

This chapter provides a reminder of, and supplement to, the information presented in the 1991 Plan. New information is given about archaeological sites and about a 2003 comprehensive survey of historic buildings.

## **Chapter 10: Fiscal Resources**

Chapter 10 includes financial data and analysis covering the years since the 1991 Plan data. The Town's property valuation and tax rate history is given, with a "full-value tax rate" comparison over time and to nearby communities and counties. Buxton's financial statements are presented (audited basis, but with certain portions condensed), along with charts showing revenue and expenditure line-items as percentages of totals and showing growth rates over time. Descriptive paragraphs are provided to state significant observations about this financial history. For purposes of the ratio and descriptive analysis, Buxton's share of State education funding received by Maine School Administrative District No. 6 was treated as if it had been received directly by Buxton, and Buxton's education expenditures were increased correspondingly.

The Town's full-value property valuations remained relatively constant from 1990 to 1996, but since then they have grown, especially recently. Full-value tax rates rose significantly from 1991 through 1995, but have declined slightly since then. As of the latest comparison year available (2000), Buxton's full-value tax rate is lower than that of all adjacent towns except Hollis and Standish.

As recorded in the audited accounts of the year 2002 as compared to the year 1990, the compound annual growth rates of Buxton's total revenues and expenditures were 6.0% and 5.9%, respectively. The balance of surplus funds grew at a slightly higher rate. The Town has traditionally paid for public services and facilities, including capital expenditures, without borrowing money. Special and general surplus funds have been added to annually and then drawn down for the funding of unusual costs, and currently the Town has no debt.



## **Chapter 2 COMMUNITY CHARACTER**

### **Geographical Setting**

Buxton is bordered on the west by the Saco River and Hollis and Dayton, on the north by Standish, on the east by Gorham and Scarborough, and on the south by Saco. The Atlantic Ocean, Sebago Lake, and the White Mountains, all with great recreational advantages and beautiful scenic views, are nearby. The outer edge of the Portland metropolitan area is less than 10 miles to the east. The urbanized area provides shopping, employment, and cultural opportunities within a short traveling distance. Citizens love the rural character of Buxton and all of the above-mentioned conveniences; however, the combination also places tremendous development pressure on Buxton.

### **Historical Setting**

The 1991 Comprehensive Plan included a detailed description of the history of Buxton that has not been updated or changed with this document.

### **Defining Rural Character/Public Opinion**

Many communities in southern Maine that are experiencing rapid residential and commercial development have indicated in their Comprehensive Plans or other local documents that they would like to "preserve rural character." However, "rural character" is a very subjective term and may mean different things to different people. In order to create effective preservation policies, "rural character" needs to be defined.

Often, "rural character" is an attempt to recall traditional farming or forestry lifestyles. As noted in Buxton's 1991 Comprehensive Plan, "Since 1940, agricultural activities have diminished from 50 farms to less than a dozen today. Land use is being changed from industry and agriculture to residential and commercial." When residents note they would like to "preserve rural character", they may often mean that they want to preserve an older way of life and are expressing concern over the shift of a community dependent on its land and mills to one dependent on employment centers outside of the community.

At public meetings to gain insight into resident concerns for the development of this Comprehensive Plan Update, many of the comments made by residents of Buxton related to town character. Based upon citizen input, Buxton's town character can be categorized as predominantly rural, with several established village areas interspersed. Participants expressed the need to preserve open space, support and maintain local farms, protect historical and natural resources, and enhance and utilize the community's villages.



## Chapter 3 POPULATION

### Introduction

Population analyses are basic elements of a comprehensive plan. Knowledge of population characteristics and trends is key to anticipating the demands that will be placed upon public facilities and services, natural resources, and the transportation network.

This chapter highlights historical changes in Buxton's population and estimates future growth. Data was taken from the U.S. Census and from the Maine State Planning Office. Buxton's population is also compared to that of neighboring towns, some of which are in Cumberland County, whose data was supplied by The Greater Portland Council of Governments (GPCOG).

### Recent Population Changes

Buxton's 1991 Comprehensive Plan outlined historic population changes between 1850 and 1990. The most notable period of time was the 1970s, when the population of Buxton increased by more than 84% when the community grew by 2,640 people. During the last decade, between 1990 and 2000, the population grew by 958 people or 15%. Table 3-1 outlines the population changes over the last century.

Table 3-1: Population Change 1900-2000

Year	Population	Numeric Change	% Change	Annual Percent Growth Rate
1900	1,838			
1910	1,675	-163	-8.9%	-0.9%
1920	1,560	-115	-6.9%	-0.7%
1930	1,574	14	0.9%	0.1%
1940	1,708	134	8.5%	0.8%
1950	2,009	301	17.6%	1.6%
1960	2,339	330	16.4%	1.5%
1970	3,135	796	34.0%	3.0%
1980	5,775	2,640	84.2%	6.3%
1990	6,494	719	12.5%	1.2%
2000	7,452	958	14.8%	1.4%

Source: U.S. Census

Buxton's population increase is primarily a result of in-migration (people moving into town), as opposed to natural increase (births minus deaths). Table 3-2 shows the number of births and deaths, and the estimated number of in-migrants between 1990 and 2000.

Table 3-2: Natural Increase and In-Migration 1990-2000

Total Births	Total Deaths	Natural Increase	In-Migration
806	430	376	623

Source: SMRPC, DHS

## Regional Growth

The growth rates of the towns surrounding Buxton are shown in Table 3-3. In most communities, a slight increase or decrease occurred. Scarborough experienced the largest increase in number of people, while Dayton had the greatest percentage growth.

Table 3-3: Regional Population Growth 1980-2000

Community	1980	1990	Numeric Change 1980 to 1990	APGR 1980 to 1990	2000	Numeric Change 1990 to 2000	APGR 1990 to 2000
Buxton	5,775	6,494	719	1.2%	7,452	958	1.4%
Dayton	882	1,197	315	3.1%	1,805	608	4.2%
Gorham	10,101	11,871	1,770	1.6%	14,141	2,270	1.8%
Hollis	2,892	3,573	681	2.1%	4,114	541	1.4%
Limington	2,203	2,796	593	2.4%	3,403	607	2.0%
Saco	12,921	15,181	2,260	1.6%	16,822	1,641	1.0%
Scarborough	11,347	12,518	1,171	1.0%	16,970	4,452	3.1%
Standish	5,946	7,878	1,932	2.9%	9,285	1,407	1.7%

APGR = Annual % Growth Rate

Source: U.S. Census, SMRPC, & GPCOG

## Age Groups

As noted in the 1991 Comprehensive Plan, the "baby boomer" generation, comprised of people who would be 36-54 years old in 2000, is still the fastest growing age group in Buxton. Also notable are young adults, ages 20-24, and people of typical retirement age, 65-74, whose numbers also increased significantly. Interestingly, the number of school-aged children, 5-20, remained nearly constant. See Table 3-4.

Table 3-4: Population Breakdown By Age Groups 1990-2000

Age Group	1990	Age Group	2000	Numeric Change	APGR
<5	474	<5	438	-36	-0.8%
5-20	1,614	5-19	1,602	-12	-0.1%
21-24	228	20-24	341	113	4.1%
25-44	2,427	25-44	2,374	-53	-0.2%
45-54	713	45-54	1,235	522	5.6%
55-59	289	55-59	374	85	2.6%
60-64	246	60-64	293	47	1.8%
65-74	313	65-74	423	110	3.1%
75-84	165	75-84	220	55	2.9%
>84	25	>84	62	37	9.5%

APGR = Annual % Growth Rate

Source: U.S. Census



## Median Age

The median age of the Buxton population is increasing, as it is statewide and nationally. Table 3-5 shows the median age of the populations of Buxton and neighboring towns for the years 1970, 1980, 1990, and 2000. Scarborough is the only municipality with a higher median age than Buxton. This is to be expected, however, because Scarborough is a larger and older town than Buxton. None of the towns in the Buxton region dropped in median age. Instead, all areas increased, sometimes greatly, in the median age. During the decade of the 1990s, Limington's median age increased the most, with Hollis and Buxton being second and third respectively.

Table 3-5: Median Age Buxton Region

Community	1970	1980	1990	2000	Change in Years of Age	
					1980-1990	1990-2000
Buxton	25.0	28.4	33.1	37.4	4.7	4.3
Dayton	33.2	30.7	32.5	34.6	1.8	2.1
Gorham	24.0	27.5	30.6	34.3	3.1	3.7
Hollis	27.5	27.6	31.2	36.8	3.6	5.6
Limington	28.3	26.6	30.7	36.6	4.1	5.9
Saco	28.4	31.4	33.5	37.2	2.1	3.7
Scarborough	28.6	30.5	35.2	38.8	4.7	3.6
Standish	27.0	28.9	31.3	33.8	2.4	2.5

Source: U.S. Census

## Population Projections

As shown in Table 3-6, the Maine State Planning Office projects that Buxton's population Annual Percent Growth Rate (APGR) is projected to slow a bit from 1.4% between 1990 and 2000 to 1.0% over the decade to 2010. Dayton, Limington, and Scarborough are expected to see the highest rates of population growth, while Saco, Buxton, Hollis, and Gorham are projected to have the lowest growth rates. In all of these communities, the projected population growth rates are lower in the second half of this decade.

Table 3-6: Population Projections

Community	2000	2005	2010	Annual % Growth Rate	
				2000-2005	2005-2010
Buxton	7,452	7,908	8,227	1.2%	0.8%
Dayton	1,805	2,156	2,396	3.6%	2.1%
Gorham	14,141	15,342	16,150	1.6%	1.0%
Hollis	4,114	4,423	4,653	1.5%	1.0%
Limington	3,403	3,814	4,174	2.3%	1.8%
Saco	16,822	17,497	17,943	0.8%	0.5%
Scarborough	16,970	19,253	20,844	2.6%	1.6%
Standish	9,285	10,200	10,864	1.9%	1.3%

Source: Maine State Planning Office

## Household Size

While the population is increasing in Buxton, the average household size is decreasing as can be seen in Table 3-7. All the communities surrounding Buxton are experiencing the same trend. The decrease was larger in the 1990s than in the 1980s in all communities except Saco and Scarborough where most of the decrease occurred in the 1980s.

Table 3-7: Mean Household Size - Buxton Region

Community	1980	1990	2000	Change in Mean Size	
				1980-1990	1990-2000
Buxton	3.08	2.93	2.65	-.15	-.28
Dayton	2.95	2.90	2.83	-.05	-.07
Gorham	2.83	2.77	2.67	-.06	-.10
Hollis	3.15	2.99	2.73	-.16	-.26
Limington	3.20	3.16	2.84	-.04	-.32
Saco	2.79	2.52	2.44	-.27	-.08
Scarborough	2.89	2.62	2.59	-.27	-.03
Standish	3.07	2.91	2.72	-.16	-.19

Source: U.S. Census & SMRPC

This reduction in the average household size has an interesting impact on the rate at which vacant land will be converted to residential use as the population grows. With an average household size of 3.08 (as it was in 1980) it takes 325 dwelling units and 975 acres to accommodate 1,000 people (if the minimum lot size per dwelling unit is 3 acres). When the average household size drops to 2.65, it takes 377 dwelling units and 1,131 acres to accommodate the same 1,000 people. Thus, as the population increases, the rate at which the land will be developed to residential use will increase at an even faster rate.

## Public Opinion

Limiting or controlling growth was discussed at several meetings held to solicit public input to this Comprehensive Plan Update. As in other southern Maine communities, Buxton residents are concerned over the development of land into housing and commercial uses and about its effect on rural character. Currently, almost half of the municipalities in York County have passed growth caps, moratoria, or other growth control measures. Although concern was high, generally Buxton residents did not seem focused on enacting building permit limits as of 2002.

## Chapter 4 LOCAL ECONOMY

### Introduction

This chapter summarizes the local economy, where and how Buxton residents earn their living, and the status of unemployment.

### Buxton's Economy - Where People Work

Most of the Buxton labor force works outside of their homes. In 2000, almost 87% commuted to their jobs alone. A small percentage of the Town's population worked at home. See Table 4-1. Specific commuting locations were not yet available from the 2000 Census.

**Table 4-1. Commute to Work**

Population Group	Number	Percent
Workers 16 years and over	4,205	100.0%
Car, truck, or van -- drove alone	3,645	86.7%
Car, truck, or van -- carpooled	397	9.4%
Public transportation (including taxicab)	9	0.2%
Walked	50	1.2%
Other means	0	0.0%
Worked at home	104	2.5%
Mean travel time to work (minutes)	29.7	

Source: U.S.Census

The mean travel time to work for Buxton residents is 29.7 minutes. This is higher than the State average of 22.7 minutes and the York County average of 25.8 minutes. This is a good indication that Buxton continues to be a "bedroom" community.

Table 4-2 categorizes employment by economic sector for Buxton, York and Cumberland Counties, and the State of Maine. In 1999, the largest percentage of working Buxton residents (19.6%) were employed in Educational, Health and Social Services, which is also the highest employment sector in York and Cumberland Counties and the State of Maine. The percentage of Buxton residents employed in manufacturing is lower than the percentage shown for York County but higher than the percentages for Cumberland County and the State of Maine. Employment in the Finance, Insurance and Real Estate sector was close to the employment percentage for Cumberland County but higher than the percentages for York County and the State of Maine.

**Table 4-2. Percent Distribution of Non-Farm Jobs by Industry: 2000**

INDUSTRY	Buxton		York County		Cumb. County		Maine	
	Jobs	%	Jobs	%	Jobs	%	Jobs	%
Agriculture, forestry, fishing, hunting, mining	30	0.7	993	1.0	1,366	1.0	16,087	2.6
Construction	322	7.6	7,097	7.5	7,647	5.5	42,906	6.9
Manufacturing	685	16.1	17,670	18.6	13,453	9.7	88,885	14.2
Wholesale trade	213	5.0	3,796	4.0	5,372	3.9	21,470	3.4
Retail trade	589	13.9	12,085	12.7	20,335	14.7	84,412	13.5
Transportation, warehousing, utilities	206	4.9	3,982	4.2	5,404	3.9	26,857	4.3
Information	96	2.3	1,980	2.1	5,058	3.6	15,294	2.5
Finance, insurance, real estate, rental, leasing	385	9.1	6,327	6.7	13,590	9.8	38,449	6.2
Professional, scientific, management, administrative, waste management services	338	8.0	6,491	6.8	13,756	9.9	43,074	6.9
Educational, health and social services	833	19.6	19,598	20.6	30,854	22.3	144,918	23.2
Arts, entertainment, recreation, accommodation, food services	161	3.8	7,515	7.9	10,727	7.7	44,606	7.1
Other services (except public administration)	222	5.2	4,252	4.5	6,183	4.5	29,182	4.7
Public administration	163	3.8	3,230	3.4	4,867	3.5	27,871	4.5

Source: U.S. Census

Table 4-3 summarizes the distribution of occupations for the residents of Buxton, York and Cumberland Counties, and Maine. As shown, 29.4% of employed Buxton residents work in Management, Professional and Related Occupations. The percentage for Sales and Office Occupations was very close (27.5%). In general, the distribution of occupations of Buxton residents mirrors that of York and Cumberland Counties and the State of Maine.

**Table 4-3. Occupations in the Buxton Region**

OCCUPATION	Buxton		York County		Cumb. County		Maine	
	Jobs	%	Jobs	%	Jobs	%	Jobs	%
Management, professional, related occupations	1,248	29.4	29,435	31.0	53,750	38.8	196,862	31.5
Service occupations	540	12.7	13,664	14.4	19,660	14.2	95,601	15.3
Sales and office occupations	1,165	27.5	24,906	26.2	39,108	28.2	161,480	25.9
Farming, fishing, forestry	35	0.8	639	0.7	865	0.6	10,338	1.7
Construction, extraction, maintenance occupations	628	14.8	10,486	11.0	9,911	7.2	64,064	10.3
Production, transportation, material moving	627	14.8	15,886	16.7	15,318	11.1	95,666	15.3

Source: U.S. Census

## Incomes and Unemployment

The per capita income in Buxton is lower than in Cumberland and York Counties, while the median household income is higher, and the median family income is higher than York County and lower than Cumberland County.

**Table 4-4. Income in the Buxton Region**

Community	Per Capita Income	Median Household Income	Median Family Income
Buxton	\$20,179	\$48,958	\$52,845
Dayton	\$20,629	\$53,056	\$57,692
Gorham	\$21,174	\$50,316	\$55,434
Hollis	\$19,065	\$48,846	\$53,621
Limington	\$17,097	\$42,023	\$46,571
Saco	\$20,444	\$45,105	\$52,724
Scarborough	\$26,321	\$56,491	\$65,138
Standish	\$19,504	\$50,278	\$53,461
York County	\$21,225	\$43,630	\$51,419
Cumberland County	\$23,949	\$44,048	\$54,485
Maine	\$19,533	\$37,240	\$45,179

Source U.S.Census

Table 4-5 shows the distribution of income in 1999 for the Town of Buxton, York and Cumberland Counties, and the State of Maine. In Buxton, the greatest percentage of households (28.4%) had an income of \$50,000 to \$74,999. Comparatively, 23.3% of York County households, 21.2% of Cumberland County households and 19.4% of Maine households were in this income range. This income range exhibited the highest percentage grouping for all three levels.

**Table 4-5. Household Income in the Buxton Region**

INCOME IN 1999	Buxton		York County		Cumb. County		Maine	
	Number	%	Number	%	Number	%	Number	%
Households	2,811	100.0	74,527	100.0	108,037	100.0	518,372	100.0
Less than \$10,000	187	6.7	5,817	7.8	8,011	7.4	53,259	10.3
\$10,000 to \$14,999	159	5.7	4,243	5.7	6,347	5.9	39,231	7.6
\$15,000 to \$24,999	225	8.0	9,443	12.7	13,309	12.3	76,633	14.8
\$25,000 to \$34,999	297	10.6	9,647	12.9	13,725	12.7	73,614	14.2
\$35,000 to \$49,999	570	20.3	13,508	18.1	19,295	17.9	94,848	18.3
\$50,000 to \$74,999	798	28.4	17,398	23.3	22,944	21.2	100,423	19.4
\$75,000 to \$99,999	329	11.7	7,930	10.6	11,726	10.9	43,341	8.4
\$100,000 to \$149,999	188	6.7	4,459	6.0	7,665	7.1	24,348	4.7
\$150,000 to \$199,999	32	1.1	1,007	1.4	2,213	2.0	5,866	1.1
\$200,000 or more	26	0.9	1,075	1.4	2,802	2.6	6,809	1.3

Source: U.S. Census



The changes in the rate of unemployment of Buxton residents show the same pattern as the rates of the region. Since the early to mid 1990s, the unemployment rate has consistently fallen to very low levels in the region and has not risen dramatically as of the year 2000 census.

**Table 4-6. Employment and Unemployment Rates in the Buxton Region**

EMPLOYMENT STATUS	Buxton		York County		Cumb. County		Maine	
	Number	%	Number	%	Number	%	Number	%
Population 16 yrs and over	5,784	100.0	145,530	100.0	210,662	100	1,010,318	100.0
In labor force	4,337	75.0	99,034	68.1	145,269	69	659,360	65.3
Civilian labor force	4,330	74.9	98,445	67.6	143,908	68.3	655,176	64.8
Employed	4,243	73.4	95,016	65.3	138,612	65.8	624,011	61.8
Unemployed	87	1.5	3,429	2.4	5,296	2.5	31,165	3.1

Source: U.S. Census

### Taxable Sales

A review of taxable sales in Buxton and the neighboring towns indicates growth in the local economy, and in some cases whether residents are buying items locally or traveling elsewhere to shop. For some towns, the sales figures may be higher than would be expected because of the large sales of products not generally thought of as "consumer" items, such as concrete and some gravel. This is especially true for the town of Dayton. With the exception of Dayton, taxable sales have grown at a faster rate in Buxton than in neighboring York County communities.

**Table 4-7. Total Taxable Sales in the Buxton Region: 1996-2001 (in \$000s)**

Community	1996	1997	1998	1999	2000	2001	CAGR
Buxton	\$ 15,786	\$ 16,427	\$ 20,105	\$ 22,500	\$ 24,005	\$ 26,511	10.9%
Dayton	3,427	3,808	5,109	6,842	7,121	7,804	17.9%
Hollis	3,424	3,687	3,991	4,482	4,596	5,026	8.0%
Limington	1,970	2,150	2,124	2,531	2,479	2,832	7.5%
Saco	151,939	162,284	176,262	194,881	195,528	203,754	6.0%
York County	1,152,166	1,209,256	1,311,493	1,430,789	1,481,322	1,539,234	6.0%

Source: Sales Tax Div., Maine Bureau of Taxation

CAGR = Compound Annual Growth Rate

## Chapter 5 LAND USE AND HOUSING

### LAND USE

#### Introduction

As part of this comprehensive plan update, members of the Comprehensive Plan Committee conducted a "windshield" survey of existing land use in the Town of Buxton. Members drove all of the roads in the community and classified each property according to existing land use, as of Fall 2001, writing numerical codes provided by Southern Maine Regional Planning Commission (SMRPC) on copies of the Tax Assessor's Maps. Committee members cross-checked their work, consulting the Tax Assessor's records. SMRPC then created a digital composite Tax Map of Buxton, showing all of the parcels colored according to existing land use. The following table shows the results of this use analysis, as compared to the 1989 results presented in the 1991 Plan.

EXISTING LAND USE	2001			1989 *	Change in % *
	Number of Lots	Acres	% of Total Acres	% of Total Acres	
Agriculture	38	867	3.3%		
Agriculture, with Single Family	9	762	2.9%		
Subtotal	47	1,629	6.2%	19.0%	-12.8%
Tree Growth	31	1,492	5.7%	5.2%	+0.5%
Single Family Homes	2,087	3,419	13.1%		
Single Family Homes, Lots 5+ acres	460	7,149	27.4%		
Manufactured Homes on Own Lot	80	322	1.2%		
Subtotal	2,627	10,890	41.7%	28.7%	+13.0%
Duplex Homes	71	947	3.6%		
Mobile Home Park	1	10	0.1%		
Multifamily Housing	24	452	1.7%		
Subtotal	96	1,409	5.4%	7.3%	-1.9%
Retail and Services	49	322	1.2%		
Retail - Regional	17	39	0.2%		
Light Industrial	11	97	0.4%		
Mining	7	162	0.6%		
Mixed Use, Lots less than 5 acres	6	12	0.1%		
Mixed Use, Lots 5+ acres	6	270	1.0%		
Subtotal	96	902	3.5%	7.0%	-3.5%
Government, Institutional	79	959	3.7%		
Parks, Recreation, Conservation	17	242	0.9%		
Unclassified	26	1,520	5.8%		
Vacant, Undeveloped	534	7,075	27.1%	32.8%	-5.7%
Subtotal	656	9,796	37.5%	32.8%	+4.7%
Total	3,553	26,118	100.0%	100.0%	

*\*Many comparisons of 2001 vs. 1989 were not possible because of different methodologies and classification methods.  
Sources: SMRPC GIS System, Buxton Tax Assessor's Records, Comp. Plan Update Committee Notes*

## Analysis of Existing Land Use

It was difficult to compare current data to those collected in 1989, because a Geographic Information System (GIS) mapping system was employed in this update, which directly tabulated the acreage from computerized parcel maps. The comparisons in the Agriculture, Tree Growth, and Housing categories seem to be the most reliable. They show that Agriculture uses in 2001 have declined to approximately one-third of what they were in 1989, and the land used for Housing of single families has risen by about the same amount. In the Retail, Commercial and Industrial categories, the 7% of total land stated in the 1989 results must have counted all land zoned as business and commercial, whether or not those uses were actually present, so the decline in the results for this category may be more the result of a difference in methodology than a change in actual land use. The 1989 results did not state where Government, Institutional, Parks, Recreation, Conservation, and Unclassified uses were included, and these uses were over 10% of all land use in the 2001 results. It may or may not be appropriate to include these uses in a subtotal with Undeveloped land, which was 32.8% of all land in the 1989 results and 27.1% in the 2001 results.

Differing methodologies were used in this update, making direct comparisons of the two data sets difficult. It is clear that there is still a large amount of vacant and undeveloped land in Buxton that is available for conversion to other land uses.

## Permitted Uses Under The Present Zoning

The table below shows the list of Permitted, Conditional Use, and Not Permitted uses according to Buxton's Zoning Ordinance as of June 15, 2002. The Ordinance includes definitions for those uses where the meanings might be open to interpretation.

- Legend: P: Permitted without review, but subject to all applicable performance standards  
 E: Conditional Use, permitted only after Planning Board review and approval per specified standards  
 N: Not Permitted  
 \* Performance standards are specified  
 # May not be allowed over aquifer or recharge areas  
 1 Permitted on 3 acres or more; Conditional Use on less than 3 acres  
 2 2,000 square feet floor area or less  
 3 More than 2,000 square feet floor area  
 4 Only without any structures

LAND USE	ZONE:	Village	Residential	Rural	Business/ Commercial	Light Commercial	Shoreland	Resource Protection
Accessory Dwelling Unit *		P	P	P	N	N	N	N
Active Outdoor Recreation *		E	E	P	N	E	P	N
Agriculture *		P	P	P	P	P	P	E
Amusement Centers *		E	N	N	E	E	N	N
Animal Husbandry *		E	E	P/E 1	E	E	E	E
Auto Repair Garage #		E	N	E	P	E	N	N
Auto Service Station #		E	N	E	P	E	N	N
Automobile Graveyards & Junkyards #		N	N	N	E	N	N	N
Bar		E	N	N	P	P	N	N
Bed & Breakfast		P	E	P	N	N	N	N
Breakwaters & Causeways *		N	N	N	N	E	P	E



(continued) LAND USE	ZONE:	Village	Residential	Rural	Business/ Commercial	Light Commercial	Shoreland	Resource Protection
Bulk Fuel Storage #		N	N	N	E	N	N	N
Bus. & Professional Offices 2		P	N	N	P	E	N	N
Bus. & Professional Offices 3		E	N	N	E	E	N	N
Campgrounds *		N	N	E	N	E	E	N
Cemeteries		E	E	E	N	N	N	N
Churches		E	E	E	E	N	E	N
Cluster Development *		P	P	P	N	N	P	N
Commercial Recreation		E	N	E	E	E	N	N
Daycare Facility		E	N	E	E	E	N	N
Daycare Home		E	E	E	E	E	N	N
Duplexes		P	P	P	N	N	P	N
Elderly & Low Income Housing *		E	E	E	N	N	N	N
Extractive Industry *		N	N	E	N	N	N	N
Flea Market		N	N	P	N	N	N	N
Forestry *		P	P	P	P	P	P	P
Funeral Homes		E	E	E	E	E	N	N
Golf Course		N	N	P	P	E	E	N
Home Occupations *		P	P	P	P	P	P	N
Individual Private Campsites *		P	P	P	N	E	P	P
Kennels *		E	E	E	E	E	E	N
Manufactured Housing Units *		P	P	P	N	N	P	N
Manufacturing *		N	N	E	E	E	N	N
Marinas * #		N	N	N	N	E	E	N
Mechanized Outdoor Recreation *		N	N	N	E	E	N	N
Medical Offices & Clinics		E	E	E	E	E	N	N
Mobile Home Parks *		N	E	N	N	N	N	N
Motels, Hotels & Inns *		E	N	N	E	E	N	N
Motor Vehicle Sales		N	N	N	E	E	N	N
Multi-Family Dwellings *		E	E	N	N	N	N	N
Municipal Uses		E	E	E	E	E	E	N
Nursing Homes		E	E	E	N	N	N	N
Passive Outdoor Recreation *		P	P	P	P	P	P 4	P 4
Personal Service Establishments		P	N	N	P	E	N	N
Piers Shorter than 20 ft. *		N	N	N	N	E	P	P
Private Clubs		E	N	E	E	E	E	N
Public & Private Parks		P	P	P	P	E	E	E
Public Utilities		E	E	E	E	E	E	N
Research & Testing Facilities		N	N	E	E	E	N	N
Restaurants		P	N	E	P	E	N	N
Retail Business 2		P	N	N	P	E	N	N
Retail Business 3		E	N	N	E	E	N	N
Schools		E	E	E	E	N	N	N
Single Family Dwellings		P	P	P	E	E	P	N
Spreading/Storage of Sludge & Septage *		N	N	P	N	N	N	N
Timber Harvesting *		P	P	P	P	P	P	P
Veterinary Clinic		E	N	E	E	E	N	N
Warehouses & Outdoor Storage		N	N	N	E	E	N	N
Wholesale Business		N	N	N	E	E	N	N
Wireless Telecomm. Facility *		N	N	E	E	E	N	N

During development of this update, it was noted that certain Permitted or Conditional uses now allowed in the Rural Zone may be quite different from uses typically considered as tradition rural activities. Particularly, these include: auto repair garages, auto service stations, commercial recreation, fleamarkets, funeral homes, manufacturing, medical offices and clinics, nursing homes, research and testing facilities, and restaurants.

### The Location of Growth

During the preliminary assessment prepared for the State Planning Office in 2001, the location of new residences from 1995 to 2000 was mapped, and the result can be found in the Appendix of maps. Residential growth is not occurring primarily in the Village areas of Buxton, as the lack of central water or sewer facilities does not provide any stimulus for such growth. Also, the supply of vacant land available for purchase in the Rural zone is far greater, given the trend noted above that agricultural operations are winding down in the area.

## HOUSING

This section will update the 1991 plan with housing data from the 2000 Census.

### Dwelling Units

**Change In Number Of Dwelling Units For The Buxton Region**

Town	No. of Dwellings	No. of Dwellings	Change in No. of Dwellings	
	1990	2000	Number	%
Buxton	2,362	2,930	568	24%
Dayton	425	663	238	56%
Gorham	4,048	5,051	1,003	25%
Hollis	1,254	1,592	338	27%
Limington	1,058	1,354	296	28%
Saco	6,826	7,424	598	9%
Scarborough	5,391	7,233	1,842	34%
Standish	3,569	3,987	418	12%

Source: U.S.Census, GPCOG, & SMRPC

**Age Of Housing**

Year Structure Built	Number in Year 2000	Percent of Year 2000 Total
1999 to March 2000	96	3.3%
1995 to 1998	260	8.9%
1990 to 1994	253	8.6%
1980 to 1989	619	21.1%
1970 to 1979	802	27.4%
1960 to 1969	257	8.8%
1940 to 1959	244	8.3%
1939 or earlier	399	13.6%
Total	2,930	100.0%

Source: U.S.Census & SMRPC

### Type Of Housing Units In Buxton

Units in Structure	Number in Year 2000	Percent of Year 2000 Total
1 unit, detached	2,321	79.2%
1 unit, attached	6	0.2%
2 units	108	3.7%
3 or 4 units	38	1.3%
5 to 9 units	0	0.0%
10 to 19 units	9	0.3%
20 or more units	19	0.6%
Mobile Home	429	14.6%
<b>Total Housing Units</b>	<b>2,930</b>	<b>100.0%</b>

Source: U.S.Census

### Distribution Of Housing By Owner Vs. Renter

Occupied Housing	Number in Year 2000	Percent of Year 2000 Total
Owner Occupied	2,379	84.8%
Renter Occupied	425	15.2%
<b>Total Occupied Housing Units</b>	<b>2,804</b>	<b>100.0%</b>
<b>Vacant Housing Units</b>	<b>126</b>	
<b>Total All Housing Units</b>	<b>2,930</b>	

Source: U.S.Census

## Analysis of Housing Conditions

Data from the 2000 U.S. Census show that most of the housing in Buxton is in good condition, owner-occupied, and is less than 30 years old. Very few units are other than single-family, detached. This is consistent with a suburban/rural pattern and not surprising, given the lack of centralized water or sewer service in any part of the community.

## Housing Affordability

When the Maine State Legislature passed the Comprehensive Planning Law in 1988 they identified the affordability of housing as one of the major problems in the state. People working in Maine towns and cities are having increasing trouble finding housing that they can afford. As the cost of housing goes up in all of the municipalities of southern Maine, some people who have grown up in Buxton are pushed out of the housing market.

In order to attempt to solve this problem the State Legislature has set as a goal "to encourage and promote affordable, decent housing opportunities for all Maine citizens." Affordable housing is defined, under the Maine law governing Comprehensive Planning, as "a decent, safe and sanitary dwelling, apartment or other living accommodation for a household whose income does not exceed 80% of the median income for the area as defined by the U.S. Department of Housing and Urban Development ...." Buxton is in the Portland Metropolitan Statistical Area (MSA) for this purpose, and the 2002 median family income was \$53,900.

A housing unit is considered to be affordable if a family does not have to pay more than 33% of its income for housing (including mortgage, insurance, real estate taxes, and basic utilities), or 30% in the case of renter-occupied housing (including rent and utilities).

The following table shows the affordability "thresholds" for households in the Portland MSA according to the Portland MSA median family income, and in Buxton according to the Buxton median family income.

(The median family income is the middle value on the list if all family incomes were listed from highest to lowest. In statistics, the median is used instead of the mean or average. Otherwise the results could be unfairly skewed by a few millionaires or a small group of indigent residents.)

**Analysis of What an Affordable House Should Cost  
Buxton/Portland Metropolitan Statistical Area; August 2002**

Category	Income or Expenses	
	Portland MSA	Buxton
FY2002 Median Family Income for MSA (HUD Est.)	\$53,900	
2000 Census Median Family Income for Town		\$52,845
80% of Median Family Income	\$43,120	\$42,276
Monthly Family Income at 80% of Median	\$3,593	\$3,523
33% of Monthly Family Income at 80% Median	\$1,186	\$1,163
Monthly Basic Utility and Energy Costs (HUD Est. 10/01)	\$175	\$175
Utility Allowance Locality District (HUD)	\$6	\$6
Monthly Mortgage Insurance Cost	\$45	\$45
Monthly Homeowners Insurance Cost	\$30	\$30
Monthly Real Estate Taxes Cost	\$200	\$200
Remaining Monthly Amount Available to Pay for Principal and Interest at 80% of HUD Median	\$736	\$713
Max Loan Amt. at 80% of Median Family Income, at 7.25% 30-yr. fixed rate	\$107,861	\$104,458
<b>Affordable House Price at 80% of MSA Median Family Income, with 10% downpayment. (Standard from Maine Affordable Housing Definition Rule, 07-105 Chapter 100).</b>	<b>\$119,845</b>	<b>\$116,065</b>
<b>Number of 3 BR Single Family Units Offered at "Realtor.com" for sale in Buxton, in decent condition, asking at or below Affordable House Price</b>	<b>0</b>	<b>0</b>

Source: US Dept. of Housing and Urban Development, Maine Bureau of Taxation, Maine State Housing Authority, SMRPC, U.S.Census

### Analysis of Affordability Chart

According to the Chart above, a house in Buxton would have to be priced at \$120,000 or less to be considered affordable. There is an obvious problem, in that very few units (in decent condition) are available at this price in Buxton or even in nearby towns. Homes in that price range are rarely available in Buxton, and such offerings are typically in poor condition.

## **Maine Requirements Applicable to Planning and Land Use Strategies and Policies**

Maine Law \* now includes the requirement that the strategies and policies of a municipality's comprehensive plan encourage the siting and construction of affordable housing within the community. The municipality shall seek to achieve a level of at least 10% of new residential development, based on a 5-year historical average of residential development in the municipality, that meets the definition of affordable housing. A municipality is encouraged to seek creative approaches to assist in the development of affordable housing, including, but not limited to, cluster housing, reduced minimum lot and frontage sizes, increased residential densities and use of municipally owned land.

Buxton will need to consider strategies to increase the supply of affordable housing.

\* 30-A M.R.S.A. Chapter 187 Section 4326.





## **Chapter 6 TRANSPORTATION**

### **Introduction**

Highways, local roads, sidewalks, and trails make up the town's transportation network, which provides for the movement of people, goods, and services through and throughout town. The transportation network provides access to private property and is the framework upon which the town is built. It is also the setting from which we view the town. Those views of fields, forests, places where people live and work, the Saco River, etc., form the visual impression of the community.

### **Roads and Bridges**

There are 109 miles of road in Buxton. Of these, 76 miles are maintained by the town's Highway Department under the supervision of one elected Road Commissioner. Buxton spends approximately \$600,000 on roads and related maintenance each year. The Maine Department of Transportation (MDOT) maintains 33 miles of roadway. Figure 6-1 illustrates the jurisdiction of Buxton's roadways.

One location where the jurisdiction of the roadway has been an issue is West Buxton Road, a section less than one-tenth of a mile between Route 112 and the Hollis Town Line. The West Buxton Bridge lies on the Hollis Town line. In the recent past, both the West Buxton Bridge and Route 112 have been improved. Although West Buxton Road, like Route 112, is eligible for state funding, it did not receive any treatment as part of either the Route 112 project or the bridge project. This created an inconsistency in pavement condition for drivers traveling between the two communities at that location.

There are twelve (12) publicly owned bridges in Buxton. Maintenance responsibility is determined by MDOT's Local Bridge Program, which became law in July of 2001. Bridges 20 feet in length or more, on town or state-aid roadways are the responsibility of MDOT. Minor spans, which are bridges 10 feet or more, but less than 20 feet in length and are on town roadways, are the responsibility of the municipality. If a minor span is located on a state or state-aid roadway, maintenance responsibility falls with MDOT. The Town of Buxton is responsible for the maintenance of five (5) of these bridges.

MDOT inspects all Bridges and Minor Spans on public ways every two years in accordance with the Federal Highway Administration (FHWA) and MDOT's Bridge Management Coding Guides. The inspections result in a Federal Sufficiency Rating (FSR) for each bridge, which is calculated by analyzing the condition of each of the bridge's components, such as the deck, the substructure, the superstructure, etc. Table 6-1 describes the FSR scale.

**Figure 6-1  
Roads & Bridges**

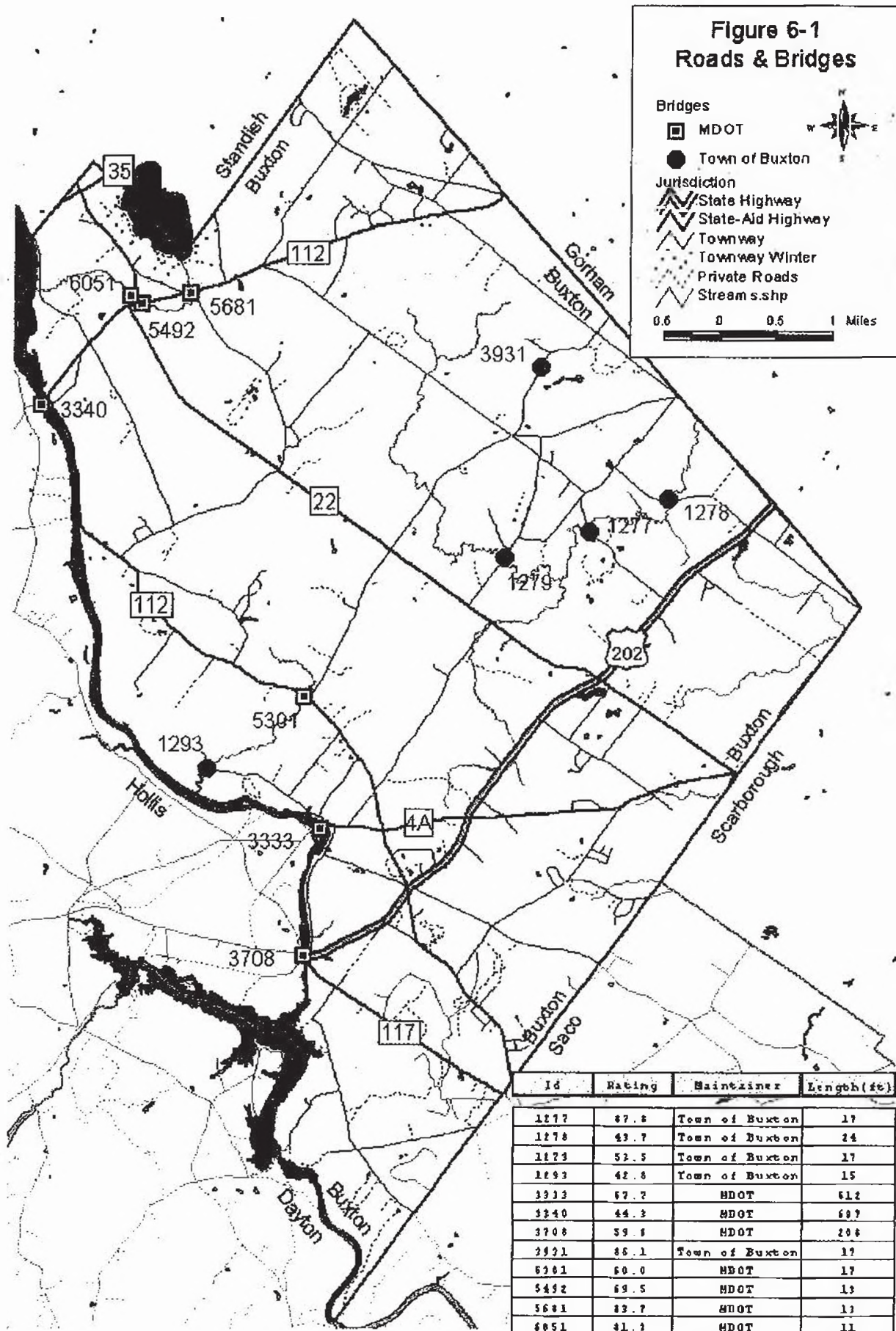




Table 6-1: Federal Sufficiency Ratings

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

Source: Maine Department of Transportation

If the FSR on a state bridge located on a state or state-aid highway is rated below 50 points, the bridge may qualify for federal funding, depending upon the individual condition ratings of the bridge's various components. The West Buxton Bridge, which spans the Saco River on West Buxton Road, may qualify for these federal funds. The bridges and their ratings are shown in Figure 6-1.

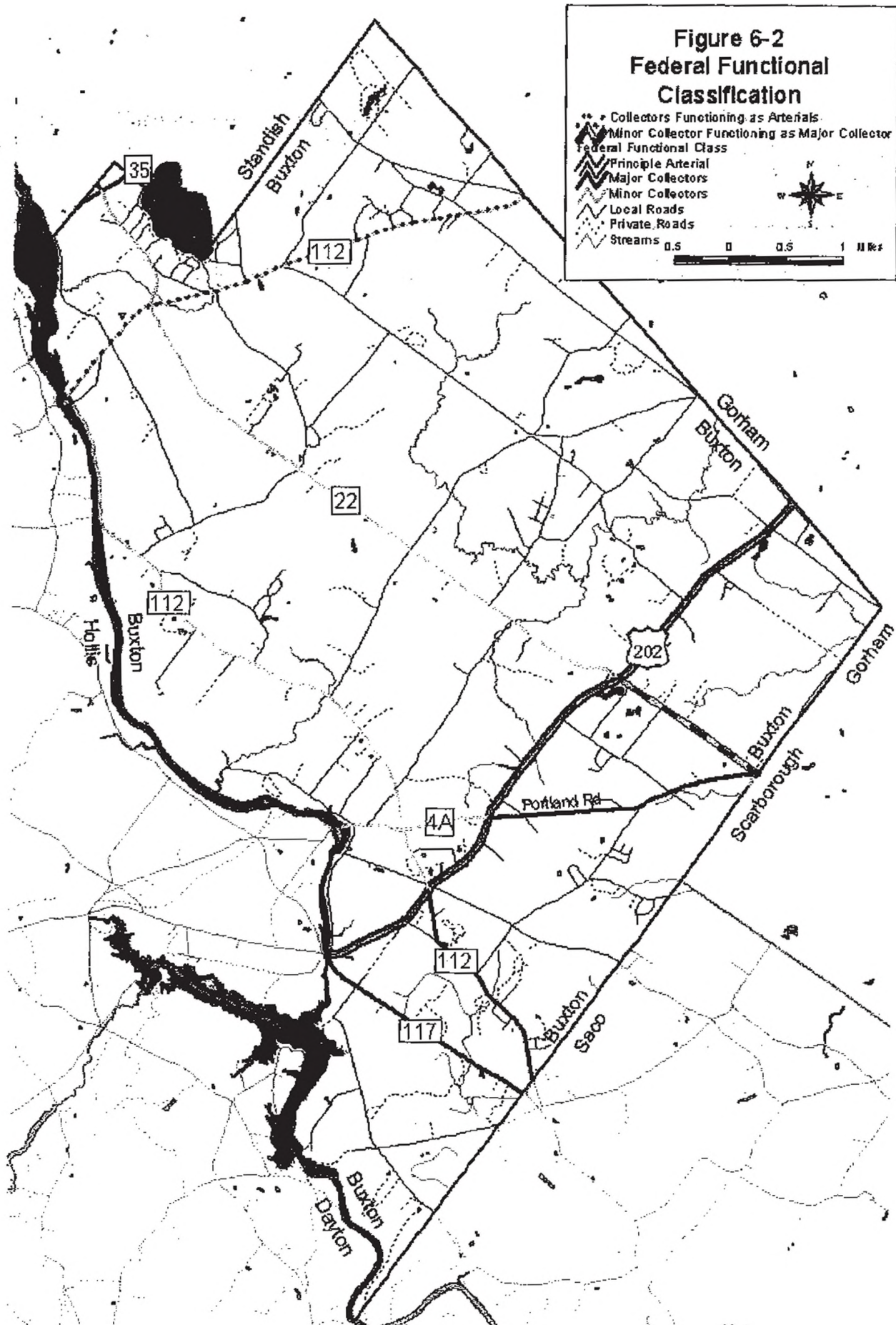
### Roadway Functional Classification

Roadways are typically grouped into functional classifications based on how they are used. The Federal Functional Classification of Buxton's roadway network, depicted in Figure 6-2, includes local roads, collectors, and arterials. Portland Road and portions of Route 112 are depicted as "collectors functioning as arterials". Traffic volumes on both roadways have increased, and Route 112 may be carrying more heavy vehicles as a result of growth and the addition of a large water bottling plant in Hollis. Similarly, the functional classification of Route 22, south of Route 202 into Scarborough may be more accurately defined as a Major Collector rather than a Minor Collector.

Local roads provide access to individual parcels of land. Moving traffic is considered secondary in importance. Local roads are also a part of the residential (and sometimes commercial and industrial) design features. The curves, straight sections, street trees, landscaping, and lighting provide a strong element of community aesthetics.

A collector's main function is to move traffic from local roads to arterials. Property access is a secondary function. Collector roads are also the location from which our community is viewed.

The function of the arterials is to move vehicles from one part of town to another, into town, out of town, or through town. At the arterial level the conflict between the traffic service function of the highway and the land or property service function is at its most extreme. As traffic volumes increase, and land use intensifies, this conflict increases. There are three ways to eliminate or prevent this conflict from causing possible safety problems associated with misuse: (1) provide additional capacity in the highway, (2) provide additional highways, or (3) manage the access to the existing arterial highways.



## Access Management

In the performance standards section of Buxton's zoning ordinance there is a requirement that access points from public roads to commercial and industrial operations be located to minimize traffic congestion and avoid generating traffic on local access streets of a primarily residential character. This requirement can be waived by the Planning Board "based on evidence presented by the applicant that public health, safety and welfare is best served by a design other than the one that conforms to all of the requirements."

Access control performance standards in the ordinance state that lots on Routes 202 or 4A may be further divided, but all access to the lots must be by a single common driveway or entrance. Existing lots can have one direct access provided that minimum safe sight-distance can be met. Sight-distance standards are in the ordinance. Exceptions to this requirement may be granted for large lots if the two access points are no closer than 500 feet and sight-distances are met.

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

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

1. Basic Safety Standards apply to all state and state-aid roadways. (Portland Road and Routes 4A, 22, 35, 112, 117, 202)
2. Major Collector & Arterial Standards provide more regulation for *entrances* onto major collectors and arterials. (Portland Road, Routes 35, 117, 202, and Route 112 S of Route 202)
3. Mobility corridors are non-urban compact corridors that connect service centers and/or urban compact areas and carry at least 5000 vehicles per day along at least 50% of the corridor's length. (Route 202)
4. Retrograde arterials are mobility corridors where the number of driveway/entrance-related crashes exceeds the statewide average for arterials with the same posted speed. (Route 202)



## Traffic

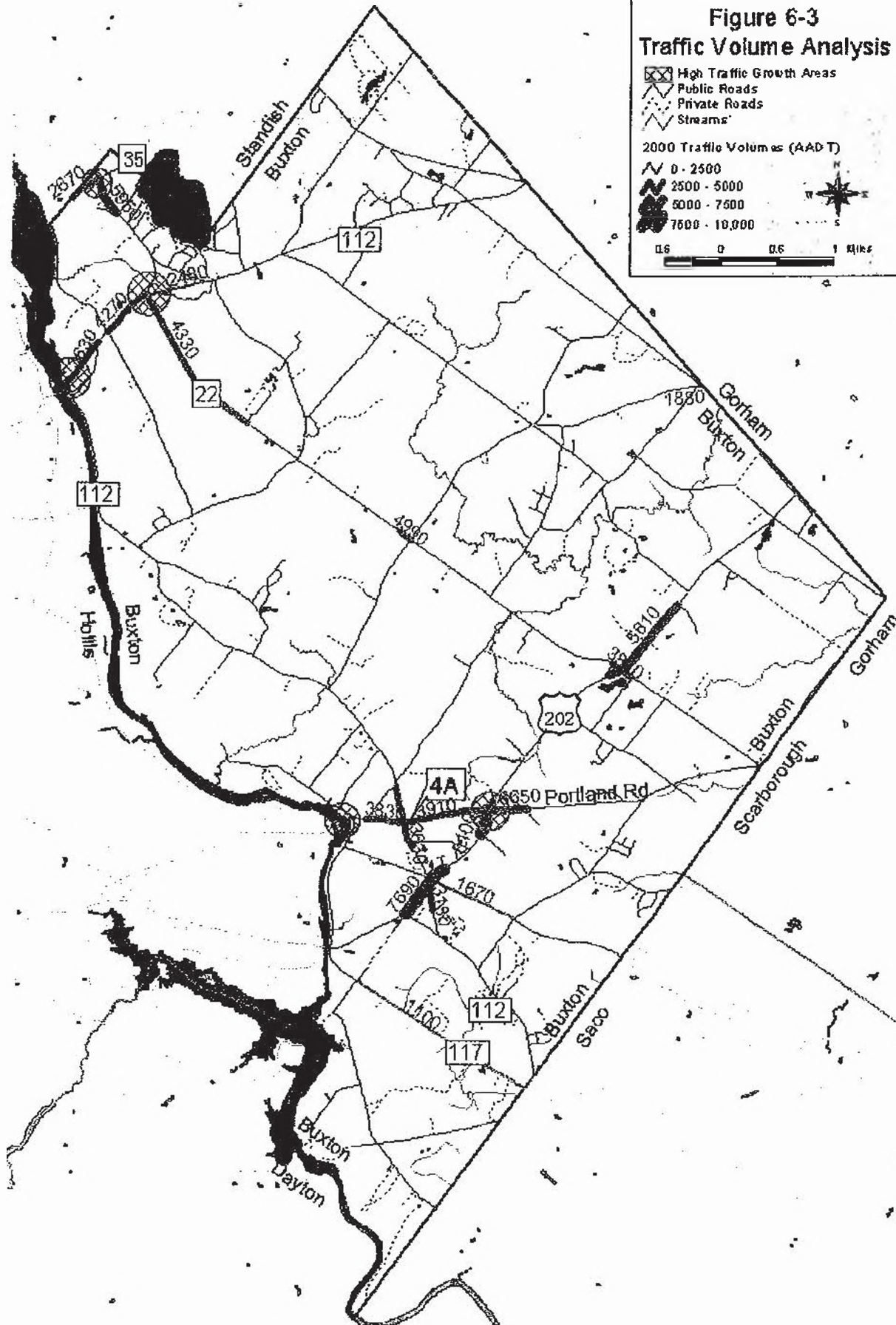
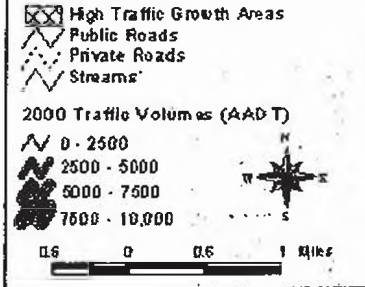
To quantify traffic conditions, traffic volume data is continually collected by MDOT. From traffic counts, an annual average daily traffic volume (AADT) is calculated. Buxton's 1991 Comprehensive Plan included projected traffic volumes for the years 2000 and 2010. Actual count data from 2000 has been compiled and compared in Table 6-2. Locations that experienced more traffic than projected are indicated in **bold typeface**. These areas are also depicted in Figure 6-3 as "High Traffic Growth Areas."

Table 6-2: Projected and Actual Average Annual Daily Traffic

Location	Projected 2000	Actual 1997	Actual 2000
On Route 117 near the Saco Town Line	1,640	-----	1,100
On Route 112 near the Saco town line	4,710	3,065	-----
On Route 202 at the Hollis town line	10,610	7,725	-----
<b>On the Bar Mills bridge</b>	2,630	<b>3,794</b>	-----
On Route 112 northwest of Route 4A	4,730	3,000	3,360
On Route 112 northwest of Route 4	3,750	3,033	-----
On Route 202 north of Route 112	9,700	-----	7,770
<b>On Route 4A southwest of Route 202</b>	2,890	<b>3,590</b>	<b>3,910</b>
<b>On Route 202 north of Route 4A</b>	4,430	<b>4,940</b>	<b>5,270</b>
<b>On Portland Road east of Route 202</b>	5,250	<b>6,300</b>	<b>6,650</b>
On Route 22 west of Route 202	4,980	4,160	4,870
On Route 202 north of Route 22	5,630	-----	5,610
On Route 22 east of Route 202	4,200	3,580	3,800
On Route 202 near the Gorham town line	5,550	5,262	5,440
On Route 112 near the Gorham town line	2,790	2,547	-----
<b>On Route 22 east of Route 112</b>	4,020	3,480	<b>4,330</b>
<b>On Route 112 northeast of Route 22</b>	2,080	<b>2,390</b>	<b>2,480</b>
On Route 22 west of Route 112	4,880	4,544	-----
<b>On Route 112 southwest of Route 22</b>	3,930	3,720	<b>4,270</b>
<b>On Route 22 near Route 35</b>	5,740	5,070	<b>5,950</b>
On Route 112 below West Buxton	1,830	1,810	-----
<b>On Route 112 above West Buxton</b>	3,180	-----	<b>3,630</b>
On Route 22 at South Buxton	5,940	3,846	-----

Source: 1991 Comprehensive Plan, Maine Department of Transportation

**Figure 6-3  
Traffic Volume Analysis**



## Safety

Locations where 8 or more vehicle crashes occur in a 3-year period and have a Critical Rate Factor (CRF) greater than 1.0 are defined as High Crash Locations (HCLs). Those locations identified in 2001 are listed in Table 6-4 and shown in Figure 6-4. A CRF greater than 1.0 indicates an accident rate that is higher than should be expected. Those locations that have been designated as an HCL for at least three consecutive 3-year periods are listed in **bold typeface**.

Table 6-3: High Crash Locations 1999-2001

Location	Number of Crashes	CRF	Percent Injured
<b>Route 4-202/Route 4A/Portland Road</b>	<b>30</b>	<b>6.23</b>	<b>30%</b>
<b>Route 4A/Route 112</b>	<b>22</b>	<b>4.60</b>	<b>68%</b>
<b>Route 4-202/Old Orchard Road</b>	<b>14</b>	<b>3.57</b>	<b>29%</b>
Route 22/Route 35/Saco Road	10	2.48	30%
Route 117/Route 202/Salmon Falls Road	8	2.09	50%
Route 22/Skip Road/Rocky Dundee Road	8	2.06	62%
<b>Route 112/Route 22 (Long Plains Road)</b>	<b>8</b>	<b>1.58</b>	<b>62%</b>

Source: Maine Department of Transportation

The intersection of Route 4/202 with Route 4A and Portland Road has the highest number of crashes in town, in spite of the installation of a traffic signal. A left-turn arrow has been cited by the town as a potential improvement, and MDOT recently changed the signals so that traffic crossing or turning onto Route 202 goes in only one direction at a time.

At the intersection of Routes 4A and 112, the flashing signals have been upgraded.

The three-way stop intersection of Route 22/Broadturn Rd/Portland Rd, identified as an HCL in 2000, could be improved by adding a fourth stop sign. Drivers at this location, especially those not familiar with the intersection, assume that vehicles approaching from the 4<sup>th</sup>, uncontrolled leg (Route 22 eastbound) will stop, when they are not regulated to do so.

The Comprehensive Plan Committee identified additional locations labeled "Other safety concerns" in Figure 6-4. In general, there are a number of intersections throughout town that have poor alignments, which limit sight distance. Some also have steep grades which further compromise vehicle safety. The following intersections were specifically identified:

Route 112/Turkey Lane/Chicopee Road	Route 112/Back Nippen Road
Groveville Road/Turkey Lane	Route 112 near Route 112 Variety
Portland Road/Town Farm Road	Snell's Farm Parking Lot on Route 112
Route 22/Route 112/Limington Road	Route 112/Haines Meadow Road
Route 112/West Buxton Road	

Also, the narrow Route 202 bridge over the Saco River at Salmon Falls provides no room for pedestrians, bicyclists or other recreational users (horses, snowmobiles, ATVs) to cross safely, although the river is used for recreation on both sides with parking provided only on one side.







## **Pedestrian and Bicycle Facilities**

There are no maintained sidewalks in Buxton, and where there are still remainders of sidewalks from earlier days, maintenance responsibility is unclear. A half-mile walk is typically considered walking distance to local services, although many people feel comfortable walking up to one mile. As such, at least eight locations have high potential for use by pedestrians and are shown in Figure 6-5: the village areas of Bar Mills, Groveville, Tory Hill, Roberts Corner, Salmon Falls, and West Buxton, the area surrounding Bonny Eagle High School, and Route 22 between the elderly housing, post office and nearby stores at the intersection of Route 112. As indicated in the map, the walkable radii for Bar Mills, Roberts Corner, Salmon Falls, and Tory Hill show considerable overlap. Development in and adjacent to these four neighborhoods continues to expand, potentially creating one, larger village area. A similar scenario exists in West Buxton.

The Federal Highway Administration (FHWA) published design guidance for accommodating bicycle and pedestrian travel. The policy statement recommends establishing bicycle and pedestrian ways in all new construction and reconstruction projects in urbanized areas unless prohibited by law or the cost is disproportionate to probable use. In rural areas, FHWA recommends that paved shoulders be included in all new construction and reconstruction projects on roadways serving more than 1000 vehicles per day. The Maine Department of Transportation's (MDOT's) policy allows for paved shoulders as part of any highway improvement, reconstruction, or pavement preservation project on all roadways part of the National Highway System or roadways where the Summer Average Daily Traffic exceeds 4000 vehicles. As shown in Figure 6-5, Portland Road, Route 202 and some portions of Route 4A, Route 22, and Route 112 would qualify. The construction of shoulders on other roadways would be the responsibility of the town.

FHWA and the AASHTO Guide for the Development of Bicycle Facilities recommend a minimum width of four feet when paving shoulders. Wider shoulders are needed for roadways with higher bicycle usage, motor vehicle speeds greater than 50 MPH, and/or a higher percentage of truck and bus traffic. Less than 6% of Buxton's roads have paved shoulders 4 feet or wider.

When MDOT paves shoulders, the width is determined by traffic volume and speed. On major collectors, MDOT will typically provide 3' or 4' paved shoulders, while on arterials widths between 4 and 8 feet are more likely. MDOT considers any paved shoulder capable of being used by bicyclists and normally does not see the need to do any special designation of them. If there is potential for a lot of younger bicyclists, perhaps near a school or recreational field, MDOT will consider putting in a slightly wider shoulder, but only when requested locally.

In 2000, the Regional Transportation Advisory Committee (RTAC) for the southern Maine region identified and prioritized a number of roadway segments that would benefit from paved shoulders. Each potential project was scored and given a designation of "urgent need" or "high priority." Those roadway segments identified for Buxton are illustrated in Figure 6-5.



RTAC 6 Regional Site Shorliff Park

High Priority Urgent Need

Quality Improved Shorliff Park

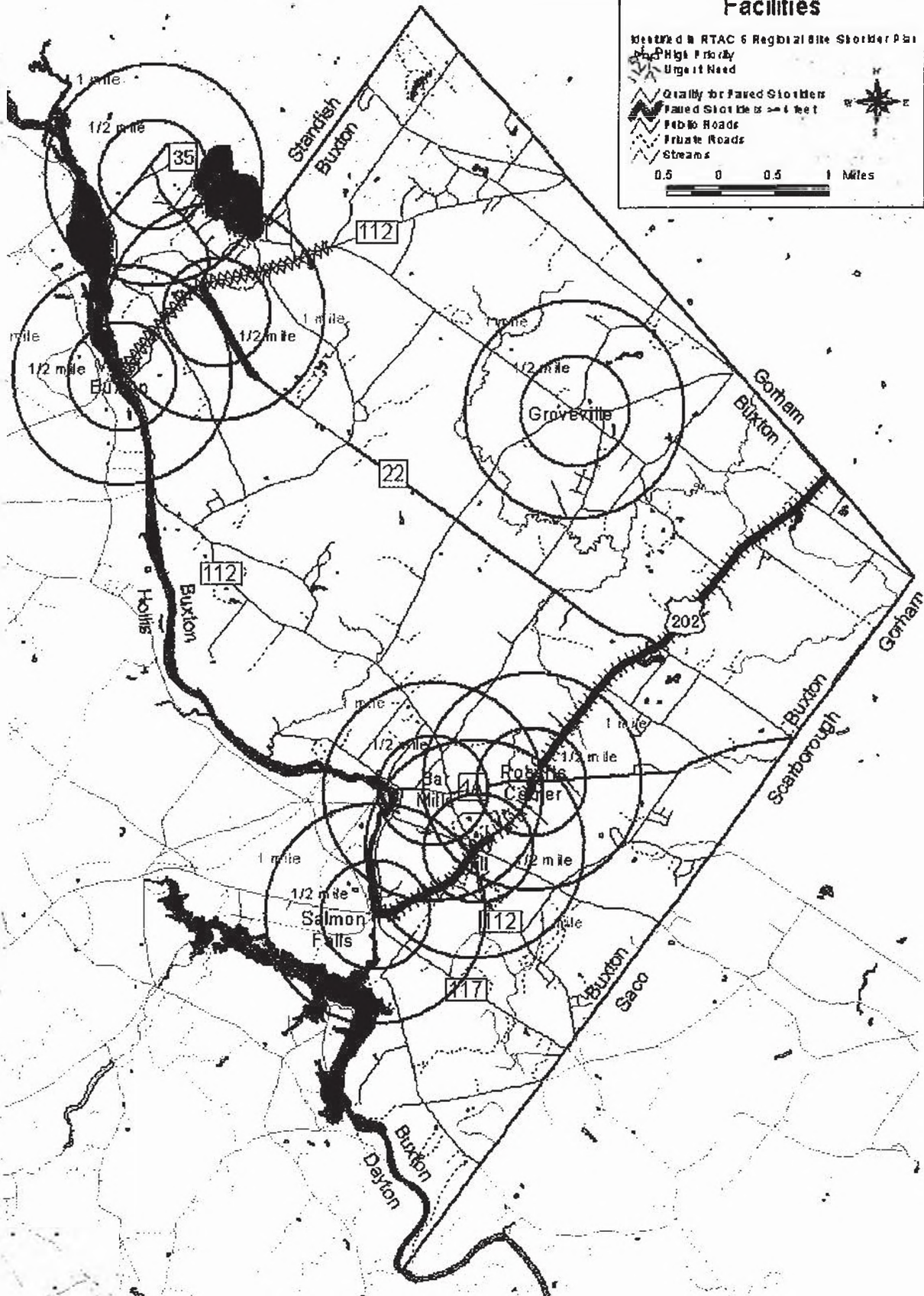
Improved Shorliff Park > 4 feet

Public Roads

Private Roads

Streams

0.5 0 0.5 1 Miles



## **Other Transportation Services**

From about 1855 to 1947 Buxton was served by the railroad. Today, however, trains no longer run to or through Buxton, the rails are gone, and in most places the railroad right-of-way has been sold to private landowners. However, passenger rail service has been reinstated between Portland and Boston with Amtrak serving the coastal corridor with four (4) round-trips each day. The initial response was so great that additional cars were added to accommodate the greater-than-anticipated ridership. Plans to extend the service further north are being considered.

Bus service is available to Buxton residents through the York County Community Action Corporation. This service is provided to those who call and ask for a bus the day before. The service is provided from a rider's home to shopping and medical appointments, mostly in the Portland area, returning to the rider's home in the afternoon.

The Portland International Jetport provides air transportation service and is only about 15 minutes away.

## **Regulations Affecting Highways**

Buxton has a number of regulations that affect the highways in town.

In the Conditional Use standards there is a requirement that all applicants for a Conditional Use present adequate evidence in order for the Planning Board to find that access to the site from existing and proposed roads is safe and adequate and that the proposed use will not cause or aggravate undue traffic congestion. This presumably allows the Planning Board to require applicants to submit traffic studies with their applications.

In the Road Acceptance standards of the ordinance there is a requirement that roads have a right-of-way width of 50 feet and that they have a "rolled blacktop surface" 20 feet wide which is acceptable to the road commissioner. Ditches and cross drainage must be sufficient to prevent flooding and erosion and must be satisfactory to the Selectmen and road commissioner.

## **Public Opinion**

At two public meetings held to solicit input into this Comprehensive Plan Update, a number of transportation issues were identified. Receiving the most attention is the idea of conflict between local and regional/statewide uses of the highway. For example, Buxton has a number of villages that have historic integrity and offer quality of life for its residents and businesses. However, when a state-owned roadway providing regional mobility runs through a village center, the safety and quaintness of the village is diminished. Specifically noted were Route 202 at the Salmon Falls bridge and Route 4A in Bar Mills, but other villages are also affected. As future development is steered towards high-volume, high-speed roadways such as Route 202, conflicts may develop in other parts of town as traffic increases.

Conflict becomes even greater when a roadway serves the movement of heavy vehicles. Recently, the opening of a water-bottling plant in nearby Hollis has prompted many residents to

be more concerned about the number of trucks passing through their community. It appears to some residents that more trucks than had been anticipated are traveling the region's highway network, and utilizing roadways not designed to handle the heavier loads or wider turning requirements of such vehicles. Residents of neighboring communities have expressed similar concerns.

A regional transportation issue that has some residents concerned is the design and construction of the Gorham Bypass. Understanding the desire to live in rural areas easily accessible to employment centers, the potential demand for housing in Buxton may rise significantly if this major regional transportation project eases the commute between Buxton and the Greater Portland area.

Another long-standing issue is the narrow Route 202 bridge over the Saco River at Salmon Falls. It provides no room for pedestrians, bicyclists or other recreational users to cross without infringing on the vehicle lanes, although the river is used for recreation on both sides with parking provided only on one side. Residents are also concerned about the safety of the intersection to traffic when vehicles traveling north on Route 117 must have clearance in both directions to turn left onto Route 202 south, which is also Route 117 north as it crosses the bridge.

Similarly, the need for a network of safe, interconnected, bicycle facilities was identified.





## **Chapter 7**

### **COMMUNITY FACILITIES AND SERVICES**

Community facilities and services are the most tangible link between the local government and its citizens. The primary reason for the existence of local government is to provide public facilities for, and public services to, its residents. How well this is done is often the only measure the residents have of the quality of their local government.

During the decade of the 1990's through 2002, the Town of Buxton was able to replace or remodel almost every existing facility. This included a new town hall, a new recycling/transfer station, 2 new salt/sand storage sheds, 2 new fire stations as well as a new ball field complex at Town Farm Park. A large amount of equipment was either replaced or added to the town inventory. All of this was accomplished with current tax dollars and the use of designated (and undesignated) surplus funds. The Town of Buxton has no long-term capital debt.

This chapter will describe and list the community facilities/assets and services.

#### **Town Administration**

The Town of Buxton approved a Town Charter effective July 1, 2001. This charter outlines all positions and procedures that make up the town government.

A five member Board of Selectmen governs the town. They are elected for three year staggered terms. The Board of Selectmen is the executive and administrative arm of town government. They hold scheduled meetings at the town office on Wednesdays from 5:00pm to 7:00pm, followed by a televised business meeting at 7:00pm.

The Town Clerk and Treasurer, and the Tax Collector, are both elected positions with offices at the town hall. These positions operate under the direction of the Board of Selectmen.

The Selectmen with the help of the office manager (currently the Town Clerk and Treasurer) develop the administration portion of the budget. Salary and wage levels for all non-union employees are set by the Selectmen. Those numbers are transmitted to the Department Heads, who prepare their budgets. Outside groups and agencies also submit annual requests.

The town has an elected Budget Committee of twelve members. All proposed annual budgets and requests for funding are presented to the Budget Committee. The Budget Committee, and independently the Selectmen, review the requests and then make recommendations to the annual town meeting. All budgets must be approved at the annual town meeting in the form of appropriations. By September 1<sup>st</sup> of each year, the property tax rate is set by the Board of Selectmen. There are three main components that make up the rate: the municipal budget, the school district assessment, and the York County assessment.

The planning, development review, and land use ordinance preparation functions of the town are carried out by the elected Planning Board. They are assisted by an appointed town Code

Enforcement Officer and a Code Enforcement secretary, who operate under the direction of the Board of Selectmen.

The Board of Appeals is made up of five members appointed by the Board of Selectmen for three-year terms. Their duties are to act on administrative appeals (challenges of the interpretations of the Zoning ordinance by the Code Enforcement Officer) and variance requests.

The town has four elected Directors of the Maine School Administrative District No. 6 (MSAD6), who are responsible (along with nine Directors from four other towns) for the operation of the school district.

The Board of Selectmen appoint boards of trustees to oversee the maintenance and use of each of Bonny Eagle Park, Estes Park, Pleasant Point Park, Carroll Park, Town Farm Park. Weymouth Park located at Tory Hill was left in trust and is administered by Trustees not appointed by the town. The town has full use of the park and provides funds for its maintenance.

The Cemetery Committee is appointed to document the numerous cemeteries in town and to do what is necessary to care for and preserve them.

The Town Registrar and a deputy process and oversee the voter registration list.

The Highway Department is directed by an elected Road Commissioner, who operates under the direction of the Board of Selectmen.

The Solid Waste and Recycling Committee is appointed and assists the Solid Waste Manager by investigating the town's solid waste and recycling needs and recommending solutions.

The Recreation Committee is appointed for three-year terms. Starting in July 2003 they will be assisted by an appointed part-time (20 hours per week) Recreation Director. The Committee plans and administers the town's recreation programs for children and senior citizens.

This great number of elected and appointed boards provides Buxton with numerous opportunities for participation in the government of our town.

Following is a description of departments and services currently provided or supported by the Town of Buxton.

### **Public Safety**

Public Safety can be divided into two main areas. The first is the Police and Dispatch service. Both services, which handled over 8,000 calls in the most recent year, are under the direction of the Police Chief, a fulltime position. The Police department is comprised of 7 full-time officers (8 authorized as of January 1, 2004) and several reserves that work for the department. They provide 24-hour seven-days-per-week coverage for the town. In Maine, state and local law enforcement agencies have an average of 1.85 sworn personnel per 1000 residents, which includes officers assigned to jail and court operations (11% of sworn personnel nationally). (see



note 1). Buxton's current full time sworn personnel authorization is approximately 1 per 1000 residents. Dispatch has 5 full-time and several part-time dispatchers. Animal control also is under the direction of the Police Chief. The town employs one part-time animal control officer. There were over 500 calls for service for animal control in the most recent year. All full-time police officers and dispatchers belong to the Maine Association of Police and are the only unionized employees of the Town.

The equipment inventory of the police department includes:

<u>Item</u>	<u>Date Acquired</u>	<u>Condition</u>	<u>Replacement Cost</u>
Chevy Impala 2002	2002	Excellent	\$ 23,000
Chevy Impala 2001	2000	Good	\$ 23,000
Chevy Impala 2001	2000	Good	\$ 23,000
Chevy Impala 2000	1999	Fair	\$ 23,000
Chevy Astro Van 1992	2000	Fair	\$ 20,000

Other items of value used daily by the police department have a total value of approximately \$100,000.

The town's Annual Report includes a summary of the calls for Police, Dispatch, and Animal Control services.

Note 1: Source is "Census of State and Local Law Enforcement Agencies, 2000", October 2002 Bulletin of the Bureau of Justice Statistics, U.S. Department of Justice.

The second main area, **Fire & Rescue**, is headed by the Fire & Rescue Chief, a fulltime employee. The Buxton Fire Department has three fire stations, Chicopee, Bar Mills and Groveville. These are staffed by over 100 volunteers. Since the completion of the 1991 Plan, both the Bar Mills and Groveville Fire stations have been replaced by new facilities, while the Chicopee Fire Station has undergone a recent rehabilitation. The Buxton Fire Department has constantly upgraded its equipment and the list of major fire fighting equipment currently includes:

<u>Item</u>	<u>Date Acquired</u>	<u>Condition</u>	<u>Replacement Cost</u>
Engine 1	1989	Good	\$200,000
Engine 2	1979	Fair	\$200,000
Engine 3	1979	Fair	\$250,000
Engine 5	2001	Excellent	\$200,000
Engine 6	1994	Good	\$200,000
Tanker 1	1975	Poor	\$250,000
Tanker 2	1973	Poor	\$250,000
Ladder 1	2000 (used)	Good	\$400,000
Squad 1	1983	Poor	\$ 80,000
Chief's Vehicle	2000	Good	\$ 30,000
Thermal Imaging Camera	2001	Excellent	\$ 25,000

The Buxton Rescue Service is headed by the Fire & Rescue Chief. This is an all-volunteer service that provides 24-hour coverage for Buxton and Hollis (under a fee agreement). Two qualified volunteers are on duty at the Bar Mills station daily from 5:00am to 6:00pm, and others are called as needed. There are two rescue vehicles, one of which is to be replaced in 2003.

The equipment inventory of the Rescue Service includes:

<u>Item</u>	<u>Date Acquired</u>	<u>Condition</u>	<u>Replacement Cost</u>
Rescue 1	2001	Good	\$125,000
Rescue 2	1997	Fair	\$125,000
Cardiac Monitor/Defib. (2)	2001	Good	\$ 30,000
Medical Equipment	1980-2002	Fair to Good	\$ 20,000

Additional equipment and supplies routinely used by Fire & Rescue has an estimated replacement value of over \$400,000.

The town's Annual Report includes a summary of the calls for Fire & Rescue services.

## Roads

The Highway Department operates under the direction of an elected Road Commissioner, who is responsible for the repair and maintenance of Town roads and bridges, including culverts and roadside shoulders, ditches, and brush clearing. Additional information about the Highway Department's jurisdiction is given in Chapter 6, Transportation. In addition to the Road Commissioner, the Highway Department has four full-time employees and a mechanic, who also services Fire & Rescue and Code Enforcement vehicles. Additional part-time help is hired as needed for winter plowing and sanding. For paving and special or unusual needs the work may be contracted out.

The need for a new town garage, to replace the existing one, has been identified as a high priority.

Buxton owns the following equipment that serves the Highway Department:

<u>Item</u>	<u>Acquired Cost</u>	<u>Condition</u>	<u>Replacement Cost</u>
2002 GMC Pickup	\$ 29,997	Good	\$ 30,000
2001 GMC Dump Truck w/plow,sander	\$ 66,525	Good	\$ 75,000
2000 GMC Plow Truck w/sander	\$ 67,225	Good	\$ 75,000
1998 GMC Plow Truck w/sander	\$ 65,252	Good	\$ 75,000
1997 GMC Plow Truck w/sander	\$ 59,471	Good	\$ 75,000
1995 Ford Plow Truck w/sander	\$ 62,500	Good	\$ 75,000
1992 GMC Plow Truck w/sander	\$ 54,236	Good	\$ 75,000
1990 Ford Plow Truck w/hopper sander	\$ 56,510	Fair	\$ 75,000
1988 GMC Trk w/main blade,hopper sander	\$ 33,838	Fair	\$ 75,000
1972 Ford Truck w/plow	\$ 15,260	Poor	\$ 75,000

<u>Item (continued)</u>	<u>Acquired Cost</u>	<u>Condition</u>	<u>Replacement Cost</u>
Spare Hopper Sander (2)	Unavailable	Fair/Poor	Undetermined
1993 Case Backhoe/Loader	\$ 44,444	Fair/Poor	\$ 75,000
10' Push Broom for Backhoe/Loader	Unavailable	Good	Undetermined
21 Ton Tag-Along Trailer	\$ 11,750	Good	\$ 14,000

The Highway Department equipment inventory includes various other items, including welding equipment, air compressor, cutting torch, pavement cutter, gravel compactor, jacks and jack stands, battery charger/tester, air impact and other wrenches, power and hand saws, grinders, drills, chain hoists, tow chains, ladder, overhead crane, mobile and portable radios, workbench and vise, fuel tanks, road signs and barricades, eye wash and first aid stations. Most of these items are in good condition. Their original and replacement cost amounts were unavailable at the time of this update.

### **Solid Waste Management**

Since the 1991 Comprehensive Plan was written, the town has closed all landfills, opened a new transfer station facility (1993), and hired a full-time Solid Waste Manager along with two full-time and one part-time employees. Residential trash is picked-up at roadside by a commercial hauler under contract with the town, and it is currently hauled to the Maine Energy Recovery Corporation plant in Saco. The contract with MERC will expire in 2007, so either a new contract or a new location to dispose of the town's trash will have to be negotiated. Voters in June 2003 passed an amendment to the Solid Waste Ordinance regarding expenses of commercial waste. As of August 1, 2003, the Town no longer pays for tipping fees associated with commercial waste generated in town.

The transfer station is open to the public three days per week (Tuesdays, Thursdays and Saturdays) year-round, and on Wednesdays during the spring and summer months (daylight savings time). All forms of recycled material are accepted from the public at no charge. A fee schedule has been established for all non-recyclable material brought to the Transfer Station. A town-funded hazardous waste day has been held (on a every other year basis) to accommodate those materials that are not accepted for recycling or at MERC. The equipment inventory of the transfer station includes:

<u>Item</u>	<u>Date Acquired</u>	<u>Condition</u>	<u>Replacement Cost</u>
John Deere Backhoe/Loader	2000	Good	\$ 75,000
Bobcat SkidSteer Loader with broom & snow blade attachments	2001	Very good	\$ 30,000
Marathon Gemini Baler	1996	Good	\$ 38,000
Marathon Vertical Baler	1993	Fair	\$ 10,000
McClain Compactor	1993	Good	undetermined
Morbark Chipper	2003	Excellent	\$ 29,000
Scale, Arc Welder, Power Washer	unknown	Generally good	undetermined

## Recreation

Public recreation programs continue to be provided by the Buxton Recreation Committee. The programs that have continued on a yearly basis are: a summer recreation program for school-aged participants, a learn-to-swim program, a senior citizen trip program, an after school program, and a winter ski program. Starting in July 2003 they will be assisted by a part-time (20 hours per week) Recreation Director. In addition, Town parks provide opportunities for individual and family recreation.

## Library

The town continues to be served by three town-supported libraries. Since the 1991 Comprehensive Plan, the West Buxton Library has undergone some needed renovations and now has indoor plumbing and a new roof. The Berry Library has also had some renovations that have been funded out of their endowment. Both libraries keep limited hours opened to the public. The Town of Buxton also helps to fund the Salmon Falls Library, which is located in Hollis but is used by Buxton Residents.

## Education

The Town of Buxton continues to be a member of MSAD6, which is made up of the member towns of Buxton, Standish, Hollis, Limington and Frye Island. Each year the school district submits a budget to the voters of those towns for approval on the second Tuesday of June. Information about various aspects of MSAD6 can be obtained at the office of the Superintendent located at Bar Mills. In recent years approximately 53% of all Buxton expenditures have gone to support MSAD6; that ratio would be 72% if Buxton's assessment from MSAD6 were not reduced by the education subsidy paid by the State directly to MSAD6.

## Town Owned Property

Following is a partial list of property owned by the town of Buxton.

Property	Date Acquired	Condition	Values	
			Structures	Land
Municipal building complex	1993 <sup>5</sup>	Good	\$ 756,600	\$ 569,600
Transfer station	1993	Good	\$ 416,100	<sup>1</sup>
Salt/sand shed	1993	Good	\$ 143,700	<sup>1</sup>
Church Hill sand shed	1999	Good	\$ 47,900	\$ 46,400
Bar Mills Fire Station	1999	Good	\$ 542,000	\$ 86,200
Groveville Fire Station	1995	Good	\$ 290,500	\$ 67,800
Chicopee Fire Station	Varies	Average	\$ 79,000	\$ 73,900
Historical Soc.(Elden Store)	circa 1880	Avg./Fair	\$ 104,300	\$ 73,900
Town Garage	circa 1948	Avg./Fair	\$ 54,400	<sup>2</sup>
Old Town Hall	circa 1770	Avg./Fair	\$ 96,100	\$ 40,000
Powder House	1813	Average	\$ 1,100	\$ 21,300
Berry Library	circa 1925	Good/Avg.	\$ 64,700	\$ 57,600



<u>Property (continued)</u>	<u>Date Acquired</u>	<u>Condition</u>	<u>Values</u>	
			<u>Structures</u>	<u>Land</u>
West Buxton Library	circa 1890	Avg./Fair	\$ 78,900	\$ 57,600
Pleasant Point Park	circa 1980	Good	----	\$ 177,000
Town Farm Park	<sup>3</sup>	<sup>3</sup>	<sup>3</sup>	<sup>3</sup>
Carroll Park	circa 1972	Good	----	\$ 89,000
Estes Park	circa 1980	Average <sup>4</sup>	\$ 500	\$ 58,700
Bonny Eagle Park	circa 1900	Average	----	\$ 39,800
Bar Mills Park (formerly Jutras)	circa 1975	Undeveloped	----	\$ 44,300

<sup>1</sup> Sited on Municipal building complex land

<sup>2</sup> Included in Historical Soc.(Elden Store) land

<sup>3</sup> Included in Municipal building complex

<sup>4</sup> Structures are very poor

<sup>5</sup> Buildings (the land was acquired many years before)





## Chapter 8 NATURAL RESOURCES

Buxton's natural resources and physical characteristics combine to define aspects of the community through topography, soils, waterways, wetlands, wildlife, working fields and forests, and open space -- elements that contribute to Buxton's rural character and the physical setting. As development advances, fields and forests along Buxton's main roads are being replaced by residences, and in some cases, by businesses, forever altering the landscape and the community. The loss of open space and working land is being experienced as a loss of the community's rural character by many residents. However, it is impossible to control or direct growth in a way that would maintain the rural character of Buxton's landscape, without additional land use restrictions. At the same time, it seems that Buxton's residents would not support the degree of additional land use restrictions that would be necessary to limit or direct growth in a manner that would preserve the remaining large blocks of land in the Rural Zones. Accordingly, the rural character of the community is being changed by development for subdivisions and single-family homes. Surrounding communities have all implemented growth caps, creating additional development pressure on Buxton.

Natural resources offer certain opportunities for development, and constraints on development. Flood plains hold storm water and runoff during periods of heavy rainfall and snowmelt. Wetlands and waterways allow groundwater recharge of aquifers, as well as providing habitat for wildlife, filtering storm water runoff, and slowing the rate of storm water run off, before it reaches streams and rivers. Fish and wildlife habitats may appear to be unoccupied when in fact they are used by species at varying times of day, times of year, under different conditions (flood or drought), or at certain life stages of a species. Agriculture, forestry and mining are activities that have significant economic and social impacts associated with the utilization of Buxton's valuable natural resources.

Computerized map layers have been developed for Buxton and now comprise its G.I.S. (Geographic Information System). All of the data presented in computerized data layers represents a good faith effort to provide the best available information, but may contain errors and omissions, and should be verified on the ground in the event of controversy or legal dispute. Furthermore, the dates of the source data vary between data layers, and changes may have occurred since the data layer was mapped. Nonetheless, this information represents the most accurate landscape scale information currently available, and is the best quality townwide comprehensive data available to date.

A list of natural resource data layers includes:

- Soils (from U.S. Department of Agriculture, Natural Resources Conservation Service, York County Soil Survey),
- Floodplains (based on Federal Emergency Management Agency maps),
- Existing Land Use (based on Buxton Comprehensive Plan Committee windshield survey),
- Streams and Ponds (based on U.S. Geological Survey topographic maps),
- Aquifers (from Maine Office of G.I.S.),
- Maine State data from the "Beginning with Habitat" program by the Maine Department of Inland Fisheries and Wildlife (documented habitat use), and
- Data for Buxton from the "Gulf of Maine Watershed Habitat Analysis" by the U.S. Fish & Wildlife Service (which identifies potential habitat use).

The State data layers include data from the Department of Inland Fisheries and Wildlife for the following: Wading Bird Colonies, Inland Water Birds, Maine Natural Areas (includes rare plants), Maine Rare Animals, Maine Rare Animal Buffers, Deer Winter Areas, and Undeveloped Blocks. These data were released in 2001. The data shown for the U.S.F.W.S. Gulf of Maine Watershed Habitat Analysis identify potential wildlife habitat for a list of 64 declining species of fish, wildlife and plants. Only the top 25% of important (high quality) habitat is included in Buxton's mapping. This study was released in 2001.

Additional mapped data layers include: Tax Parcels (files last modified December 2001), Zoning (as of June 2003), Subdivisions prior to 1980, Subdivisions from 1980-1989, Subdivisions from 1990-2000, and Roads as per the Emergency 911 data (approximately through 2000). These data layers are useful references in using the other data layers.

**The following additional information is taken from the Natural Resources Inventory of the 1991 Comprehensive Plan, with revisions to update and streamline the text.**

### **Topography**

Topographically Buxton consists of rolling land and gentle slopes, which contributes to the visual character of the town, and makes the land relatively easy to use for agriculture, forestry, mining and development. Most of the town is between 100 and 300 feet above sea level. The Saco River defines Buxton's western boundary, and the Little River and numerous streams flow through Buxton's rolling terrain. Approximately 40% of Buxton's land drains west to the Saco River, and the rest flows east into watersheds of the Presumpscot River (via the Little River) and the Stroudwater River (via streams in east Buxton).

### **Geology**

The bedrock underlying Buxton consists of the Vassalboro and Windham formations. Both are metamorphic rock formed approximately 350 million years ago from ocean basin sediments. Under millions of years of pressure, these sediments were transformed into rock classified as granofels and mica schist within the Vassalboro formation, and metasedimentary schists and meta-limestone within the Windham formation.

The surface (or surficial) geology of Buxton is the result of continental glaciation, which lasted in Maine until 10,000-30,000 years ago. This resulted in surface deposits of thick glacial till (consisting of unsorted, random mixtures of sand, silt, clay and stones), deposits of sands and gravels (sorted and deposited by glacial melt water), and fine-grained clay-silt glaciomarine deposits (formed of fine grained deposits in areas formerly covered by ocean). Over millions of years, these deposits have been transformed into different soil types, with varying characteristics and suitabilities for different land uses.

### **Soils**

Soils develop through geologic processes and through weathering of the surface layers. The top layer of the soil is the land surface, and its lower boundary is the parent materials from which it was formed, or the bedrock on which it was formed. The properties of soils are determined by the combined effects of climate, plant and animal life, topography, time, and the parent material itself. In Buxton, most of the parent material is glacial till, sands and gravels, or marine clays

and silts. The soils formed from these various parent materials have very different suitabilities for land uses such as agriculture, forestry, timber growth, road construction, wastewater filtration and building construction. Buxton's soils were surveyed as part of work done between 1966 and 1977 by the U.S. Soil Conservation Service (now the Natural Resources Conservation Service, an agency of the U.S. Department of Agriculture). The results of the survey were published in the 1989 York County Soil Survey, which mapped soil types, described their properties, and rated soil suitability for certain land uses.

Suitability of local soils for development were rated in 1989 by the York County Soil and Water Conservation District. The ratings were published in a booklet entitled "Soil Potential Ratings for Low Density Development in York County, Maine", and provided ratings from 100 (best) to 0 (poorest), describing suitability for low density development. Low-density development referred to single-family residences with basements, and other comparable buildings, with associated on-site septic systems, wells and paved access. The 1991 Comprehensive Plan included a copy of the Soil Suitability Map. Soils with a rating of 0 from the 1989 booklet are described below. It should be noted that the York County Soil Survey was a "medium intensity" soil survey, describing the predominant soil type and the approximate soil boundaries. Within mapped soils, there may be pockets, or inclusions, or more suitable soils, and the mapped boundaries are actually transition areas where one soil phases into another over a distance that may vary from 50-200 feet. Exact site conditions may vary. In addition, the suitability ratings assume none of the site modifications that are commonly employed in the housing industry, such as installation of drainage structures, regrading of the site, or the addition of fill material. Thus, these ratings should be used with qualifications when reviewing specific projects.

**Table 8-1 (1991 Comprehensive Plan)  
Soils Least Suitable for Development (rated as 0)**

Soil	Symbol	Limitation
Adams Loamy Sand, 15-40% slope	AdD	steepness
Biddeford Mucky Peat	Bm	organic, wetness
Brayton & Westbury Fine Sandy Loam	BrB	wetness
Brayton & Westbury Very Fine Stony Fine Sandy Loam	BsB	wetness
Chocorua Peat	Ch	organic, wetness
Colton Gravelly Loamy Coarse Sand, 25-45% slope	CoE	steepness
Hermon Extremely Stony Fine Sandy Loam, 15-60% slope	HnE	steepness
Lyman Fine Sandy Loam, 15-25% slope	LnD	steepness
Lyman-Rock outcrop Complex, 15-80% slope	LyE	shallow to bedrock, steep
Naumburg Sand	Na	wetness
Ondawa Fine Sandy Loam	On	flooding
Podunk & Winooski Soils	Po	flooding, wetness
Raynham (Roundabout) Silt Loam	Ra	wetness
Rock Outcrop, Lyman Complex, 8-15% slope	RoC	shallow to bedrock
Rumney Loam	Ru	flooding, wetness
Saco Mucky Silt Loam	Sa	flooding, wetness
Scantic Silt Loam	Sc	wetness
Sulphemists	Su	flooding
Urban Land-Scantic Complex, 0-3% slope	UsA	wetness
Vassalboro Peat	Va	organic, wetness
Vassalboro Peat, Ponded	Vp	organic, wetness
Waskish Peat	Wa	organic, wetness



Maine State Law allows single-family residences with on-site wastewater disposal (septic systems) to be located on lots as small as 20,000 square feet. The Maine State Plumbing Code uses soil factors to determine the required size of septic leach fields, and separation distance between disposal system and soil limiting factors. The Code is annually reviewed to incorporate current best management practices and improvements in engineering. In 1995 a change in the Maine State Plumbing Code reduced the minimum requirement for siting of new wastewater disposal systems in non-Shoreland Zone areas, such that more land became eligible for development.

A Ground Water Special Features Map (prepared by Robert G. Gerber, Inc.) shows soil boundaries, classified by recharge capability. These recharge capabilities have been translated into recommended maximum residential densities as limited by water quality impacts from septic systems, and are shown in Table 8-2.

**Table 8-2**  
**Buxton Soil Types and Maximum Residential Densities**  
**As Limited by Water Quality Impacts from Septic Systems**

Soil Type	Map Code	Acres per Dwelling Average Conditions*		Acres per Dwelling Drought Conditions*	
Sand and gravel	1	0.4	1.0	0.6	1.6
Thick silty till	2	1.4	3.9	2.3	6.3
Glaciomarine clay-silt	3	3.7	10.1	6.0	16.3
Thin soils & clay-silt	4	3.7	10.1	6.0	16.3

\* The smaller number assumes a goal of 10mg/liter nitrate, and that the concentration of nitrate-nitrogen reaching the ground water from septic systems is 30mg/liter. The larger number assumes a lower acceptable goal of 5mg/liter nitrate and a less effective soil-filtering capacity, such that the concentration of nitrate-nitrogen reaching the ground water is 40mg/liter -- which are more conservative (protective) assumptions. Under drought conditions higher concentrations would result than under average rainfall conditions.

If the densities suggested by Table 8-2 were applied, the maximum residential densities (per household) would range from:

- 0.4 to 1.6 acres in sand and gravel areas
- 1.4 to 6.3 acres in thick silty till areas
- 3.7 to 16.3 acres in clay silt and thin soil areas

The smaller number (higher density) would be used if the Town decided to accept the following assumptions:

- 1) That the concentration of nitrates reaching the ground water from a septic system is only 30 mg/liter;
- 2) That a nitrate concentration of 10mg/liter, exactly the Safe Drinking Water Standard, was an acceptable level at a well or property line.

The higher number (lower density, and safer) would be used if the Town based its standards on the following more conservative assumptions:

- 1) A droughty year, or years (providing less dilution),
- 2) Nitrate concentrations of 40mg/liter reaching ground water from septic systems,
- 3) That a nitrate concentration of 5mg/liter, one-half of the Safe Drinking Water Standard, was an acceptable level at a well or property line.



Buxton's current (2003) zoning requirements do not base lot sizes on the predominant soil types, as described above, but rather on a flat acreage requirement for each of the zones established by the zoning map.

### **Natural Land Cover**

Buxton's natural forested land cover is divided approximately 50% between a coniferous white pine-red pine forest, and 50% deciduous birch-beech-maple forest (based on a 1970 Threshold-to-Maine Resource Conservation and Development report). The deciduous forests are located in the northern tip and the southern 40% of the town, the rest being coniferous. Buxton's natural forests have been transformed over the past 300 years into villages, scattered residential development, and farms. According to the 1988 State Valuation Analysis, by the Maine Bureau of Property Taxation, 18,529 acres in Buxton were considered undeveloped, working agricultural land, or in the tree growth classification -- some 70% of the town.

## **Water Based Resources**

### **Surface Waters**

Bonny Eagle Pond is Buxton's only natural "great pond". Great pond water quality standards are applied to manmade impoundments of 30 acres or more, and to natural lakes or ponds of 10 acres or more. Water in the impoundments on the Saco River above the dams at West Buxton and Bar Mills are regulated according to Great Pond Act classification.

Bonny Eagle Pond has a surface area of 202 acres, is 22 feet deep at its maximum, and is 11 feet deep on average. It is calculated to flush 2.14 times annually, draining a 274 acre watershed, of which 199 acres are considered (by DEP in 2003) to be acreage available for development. DEP has assigned a growth factor of 0.35 to this watershed, which is expected to result in development of an additional 70 acres in the watershed. The water quality was categorized in 1991 as moderate/stable, and in 2003 as moderate-to-sensitive, with a medium level of protection. Only 9% of the watershed for Bonny Eagle Pond is located in Buxton, and most of that area is fully developed. The remaining 91% of the Bonny Eagle Pond watershed is in Standish.

Work by the Maine Department of Environmental Protection in 1983 found that land within an entire watershed contributes phosphorus to lakes and ponds, and it is believed that phosphorus loading can be controlled by limiting or regulating development within a watershed. Under DEP's Phosphorus Methodology for Lake Watersheds, Buxton's share of allocated pounds of phosphorus would be 2.07 per parts per billion (ppb) in the pond. The acceptable total increase in the pond's phosphorus concentration would be 1 ppb, and the allocation of pounds per acre of phosphorus is 0.03. Buxton has not adopted DEP's Phosphorus Method, but Standish had done so and uses it as part of their ordinance.

Water quality in Bonny Eagle Pond is considered good, although visibility is somewhat reduced by (naturally occurring) tannins in the water. Bonny Eagle Pond is the location of Buxton's public beach, and although water quality has not been a problem, the shoreline is heavily developed and soils around the lake are sandy. The eventual failure, or other malfunction, of a septic system could create a significant health problem.

Phosphorus loading is a significant threat to water quality in lakes and ponds because it acts as a fertilizer, dramatically increasing plant growth -- including algae. Excessive algal growth (algae blooms) reduces water clarity and depletes dissolved oxygen. In turn, this alters wildlife habitat, reduces the recreational value of the water body, negatively affecting property values.

Phosphorus is transported into lakes by snowmelt and by storm water runoff. It comes from fertilizers as well as from rock particles, sand and gravel used on roads, and from organic and inorganic materials. Phosphorus is carried directly into lakes, ponds and waterways unless the water transporting it can be slowed enough for the water to seep into the ground, filtering out the sediments and removing phosphorus. Phosphorus loading can be controlled by preventing septic system failure (since many soaps and laundry detergents contain phosphorus), by minimizing the use of fertilizers, and by preventing soil erosion or storm water runoff from entering waterways directly. Vegetated buffer strips can filter storm water runoff, create wildlife habitat, and add privacy.

### **Rivers and Streams**

Waters of the Saco River in Buxton are regulated by DEP as class A waters. All streams and tributaries in Buxton, including Files Brook, Little River, Stroudwater River, and Stackpole Creek are regulated as class B waters. Class A and B waters are suitable for drinking water after treatment, fishing, recreation (in and on the water), industrial cooling and process water, hydroelectric generation, and habitat for fish and other aquatic life. Very limited discharges may be permitted into class A waters. Discharges are permitted into class B waters, provided that the water quality of the discharge is as good or better than the water quality of the stream, and that the discharge does not harm fisheries or wildlife.

The Saco River is a valuable cultural, natural, and fiscal resource for Buxton. There are three hydroelectric generation dams on the Saco River within Buxton, owned by Florida Power and Light, and transmission facilities owned by Central Maine Power. Tax revenue from these operations provides a sizable portion of Buxton's tax base (9% as of 2001). The river is an important resource for fishing, and boating, and contributes a major scenic resource because much of its shoreline is undeveloped. The Saco river corridor was the location of early settlements -- both Anglo settlements and native settlement predating recorded history. The historic colonial villages of Salmon Falls, Bar Mills and West Buxton include many of Buxton's older homes and continue to function as local neighborhood centers.

### **Wetlands**

Wetlands and open waters are areas in which the permanent or intermittent presence of water has caused physical and chemical changes in the development of the soil, and become the determining factor in the plant and animal life present. Wetlands are generally transitional areas between dry upland and open water, with low topography, poor drainage, and standing water subject to seasonal variation. Occasionally wetlands occur on slopes as well, where a seep creates saturated soil conditions. Delineation of wetlands requires fieldwork and professional level training in soils and wetland vegetation, but in general is defined by the presence of hydric soils in combination with plant species adapted to extended periods of inundation or soil saturation during the growing season.

In the early 1900s wetlands, also known as marshes, bogs, fens and swamps, were considered useless land, best used for development or agriculture after being drained and/or filled. In the last quarter of the 1900s, studies showed that wetlands provided many environmental and cultural benefits. Wetlands are now known to serve a range of important environmental functions including floodwater storage, improving water quality, aquifer recharge, regulating stream flow, and providing habitat for fisheries and wildlife.

Wetlands can provide aquifer recharge and discharge areas, mediate ground water supplies, and create flood storage capacity. Wetlands slow the rate of surface run off in a watershed, and help stabilize stream flows between wet and dry seasons. By detaining storm water and surface runoff, wetlands allow eroded sediments to settle out, thereby improving water quality downstream. Aquatic and wetland plants filter and improve water. They can transform inorganic nutrients into organic matter, trapping as much as 77% of total phosphorus and 94% of suspended solids. Downstream resources are thereby protected from siltation and pollution.

Wetlands provide important food, water, space, cover and refuge to a variety of insects, amphibians, reptiles, birds and mammals. As connections between land and water, they provide essential breeding, feeding, nesting, resting and escape habitat at various times of day, seasons of the year, and different life stages. Wetlands have been identified as some of the most productive biological systems in the world. Systems which support a wide variety of species are usually more complex ecosystems (biologically diverse), and because of their complexity, they are more resilient to individual catastrophic events such as fire, drought, flooding and disease.

Navigable waterways and wetlands in Maine are regulated by the U.S. Army Corps of Engineers, under the Clean Water Act, and by the Maine Department of Environmental Protection under the (Maine) Natural Resources Protection Act. The 1991 Comprehensive Plan provided a map of Ground Water Special Features, prepared by the Maine Geological Survey, showing non-forested wetlands of 10 acres or more in size. Wetlands labeled as Type 1 on the Ground Water Special Features Map refer to ground water discharge areas -- areas where ground water comes to the surface. Type 2 areas are ground water discharge areas in part of the wetland, but may also have some local recharge, thus contributing to ground water supplies. The Type 2 areas could become more predominantly recharge areas if high yield wells were located on them and the wells were pumped heavily.

The (1991 Comprehensive Plan) Habitat Map was prepared by the Maine Department of Inland Fisheries and Wildlife, and showed one wetland with high value for wildlife, and one wetland with medium value for wildlife.

### **Aquifers**

Aquifers are geologic formations containing useful amounts of water. Aquifers may be saturated sands and gravels, called sand and gravel aquifers, or they may be located in cracks and fractures in bedrock, known as bedrock aquifers. Because Buxton has no municipal water, all residents rely on private wells and maintaining safe drinking water depends on proper management of the ground water supply.



The Ground Water Special Features Map (1991 Comprehensive Plan) shows the major sand and gravel aquifers, as well as possible major bedrock aquifers in Buxton. The locations of the sand and gravel aquifers, as well as possible major bedrock aquifers, have been derived from maps prepared by the Maine Geological Survey and from interpretation of soil maps by Robert G. Gerber, Inc. The location of the possible bedrock aquifers shown on the map were based on interpretations by Gerber Inc. of data from high-altitude side-looking radar (SLAR). Linear patterns on the ground (called lineaments) show evidence of bedrock fracture zones, which are potential zones of above average yield in a bedrock aquifer. Where two or more lineaments cross, there is higher potential for locating a usable water supply. Bedrock aquifers are as important as sand and gravel aquifers, and the number of Maine homes with wells in such aquifers outnumbers those in sand and gravel aquifers by 2.4 to 1. Bedrock aquifers are often impossible to clean up if they become contaminated.

The Prime Aquifer Map (1991 Comprehensive Plan) shows the Gerber, Inc. interpretation of the aquifer data in terms of locating zones of potential sustained yield in excess of 50 gallons/minute (gpm). There are only two confirmed high yield (>50gpm) sand and gravel aquifers in Buxton. One lies west of Bonny Eagle Pond, and the other is just northeast of Bar Mills. The Bar Mills aquifer is apparently a sand and gravel deposit below less permeable glaciomarine deposits. Gerber's work suggested there might be other high-yield aquifers that could be confirmed by further field investigation, if locating a public water supply becomes necessary. A more detailed Aquifer Map (updated in 2002) is provided in the G.I.S. data layers.

#### **Threats to Ground Water Quality.**

Protection of ground water supplies from contamination is a primary concern, since contaminants are not easily, or economically, removed from groundwater—if they can be removed at all. Certain land uses pose a greater threat to ground water than others. The major sources of ground water contamination are situations where toxic materials were or are still used or generated as wastes, and situations where dumping may have occurred, or continues to occur, and contaminants have access to ground water.

Land uses which create potential threats to ground water include:

agricultural chemical storage	land fills and transfer stations
auto repair	laundromats
auto body shops	machine shops
dry cleaners	manure piles
fertilized fields and agricultural areas	sand and salt piles
fuel oil storage and distribution	sand and gravel mining operations
gasoline stations	sod farms
junk yards and auto salvage yards	underground oil storage tanks

The location of known threats to ground water (in Buxton) have been shown on the Ground Water Special Features Map (1991 Comprehensive Plan). Problems have occurred in the Groveville neighborhood, from gasoline, and at the Jewett and Hanson Schools, from high arsenic content. Based on reports of contaminated wells (1991), the plume of contamination from a gasoline tank leak in Groveville is traveling southeast.

The town salt is stored in an enclosed shed, and the older of two former dumps was properly covered at the time of closure, with the result that (as of 1991) neither was considered to be causing contamination. Prior to construction of the current (2003) salt and sand shed on town property (and adjacent to the Transfer Station), Road Commissioner Sharon Elwell maintained a sand and salt pile east of Salmon Falls. The pile has since been used up and use of the site for that purpose has been discontinued.

The Town of Buxton has two capped landfills—one off Church Hill Road, and the other being a pair of adjacent sites off Town Farm Road. Part of the Town Farm Road site was studied, with the result that elevated conductivity readings were found to the north of the more recent dump area (below the older dump). Water quality data was collected for three wells to the south and one well west of the landfill. While two of the wells indicated high levels of sodium and chloride (presumably from road salt), none of the wells were found to have been affected by landfill leachate (1991). It appeared (as of 1991) that the landfill leachate was traveling immediately north of the site into a wet area and a stream. While there are numerous domestic wells south and east of the old dumpsites, some of which appear to have been affected by road salt, there has been no apparent impact from the landfill. Given that soils at the site are as thick as 50 feet in some places, contamination could be traveling to great depths and bypassing ground water monitoring wells. Monitoring continues (2003) and periodic reporting is required.

(Source for 1991 ground water contamination information was Robert G. Gerber, Inc.)

#### **Important Natural Areas and Wildlife Habitats**

As land development in Buxton increases, open space and wildlife habitats are being lost, or fragmented in smaller blocks less capable of supporting numbers of wildlife, or a variety of species. Fishing, hunting, the presence of water fowl, the sight of deer grazing in the evening, the sound of coyotes at night, and the sight of fox kits in the spring are experiences that have been a part of Buxton's rural character.

The Important Natural Areas Map (1991 Comprehensive Plan) showed important deer wintering areas and high value wetlands identified by the Maine Department of Inland Fisheries and Wildlife. It also depicted Critical Areas from the Maine Natural Areas Inventory Register.

Maine's Critical Areas Program was created by the Legislature in 1973 to identify, catalogue, and help assure the protection of unusual natural, scenic, or scientific value. In Buxton, one site has been designated as a Critical Area, and is located at Union Falls on the Saco River. The site is approximately 2.5 miles downstream from Bar Mills, and is on both sides of the river, consisting of the falls and the exposed bedrock on both banks -- an area of about 5 acres.

Union Falls is presently inundated by the Skelton Dam, and is one of only four significant falls in the Saco River Basin. The exposed bedrock is the basis for inclusion as a Critical Natural Area, consisting of metamorphics, granite, and basalt inclusions. Located just downstream of the Falls is a large exposure of bedrock which shows the sequence of events involving intrusion and/or granitization of the oldest metamorphic rocks, followed by intrusion of basalt and faulting. The granite-metamorphic contact is well displayed in the area and consequently the site makes an excellent field study site.



Two other sites in Buxton are on the Natural Areas Inventory, but have not yet been included in the list of Critical Areas. The first is the Groveville Kettle Pond, which was probably formed by an ice chunk left behind by the retreat of glaciation 10,000 to 12,000 years ago. Surrounded by sand and gravel, the kettle hole remains long after the ice has melted. The existing pond in the kettle hole contains a bog, and provides habitat for rare plants that include Dwarf Mistletoe and orchids.

The third Buxton site included on the Natural Areas Inventory is the Prat Bog, also in Groveville, northwest of Church Hill Road. The site is included because it is an acid bog, a relatively uncommon feature on Maine's landscape.

Current State Natural Areas data (2001) documents three important animal species sites, in addition to four deer wintering yards.

## **Chapter 9 CULTURAL RESOURCES**

### **Introduction**

Cultural resources provide a physical link to the past and add to the enjoyment of our community. They include historic buildings and sites, archaeological sites, parks and open spaces, views we enjoy, and access to the natural environment (fields, forests, lakes and streams), and they are a part of the quality-of-life in Buxton.

This chapter provides a reminder of and supplement to the information presented in the 1991 Comprehensive Plan.

### **Archaeological Resources**

The most significant archaeological resources for preservation are the Native American campsites along the Saco River. These have been partially identified by Dr. Rick Will and others in the Federal licensing process for the dams along the river. The Native American sites date as far back as 9,000 years ago. Although the sites are buried and there is little for the general public to see at these very old sites, ongoing protection of the sites is needed to allow future study of Maine's earliest human period.

In July 2003, Dr. Arthur Spiess, Senior Archaeologist of the Maine Historic Preservation Commission, provided the following information. (\* indicates distances withheld for preservation reasons)

I'm pleased to be able to give you the following summary of archaeological survey and archaeological sites in Buxton. Almost all survey has been along the banks of the Saco River for hydroelectric relicensing. The shoreline of the Bar Mills project has been completely surveyed, and the shoreline of the Skelton project (dam at Dayton) has been mostly surveyed. The river shoreline above the Buxton project has not yet been surveyed. In addition there has been archaeological survey along a gas pipeline/powerline route (no sites), and survey by my office for a Maine DOT culvert replacement on Route 112 (site 7.58, more about that later).

One site (7.3) is known on the shoreline of the Buxton project in Buxton, although no professional work has been done on it (report of stone tools on the river bank).

One site (7.32) is located in Buxton above the Skelton project, about \* km below the Bar Mills dam location. (The rest of the sites discovered during Skelton project survey are on the west bank.) Site 7.32 yielded a variety of small stone tools (no "flashy" spear points) in up to 1m of soil depth. The tools appear to date between about 8000 and 4000 years in age, but the site was tested without further major excavation because it is not being rapidly eroded by the Skelton project water level. Site 7.32 is probably eligible for listing in the National Register of Historic Places, and well worth protecting.

Survey of the Bar Mills project shoreline has located four archaeological sites in Buxton. Site 7.57 is small and definitely not significant. Site 7.49 is about \* km above the dam, and sites 7.50 and 7.51 are located about \* and \* km above the Bar Mills dam.

Site 7.50 contains fragments of stone tool making debris and small stone tools in up to 1m of soil, but the deposits are mixed. The site is not considered significant (eligible for listing in the National Register), although some of the material may be 7000 or more years old.

Site 7.51 is a small site (150 square meters) with stone tools and fragments to 1.4m depth in river silt. None of the artifacts are culturally identifiable to a particular time period, so the site is not significant.

Site 7.49 covers more than 200 square meters, and has stone tool material to a depth of 1.3 meters. This site is not significant, again because of the lack of culturally identifiable material.

In case you think that perhaps the archaeological potential of the Saco River banks may not be that great, there are some very important sites, with material as old as 9500 years, on the Hollis site of the Bar Mills project area. In addition, our work at site 7.58 has proven that significant sites can be found located 10 or more meters back from the current river bank, and thus outside the area of hydroelectric relicensing survey. We have drafted an article on site 7.58 for publication in an upcoming issue of The Maine Archaeological Society Bulletin, and enclose a copy here. Thus, everything that is in this article (missing the exact site location) will be public information.

There is probably a great deal of very good archaeology in Buxton, but the work so far has been tantalizing rather than overwhelming in producing data. Please let me know if you wish to discuss the matter of protecting sites any further.

More recent sites include the early grist and sawmills along the Saco River and its smaller tributaries. To the best of our knowledge today, little remains except some scattered foundations. The locations are for the most part documented in early town records. Also, the 1991 Plan noted Fort Buxton at Pleasant Point and the Wentworth-Bickford pottery site on the Haines Meadow Road.

## **Historic Buildings**

The National Register of Historic Places is a federal designation to identify properties for consideration in federal or federally-assisted projects and to provide financial assistance for historic preservation. The criteria for listing includes "the quality of significance in American history, architecture, archaeology, engineering and culture that is present in districts, sites, buildings, structures and objects that possess integrity of location, design, setting, materials, workmanship, feeling and association, and: *A.* that are associated with events that have made a significant contribution to the broad patterns of our history; or *B.* that are associated with the lives of persons significant in our past; or *C.* that embody the distinctive characteristics of a type, period or method of construction...; or *D.* that have yielded or may be likely to yield information important in prehistory or history. "

Buxton has only four individual buildings on the National Register of Historic Places. They are at two locations. The Royal Brewster house and the First Congregational Church are both at Tory Hill. The town Powder House and Elden's Store are both at Buxton Center. There are also several nearby buildings in both areas that are likely eligible for the National Register. In the 1991 Plan document, listed in Table 9-2 are 14 individual buildings that were then seen as possibly suitable for the National Register. Also on the National Register is the Salmon Falls Historic District. It includes eleven buildings on the Buxton side of the river and eight buildings on the Hollis side. The Buxton buildings date from 1790 to 1868. In addition, the Bonny Eagle hydropower project has been reviewed by the Maine Historic Preservation Commission and found to be eligible for the National Register.

In progress during 2003 is a comprehensive survey of historic Buxton buildings and archaeological sites. It is a project of the Buxton-Hollis Historical Society with funding and support by the Maine Historic Preservation Commission and the Town of Buxton. An experienced local professional consultant has been hired for consistency and expert advice. This roadside survey is photographing and cataloging the structures greater than fifty years old. The information should be available late in 2003 on hardcopy and in a sortable database, which will tie with Buxton's mapping system. The purpose of the survey is to inventory our historic resources as the first step of preserving them. The survey will be a key historic resource for the town.

## Public Parks

There are a number of town owned and maintained parks in Buxton as listed in Table 9-1.

**Table 9-1: Public Parks in Buxton**

Park	Location	Tax Map-Lot	Size (acres)	Use
Bar Mills Park (former Jutras property)	11 Depot St. (Bar Mills)	12-13	5.1	Undeveloped, open space
Bonny Eagle Park	Bonny Eagle Pond	1A-91+93	0.3	Swimming, picnicking
Carroll Park	Hurlin Smith Rd. (Groveville)	7-54C	4.8	Baseball, playground
Estes Park	Chicopee Rd.	2-49B	12	Baseball
Pleasant Point Park	Simpson Rd.	11-47	48	see paragraph below
Powder House	Long Plains Road (near Buxton Center)	3-83A	1	Historical
Town Farm Park	Town Farm Rd.	9-10	5	Baseball, basketball, picnics, etc.
Weymouth Park (owned by a Trust, not the Town)	Routes 112&202 (Tory Hill)	10-70	8.5	Baseball, tennis

Source: 1991 Buxton Comprehensive Planning Committee, recent knowledge

Pleasant Point is the location of the first settlement in Buxton. It is located on the Saco River below Salmon Falls and above the Skelton Dam. The land was given to the town in March 1989 for use as a town recreation facility. The Skelton Dam flowage is directly upriver from Pleasant Point. The flowage is a three mile long area of the Saco River suitable for fishing and boating. The land provides access to the Saco River for boat launching, family outings and picnics. The potential for the families of Buxton to use the Pleasant Point area is great, but there have been problems caused by discourteous youths and other non-family groups. In the summer of 1990 the park trustees hired a part-time custodian and closed the park after sunset, and since then many of the problems were reduced.



### **Views, Open Space, and Public Access to Private Property**

Part of the rural quality of Buxton is formed by the views of undeveloped open fields, such as those along Long Plains Road, Waterman Road, and Turkey Lane.

Another valuable view and open space resource is the Saco River. Much of the shoreline of the river is undeveloped and there are good views of the river from the Route 202 bridge at Salmon Falls, the Bar Mills Bridge, along Route 112, and along Salmon Falls Road.

Much of the recreation in town is provided by landowners who allow their property to be used for hiking, skiing, hunting, fishing, and other activities. As population growth takes place in Buxton as well as in the nearby towns and cities, the demand to use private property for outdoor recreation will increase. As this is taking place more and more private property is also, for one reason or another, being posted for no hunting and/or no trespassing.

## Chapter 10 FISCAL RESOURCES

### Introduction

The fiscal capacity of a community is a key factor in its ability to accommodate growth while providing the facilities and services that it needs. This Chapter reports Buxton's financial history since 1989 and analyzes the Town's current financial situation.

### Property Valuation, Local Tax Rate, and Full-Value Tax Rate

Both the Town and State calculate property valuation annually. By State law, a revaluation should be conducted when a community's valuation drops below 70% of the State's valuation, which is typically adjusted annually to reflect market conditions. As indicated in Table 10-1, Buxton's valuation was lower than the 70% threshold until 1994, when a complete revaluation was performed. Since then, the valuation ratio was slightly above 100% through 1998, and more recently it has declined to below 90%. Buxton plans a simplified revaluation for 2003.

**Table 10-1 Property Valuations, Tax Commitments, and Tax Rates**

Year	State Valuation as of April 1 <sup>st</sup>		Adjusted Buxton Valuation as of April 1 <sup>st</sup>		Adjusted Buxton Tax Commitment Sept. 1 <sup>st</sup>		Buxton Tax Rate	Full-Value Tax Rate
	\$	% Change	\$	% of State	\$	% Change	Mills	Mills
1987	191,250,000	21.8%	133,380,803	69.7%	2,034,197	13.1%	15.30	10.64
1988	246,500,000	28.9%	140,182,588	56.9%	2,203,404	8.3%	15.70	8.94
1989	266,000,000	7.9%	143,450,061	53.9%	2,633,526	19.5%	18.30	9.90
1990	275,350,000	3.5%	147,965,191	53.7%	3,028,137	15.0%	20.40	11.00
1991	261,150,000	-5.2%	150,624,733	57.7%	3,206,534	5.9%	21.25	12.28
1992	255,200,000	-2.3%	153,885,252	60.3%	3,275,911	2.2%	21.25	12.84
1993	261,000,000	2.3%	157,173,317	60.2%	3,345,131	2.1%	21.25	12.82
1994	274,550,000	5.2%	283,954,045	103.4%	3,677,705	9.9%	12.90	13.40
1995	274,700,000	0.1%	286,930,698	104.5%	3,860,375	5.0%	13.45	14.05
1996	281,350,000	2.4%	293,376,454	104.3%	3,946,332	2.2%	13.45	14.03
1997	292,150,000	3.8%	299,856,467	102.6%	4,033,184	2.2%	13.45	13.81
1998	306,800,000	5.0%	307,934,598	100.4%	4,251,872	5.4%	13.80	13.86
1999	324,500,000	5.8%	317,610,767	97.9%	4,386,992	3.2%	13.80	13.52
2000	357,950,000	10.3%	332,066,554	92.8%	4,558,070	4.6%	13.80	12.82
2001	393,950,000	10.1%	345,679,904	87.7%	5,221,407	13.8%	15.10	13.25
2002	-----not yet available-----				5,593,161	10.8%	16.20	

Source: Maine State Bureau of Taxation and Buxton Town Records. The exact adjustments included in the Adjusted Buxton Valuation amounts for 1990, 1991, and 1999 were not readily available and therefore were estimated. Beginning in 1999, the Valuation and Tax Commitment adjustments include adding back the Homestead exemption.

The state valuation amounts showed a high rate of growth in the late 1980's, moderate growth during 1990-1999, and higher growth since then. Buxton's tax commitment growth followed generally the same pattern, lagging a year or two behind.

A tax rate depends on the property valuation basis. Tax rates by themselves are not properly comparable across years and among communities unless they are restated to a common valuation basis. To address this issue, the Maine Bureau of Taxation has defined a "full-value tax rate", which is also called an "equalized tax rate". \*\*\* (Analysis continues on Page 4.) \*\*\*

**Table 10-2 Financial History 1990-2002**

Fiscal Yr Ended June 30	1990	1991	1992	1993	1994	1995	1996
	\$	\$	\$	\$	\$	\$	\$
<b>REVENUE</b>							
Property Taxes	2,673,658	3,011,181	3,209,712	3,236,793	3,330,714	3,652,077	3,874,195
Excise Taxes	509,138	467,871	462,480	481,021	547,663	575,605	644,539
Intergovernmental	339,682	490,118	542,736	671,088	454,443	437,648	432,410
Miscellaneous	361,270	273,028	260,240	1,134,043	295,985	323,959	363,554
<b>Total Revenue</b>	<b>3,883,748</b>	<b>4,242,198</b>	<b>4,475,168</b>	<b>5,522,945</b>	<b>4,628,805</b>	<b>4,989,289</b>	<b>5,314,698</b>
<b>EXPENDITURE</b>							
<i>from General Fund:</i>							
General Government	391,914	412,723	390,759	412,480	555,489	550,446	567,789
Public Safety	324,391	349,790	346,602	408,347	447,860	459,107	489,922
Health & Sanitation	282,450	320,170	307,383	326,796	401,725	460,985	431,538
Welfare	78,703	145,663	110,368	47,233	50,030	55,916	32,287
Recreation	49,574	34,901	20,368	17,848	18,130	24,608	45,912
Education	1,971,434	2,118,731	2,179,081	2,170,442	2,154,136	2,404,419	2,602,064
Highways	482,489	521,195	450,681	528,616	528,603	504,049	520,186
Capital Outlay	----- not separately identified -----						
York County	----- not separately identified -----						
Unclassified	179,175	155,083	158,321	460,294	263,732	167,974	257,973
<i>from Special Revenues &amp; Capital Projects Funds:</i>							
Ash Landfill	.....	24,946	74,629	.....	.....	.....	.....
Dump Closing	7,533	5,146	25,309	6,126	6,811	.....	.....
Fire Equipment	.....	.....	.....	120,066	.....	35,000	.....
Ambulances	.....	.....	.....	.....	.....	.....	.....
Groveville Fire Dept.	.....	.....	209,770	.....	.....	.....	.....
Highway Equipment	40,400	.....	.....	54,236	.....	62,500	.....
Highway Improvemnt	.....	.....	.....	.....	.....	.....	.....
Pleasant Point	2,500	3,118	2,300	3,841	3,418	.....	.....
Comprehensive Plan	14,117	22,109	1,172	4,272	.....	.....	.....
Municipal Complex	.....	.....	.....	1,690,149	163,927	7,929	60,033
Ball Field Complex	.....	.....	.....	.....	.....	.....	.....
Drug Forfeiture	.....	.....	.....	.....	.....	.....	.....
Buxton Toy Box Fund	.....	.....	.....	.....	.....	.....	.....
<b>Total Expenditure</b>	<b>3,824,680</b>	<b>4,113,575</b>	<b>4,276,743</b>	<b>6,250,746</b>	<b>4,593,861</b>	<b>4,732,933</b>	<b>5,007,704</b>
<b>REVENUE MINUS EXPENDITURE</b>	<b>59,068</b>	<b>128,623</b>	<b>198,425</b>	<b>(727,801)</b>	<b>34,944</b>	<b>256,356</b>	<b>306,994</b>
<b>OTHER FUNDING SOURCES (USES)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(2,500)</b>	<b>(4,000)</b>	<b>(2,000)</b>	<b>(1,000)</b>
<b>ASSETS AT END OF FISCAL YEAR</b>							
Cash & Investments	1,438,600	1,550,966	1,751,594	1,173,581	1,043,075	1,245,349	1,594,730
Other Assets	231,215	375,868	418,426	847,198	669,246	732,545	693,528
<b>LIABILITIES AT END OF FISCAL YEAR</b>							
Accounts Payable	37,917	68,741	80,825	338,202	81,981	80,560	56,868
Deferred Revenue	196,778	227,157	241,497	302,071	325,329	361,250	378,838
Funds Held as Fiduciary	69,550	102,792	115,111	126,215	127,849	127,322	138,861
Other Liabilities	5,888	39,839	45,857	297,862	189,789	167,033	165,968
<b>FUND EQUITY BALANCES AT END OF FISCAL YEAR</b>							
Designated - Special	429,772	606,724	555,275	93,116	193,929	162,607	221,186
Designated - General	62,992	8,882	37,699	161,423	63,240	53,875	66,667
Undesignated	866,918	872,699	1,093,756	701,890	730,204	1,025,247	1,259,870
<b>Total Surplus Funds</b>	<b>1,359,682</b>	<b>1,488,305</b>	<b>1,686,730</b>	<b>956,429</b>	<b>987,373</b>	<b>1,241,729</b>	<b>1,547,723</b>

**Table 10-2 Financial History 1990-2002 (continued)**

1997	1998	1999	2000	2001	2002	Fiscal Year Ended June 30
\$	\$	\$	\$	\$	\$	
<b>REVENUE</b>						
3,937,363	4,061,159	4,250,135	4,551,193	4,424,717	5,269,332	Property Taxes
719,779	752,034	832,065	931,315	973,814	1,121,440	Excise Taxes
458,398	647,739	631,927	603,429	593,552	576,776	Intergovernmental
566,687	445,301	540,653	523,409	653,135	840,812	Miscellaneous
5,682,227	5,906,233	6,254,780	6,609,346	6,645,218	7,808,360	Total Revenue
<b>EXPENDITURE</b>						
<i>from General Fund:</i>						
553,648	629,610	632,760	676,057	642,491	810,223	General Government
499,677	555,213	554,991	607,481	681,144	792,230	Public Safety
507,270	425,625	462,360	468,022	504,061	531,982	Health & Sanitation
62,921	79,298	26,935	14,814	13,756	11,309	Welfare
46,119	44,024	52,198	53,595	77,598	103,940	Recreation
2,800,702	2,998,731	3,146,482	3,307,992	3,570,851	4,066,239	Education
499,114	563,235	525,836	526,277	589,340	591,440	Highways
-----	118,096	276,402	425,858	363,784	390,415	Capital Outlay
--- not separately identified ---			134,471	133,580	219,470	York County
268,139	53,710	179,054	49,430	105,533	121,543	Unclassified
<i>from Special Revenues Funds:</i>						
		1,982				Ash Landfill
						Dump Closing
59,472				17,992		Fire Equipment
20,000						Ambulances
						Groveville Fire Dept.
	58,000					Highway Equipment
		12,346				Highway Improvemnt
						Pleasant Point
						Comprehensive Plan
						Municipal Complex
6,413	88,306	4,500	6,181			Ball Field Complex
			20,679			Drug Forfeiture
					6,624	Buxton Toy Box Fund
5,323,475	5,613,848	5,875,846	6,290,857	6,700,130	7,645,415	Total Expenditure
<b>REVENUE MINUS EXPENDITURE</b>						
358,752	292,385	378,934	318,489	(54,912)	162,945	
(500)	(500)	(500)	0	0	0	<b>OTHER FUNDING SOURCES (USES)</b>
<b>ASSETS AT END OF FISCAL YEAR</b>						
1,997,986	2,454,258	2,735,093	3,063,161	2,999,835	3,010,101	Cash & Investments
631,572	804,283	737,758	664,045	913,228	900,267	Other Assets
<b>LIABILITIES AT END OF FISCAL YEAR</b>						
73,443	219,979	36,765	133,996	27,989	43,980	Accounts Payable
423,913	460,840	481,038	328,443	499,359	434,301	Deferred Revenue
138,539	155,581	163,503	161,489	147,337	145,253	Funds Held as Fiduciary
87,688	224,281	215,251	208,495	398,507	284,018	Other Liabilities
<b>FUND EQUITY BALANCES AT END OF FISCAL YEAR</b>						
266,787	275,102	483,385	589,414	309,198	180,193	Designated - Special
91,423	134,328	462,479	220,909	374,107	318,031	Designated - General
1,547,765	1,788,430	1,630,430	2,084,460	2,156,566	2,504,592	Undesignated
1,905,975	2,197,860	2,576,294	2,894,783	2,839,871	3,002,816	Total Surplus Funds



The full-value tax rate is calculated by dividing a community's Adjusted Tax Commitment for a given year by its corresponding State Valuation amount. This produces a tax rate that can be compared properly across years and communities. Buxton's rate has been in the 12 to 14 mills range since 1990. Table 10-3 below shows how Buxton's full-value tax rate compares to that of surrounding towns and counties as of the year 2000, the latest available for this comparison.

**Table 10-3 Full-Value Tax Rate (Mills) as of Year 2000**

Buxton	12.82
Dayton	15.88
Gorham	17.74
Hollis	12.54
Saco	17.68
Scarborough	16.27
Standish	12.12
York County Total	13.53
Cumberland County Total	17.24

Source: Maine Municipal Association website.

### **Analysis of Financial History and Current Financial Situation**

Table 10-2 on the preceding pages shows Buxton's financial history for the years 1990 through 2002. The source of this information is the audited financial statements published in the Town's Annual Reports. Those statements were prepared according to a modified accrual basis of accounting, as more fully described in the Notes to those statements.

Several observations are noteworthy before beginning an analysis of trends:

Intergovernmental revenue in most years includes primarily State revenue sharing, local road assistance, and general assistance reimbursement.

State funding for education goes directly to MSAD6. Therefore, such funding is not revenue for Buxton, and the Town's expenditure for education is stated net of such funding. For municipalities that are not part of a multi-municipal district, such State funding would be included in revenue, and expenditures would include all school costs.

In 1993, miscellaneous revenue included approximately \$750,000 from a State jobs bond, which helped to pay for the significant municipal complex construction expenditure.

The "Capital Outlay" expenditure category was not separately reported before 1998. However, in those earlier years there were more expenditures from the Special Revenues and Capital Projects Funds than there have been recently. The notes to the audited financial statements do not describe the nature of items included in Capital Outlay, but the amounts included therein appear to be generally consistent with items that the Town has identified as capital expenses of the General Fund. In recent years, several equipment purchases and significant building projects (such as the Bar Mills fire station replacement) have been funded primarily by withdrawal from undesignated surplus funds rather than from current property taxes. Buxton has not had and does not now have any long-term debt.

The expenditure for the York County government assessment was not separately reported before 2000. The amounts are known for those earlier years, having risen gradually from approximately \$91,000 in 1992 to \$133,000 in 1999, but it is unclear where they were included in the financial statements.

Assets and liabilities include the balances of five relatively small Trust Funds that were established before 1990 for the benefit of (1) cemetery care, (2) the Berry library, (3) the Hanson school, (4) Bar Mills sidewalks, and (5) an ambulance. The income and expenditures of such funds are excluded from the Town's financial statements, except to the extent that Buxton incurs an expense by contributing to such a fund. The total of these trust fund balances at June 30, 2002 was \$142,283, and their total annual expenditures in recent years have ranged from \$5,000 to \$20,000.

Table 10-4 below shows selected ratios derived from the Table 10-2 financial history. For the purpose of this analysis, adjustment has been made so that Buxton's share of MSAD6 State funding is included in both Intergovernmental revenue and Education expenditure. The approximate amounts of such funding are given at the top of the Table.

**Table 10-4 Financial History: Percentages of Total Revenue and Total Expenditure**

Fiscal Year Ended June 30	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
<b>State Education Funding \$millions</b>	3.85	3.85	3.79	3.73	3.81	3.91	3.94	4.13	4.20	4.64	4.75
<b>Ratios to Adjusted Total Revenue:</b>	%	%	%	%	%	%	%	%	%	%	%
Property Taxes	38.5	34.6	39.6	41.9	42.5	41.1	41.2	40.9	42.1	39.2	42.0
Excise Taxes	5.6	5.1	6.5	6.6	7.1	7.5	7.6	8.0	8.6	8.6	8.9
Adj. Intergovernmental Revenue	52.8	48.2	50.4	47.8	46.5	45.5	46.6	45.9	44.4	46.4	42.4
Miscellaneous Revenue	3.1	12.1	3.5	3.7	4.0	5.9	4.5	5.2	4.8	5.8	6.7
<b>Ratios to Adj. Total Expenditure:</b>	%	%	%	%	%	%	%	%	%	%	%
General Government	4.8	4.1	6.6	6.5	6.4	6.0	6.6	6.3	6.4	5.7	6.5
Public Safety	4.3	4.0	5.3	5.4	5.6	5.4	5.8	5.5	5.8	6.0	6.4
Health and Sanitation	3.8	3.2	4.8	5.4	4.9	5.5	4.5	4.6	4.5	4.4	4.3
Welfare	1.4	0.5	0.6	0.7	0.4	0.7	0.8	0.3	0.1	0.1	0.1
Recreation	0.3	0.2	0.2	0.3	0.5	0.5	0.5	0.5	0.5	0.7	0.8
Adjusted Education	74.2	59.6	70.9	72.5	72.7	72.7	72.6	72.7	71.6	72.4	71.1
Highways	5.5	5.2	6.3	6.0	5.9	5.4	5.9	5.3	5.0	5.2	4.8
York County	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.3	1.2	1.8
Unclassified	1.9	4.6	3.1	2.0	2.9	2.9	0.6	1.8	0.5	0.9	1.0
Capital Outlay and Expenditure from Special Revenue & Capital Projects Funds	3.9	18.6	2.1	1.2	0.7	0.9	2.8	3.0	4.3	3.4	3.2
<b>Ratios to Adj. Total Expenditure:</b>	%	%	%	%	%	%	%	%	%	%	%
Designated Funds Equity – Special	6.8	0.9	2.3	1.9	2.5	2.9	2.9	4.8	5.6	2.7	1.5
Designated Funds Equity – General	0.5	1.6	0.8	0.6	0.8	1.0	1.4	4.6	2.1	3.3	2.6
Undesignated Funds Equity	13.5	7.0	8.7	12.1	14.3	16.8	18.7	16.3	19.9	19.0	20.2
Total Surplus Funds Equity	20.7	9.5	11.8	14.7	17.6	20.6	23.0	25.7	27.6	25.0	24.2

Note: State education funding amounts were derived from MSAD6 budget publications and are approximate.

An analysis of growth rates is presented on page 7.

Noteworthy observations about the Table 10-4 ratios are as follows:

(Reminder: Buxton's share of State funding received by MSAD6, and Buxton's share of MSAD6 gross costs, have been treated as if they had been directly received/incurred by Buxton.)

The 1993 ratios are affected by the revenue and expense for the municipal complex construction, and these ratios are an exception to the observations that follow.

Property taxes have ranged from 39% to 42% of total revenue, with no apparent trend over time.

Excise taxes, mostly on motor vehicle registrations, have risen gradually from 6% to almost 9% of total revenue.

Intergovernmental revenue has declined from above 50% to below 45% of total revenue.

Expenditures for general government have been just above 6% of total expenditures since 1993.

Public safety costs have risen from just above 4% to just above 6% of total expenditures.

Health and sanitation costs, primarily waste disposal, landfill, and transfer station, were near 4% in 1992, then rose to 5% or more in 1995-1997, and have since declined to about 4½%.

Welfare and recreation are small percentages of total expenditures. Welfare costs have declined recently and recreation expenses have risen.

Education has been by far the largest category of expenditure, ranging from 70% to 74% of total expenditures, with no apparent trend over time.

Highway expenses have been 5% to 6% of total expenditure, being at the low end of that range since 1998.

Amounts assessed for York County government have risen to about 2% of total expenditure.

Capital outlays are 3% to 4% of total expenditure in recent years.

Equity (surplus) fund balances serve as a shock absorber for unanticipated expenses. The ratio of these surplus balances to annual expenditures indicates the degree of shock that can be absorbed. From 1998 through 2002 the total of these surplus funds has ranged from 23% to 28% of annual total expenditures, up from 10% to 20% in the preceding years. Buxton accumulates these surplus funds partly to pre-fund expected costs that occur less often than annually, so that property tax fluctuations are reduced without having to borrow money. Since 2000, the amounts designated in Special Revenues funds have declined, but over the longer term the designated and undesignated surplus balances in the General Fund have risen. Undesignated surplus is now more than 80% of Buxton's total surplus funds.

Table 10-5 below shows growth rates of 1991 through 2002 for those financial statement items that are more than \$500,000 in 2002. As with Table 10-4, these rates are based on revenue and expenditure that has been adjusted by Buxton's share of State funding received by MSAD6.

**Table 10-5 Financial History: Growth Rates of Selected Financial Statement Items**

Financial Statement Item	Compound Annual Growth Rates	
	1996-2000	2001-2002
<b>Revenue Growth:</b>		
Property Taxes	4.5%	7.6%
Excise Taxes	10.1%	9.7%
Intergovernmental (Adjusted)	2.9%	5.3%
Miscellaneous	10.1%	26.7%
Total Revenue (Adjusted)	4.4%	7.8%
<b>Expenditure Growth:</b>		
General Government	4.2%	9.5%
Public Safety	5.8%	14.2%
Health & Sanitation	0.3%	6.6%
Education (Adjusted)	4.1%	8.3%
Highways	0.9%	6.0%
Total Expenditure (Adjusted)	4.4%	8.7%
<b>Total Surplus Fund Balances</b>	<b>18.4%</b>	<b>1.8%</b>

During 1996 through 2000, annual growth of adjusted total revenue ranged from 4% to 6% (except for being under 3% in 1998), being a compound annual growth rate (CAGR) of 4.4%. In 2001 and 2002, adjusted total revenue grew 4.4% and 11.3% respectively, a CAGR of 7.8%. Property taxes increased at about the same rate as total revenue, and excise taxes and miscellaneous revenue increased at higher rates. The growth of intergovernmental revenue lagged somewhat behind.

Total expenditure growth in 1996 through 2000 was in the 4% to 5% range, a 4.4% CAGR. In 2001 and 2002, adjusted total expenditures grew 8.1% and 9.3% respectively, an 8.7% CAGR. Expenditures for general government grew at rates not far from the total. Public safety costs grew at higher rates than the total, particularly in 2001-2002. Education expenses grew at rates slightly below the rates of total expenditure growth. Highway and health and sanitation costs grew at lower rates, particularly in 1996-2000. The York County assessment for 2002 was 64% higher than 2001, reflecting primarily the cost of new jail construction.

Surplus fund balances grew during 1996-2000 from \$1.2 million to \$2.9 million, a CAGR of 18.4%, but their growth during 2001-2002 was only \$0.1 million, giving a 2002 balance of \$3.0 million.

## Conclusion

Buxton has lived well within its financial means. Significant improvements in Town facilities have been made without borrowed money, and a good surplus balance exists to cover unexpected costs and as partial funding for future capital expenditures. Although property taxes have been increasing, the Town's full-value tax rate is lower than that of most surrounding towns.





Town of  
BUXTON, MAINE

COMPREHENSIVE PLAN UPDATE  
September 2003

PART II

COMMUNITY GOALS, POLICIES,  
IMPLEMENTATION STRATEGIES  
AND ACTION PLANS



## **Chapter 11**

### **COMMUNITY GOALS AND POLICIES**

#### **Introduction**

In developing the following goals and policies, the planning committee worked with the results of a public opinion survey, information collected during the data inventory process, knowledge of the town, input from town officials, and several public input meetings.

The goals are in the same general areas of concern as the State Goals contained in the Comprehensive Planning and Land Use Regulation Act, and they should be considered as general, community desires. The policies indicate approaches to be taken to achieve a goal and are general statements. The Actions contained in Chapter 12, however, are very specific statements of how the goals will be achieved and how the policies will be carried out.

#### **Growth and Development**

##### ***Goal***

It is a community goal to guide the location and manner of development so that the town's rural character is preserved and the identities of the Village areas are fostered. This should be done so that public costs of development are minimized.

##### ***Policies***

1. Adopt regulations that encourage development that meets this growth and development goal and discourages development that does not. Consideration should be given to soil suitability, distance to presently developed parts of town, access road type, and distance to public services and facilities, when determining growth areas.
2. Review and regulate the manner in which large projects (such as multi-family residential, commercial, industrial, and institutional facilities) are designed.
3. Adopt regulations to guide development that occurs in the Village areas so that it is in keeping with existing architectural styles.

#### **Natural Resources**

##### ***Goal***

It is a community goal to protect and preserve sensitive natural resources, to protect the public health, safety, and welfare, and to prevent damage to buildings and property by assuring proper siting of land uses and appropriate design of development.



### ***Policies***

1. Adopt regulations to prevent development that would harm or be harmed by sensitive natural areas such as: steep slopes, highly erodable soils, flood plains, wetlands, high yield aquifers, critical wildlife habitats, the Saco River and Little River, tributaries, and other surface water bodies.
2. Review development that could affect the Saco and Little Rivers and tributaries and other water bodies to assure that they are not detrimentally impacted.
3. Review developments to assure that the quality and quantity of groundwater are not reduced.
4. Consider the ability of the natural environment to support the development when establishing minimum lot sizes (or densities) in each zone.
5. Preserve open spaces that typify the rural character of Buxton.

### **Public Facilities and Public Services**

#### ***Goal***

It is a community goal to provide public facilities and public services to meet the needs of all Buxton citizens.

#### ***Policies***

1. Provide efficient public facilities and public services by guiding development so that it occurs in locations where growth can be most economically served.
2. Plan the expansion of public facilities and public services (including recreation and cultural activities, public safety, public works, education and administration), so that the needs of present and future citizens can reasonably be met.
3. Establish goals for the provision of public services. Periodically review the level of success in meeting those goals.
4. Periodically review and update the long range plans for the efficient and environmentally sound collection, recycling, and disposal of solid waste.

## **Citizen Participation**

### ***Goal***

It is a community goal to encourage the highest level of communication between public boards and the widest possible public awareness of town affairs.

### ***Policies***

1. Conduct periodic combined meetings of public boards and committees.
2. Promote active participation by town citizens in local government by improved communication to and from the public.
3. Maintain a means of periodic communication to town residents.

## **Economic Development**

### ***Goal***

It is a community goal to promote economic development in Buxton that will improve the town's tax base, while at the same time preserving rural atmosphere, Village character, and the natural environment. Highway congestion must also be minimized.

### ***Policies***

1. Direct retail and professional office development to existing business and commercial areas, appropriate intersections, and points of commercial concentration along arterial highways.
2. Encourage industrial development in suitable locations based upon traffic safety, natural resources, and land use compatibility considerations.
3. Establish appropriate performance standards, which all commercial and industrial developments must adhere to.

## **Agricultural and Forest Resources**

### ***Goal***

It is a community goal to reduce the loss of agricultural and forest resource.

### ***Policies***

1. Guide the location and regulate the manner of development that occurs in the rural parts of town so that important agricultural and forest resources are protected.

## **Historic and Cultural Resources**

### ***Goal***

It is a community goal to protect and preserve cultural resources that provide a link to the town's history and traditions, and contribute to the quality of life in Buxton.

### ***Policies***

1. Protect and preserve the historic districts of town, as well as individual historic buildings, through education and recognition programs.
2. Protect possible prehistoric and historic archaeological sites from destruction. Protect cemeteries as historic resources.
3. Preserve and protect those elements of Buxton that contribute to outdoor recreation enjoyment, such as: open spaces, hiking trails, and access to rivers, streams, and ponds.

## **Housing**

### ***Goal***

It is a community goal to encourage safe, attractive housing that is affordable to all Buxton income levels.

### ***Policies***

1. Continue to require that housing built in Buxton be constructed in a sound, safe manner.
2. Seek to achieve a housing stock that is available and affordable to Buxton citizens of all income levels.

## **Chapter 12**

### **IMPLEMENTATION STRATEGIES AND ACTION PLANS**

#### **INTRODUCTION**

This chapter of the Buxton Comprehensive Plan ("the Plan") provides strategies and action plans that the town should follow to achieve the community's goals and policies.

In addition to periodically updating the data and goals sections of the Plan, this section should also be periodically reviewed to determine if the strategies are doing what they were intended to do. The Comprehensive Plan should be part of a continuous planning process that addresses the dynamic needs of the Town. To be a useful tool, it needs periodic review, refinement, and updating, and as circumstances change in the community, the Plan may need to be amended between periodic updates.

#### **LAND USE PLAN**

The Land Use Plan is a mapped representation of the community's goals as they relate to growth and land use. It is the community's policy statement of where various land uses should be located in the future to maintain the character of the Town and protect its resources, while accommodating the changes that accompany growth.

The Land Use Plan is neither a zoning ordinance nor a zoning map, but rather it is a conceptual basis for the zoning rules.

Future land use is a function of current land uses, market forces, man made systems (roads, bridges, utility lines, etc.), natural systems (soils, slope, wetlands, surface water, etc.), and federal, state, and local regulations. The pattern of future land use is a major determining factor of future transportation patterns and costs, energy consumption, community character and aesthetics, environmental quality, economic development potential, and the overall quality of life.

In preparing the Future Land Use Map, the various other maps of this Comprehensive Plan were studied to determine "opportunities for" and "constraints to" various future land uses. This study provided the guidance to determine the most appropriate land uses for each area of Buxton.

The town is divided by this Land Use Plan into four areas as shown on the Future Land Use Map (which is not to be regarded as a zoning map). The areas shown are generalized locations that currently seem suitable to accommodate specific categories of development as the town grows. The following descriptions summarize the preferred land use and development pattern for each of the land use areas.

#### **Village**

Buxton includes a number of small villages -- Bar Mills, Chicopee, Groveville, and West Buxton. While none of these villages is currently a dominant center of population, employment,



commerce, or town government, each of these areas retains many village characteristics, of higher density, and residential, commercial, and civic uses.

Village areas allow appropriate village-type commercial activities, single and multi-family residences, and mixed commercial and residential uses. Although public water and sewer facilities would be desirable in a village area, in Buxton these services are impractical in the foreseeable future. The minimum land requirement will continue to be 80,000 square feet per dwelling unit for single-family development, and this land requirement will be reduced for duplex, multi-family, elderly, and low-income housing development. This will only be allowed where the natural conditions, primarily the soils, will allow it. And, it will only be allowed on a "village scale." (No high-rise buildings, for example.)

Development regulations will be employed to assure that development that takes place does not have a detrimental impact on the public health, safety, and welfare. Design standards may be used to assure that new development is done in character with the historic nature and scale of a particular village area. Cluster developments will be allowed and encouraged.

This updated Land Use Plan recommends the extension of one of the Village areas that was established in the 1991 Plan. The extension starts from the intersection of Routes 112 and 22 in West Buxton, and it proceeds southeasterly along both sides of Route 22 (along the northeast side beginning at the end of the existing Business and Commercial area at that intersection) for a distance of approximately one mile and to a depth of up to 1000 feet off both sides of Route 22. This area is generally free of wetlands, wet soils, and high priority wildlife habitats, and it already contains several uses that are compatible with a village character. The precise length and depth of this area are to be determined subsequently when the zoning ordinance is amended to reflect this change, and in making those determinations the character of the land and its existing uses should be taken into account as well as the need to minimize the number of driveways entering on Route 22.

## **Residential**

Residential areas offer lower density of development than Village areas and higher density of development than Rural areas. Residential areas could be considered to be consistent with the definition of Transitional areas, which was added to Maine's Planning and Land Use Regulation law in 2002.

Residential areas will allow residential development and appropriate home occupations and/or cottage industries in a neighborhood setting. The minimum land requirement will continue to be 120,000 square feet per residential unit for single-family development, and such land requirement will be reduced for duplex, multi-family, elderly, and low-income housing development where appropriate site conditions exist. Cluster developments will be allowed and encouraged in this area.

This updated Land Use Plan recommends an additional Residential area that would extend from the end of the newly defined Village area along Route 22 southeasterly to, possibly, as far as the intersection of Route 22 with Skip and Rocky Dundee Roads. The northwesterly end of this area

has land characteristics similar to the additional Village area described above, but the southeasterly end has more rolling terrain, wildlife habitats, and some wet areas that may make it less suitable for residential purposes. The precise length and depth of this additional Residential area should be determined after further review of the land and habitat conditions, if and when the zoning ordinance is amended to make this change.

## Rural

According to Maine law, an area designated as Rural is deserving of some level of regulatory protection from unrestricted development for purposes that may include, but are not limited to, the support of agriculture, forestry, mining, open space, wildlife habitat, fisheries habitat and scenic lands, and away from which most development is diverted.

The preservation of Buxton's rural character has been a consistent and strong theme of citizen input. There is strong support for protecting lakes, ponds, rivers, streams, wetlands, wildlife habitat, open space, forests, working farms, and woodlots. People generally are concerned that rising taxes will force owners of large tracts of open, forested or farm land to sell out to developers. However, there have been different views on the best way(s) to achieve the desired results. There is limited support for increasing the minimum lot size, currently 200,000 square feet (which is larger than the requirement in many nearby towns). There is substantial support for clustering in subdivisions. There is also substantial support for prohibiting certain uses that are currently permitted or conditionally permitted, and which are not typically rural in character. A majority would like to find a way to give a tax break to owners of open lands, forests, and farms, even if not income-producing, beyond what is currently permitted under Maine law, to protect those areas from break-up and to reflect the much lower level of community service needs that undeveloped lands generate. Other possible methods receiving significant but lower levels of support were (a) counting only net buildable land toward the minimum land requirement, (b) imposition of a development impact fees, and (c) a "transfer of development rights" program.

Maine law now permits a Critical Rural designation for areas that deserve maximum protection from development in order to preserve natural resources and related economic activities that may include, but are not limited to, significant farmland, forest land or mineral resources, high-value wildlife or fisheries habitat, scenic areas, public water supplies, scarce or especially vulnerable natural resources, and open lands that are functionally necessary to support a vibrant rural economy. After consideration of the land and habitat situation in the Rural areas of Buxton, it has been determined that designation of any particular area as Critical Rural is probably not a practical way of achieving the desired protections at this time. In Buxton, there does not appear to be a clear difference from one portion of the Rural area to another. Yet, much of the Rural area contains wetlands and potential high-value wildlife habitat areas, and significant forested areas and open lands occur throughout. Therefore, it is appropriate to enhance protections in the existing Rural area without creating an area designated as Critical Rural.

Considering the above analysis, the boundaries of the Rural area in this updated Plan are essentially the same as in the 1991 Plan, except that the recommended additional Village/Residential areas described above will reduce the Rural area correspondingly. Rural

landscape will consist of large contiguous open space, farmland, forestland, or land in which the predominant pattern of development consists of homes interspersed among large open spaces. The minimum land requirement will be 200,000 square feet per residential unit for single-family development. Less area will be required for additional units of duplex and elderly and low-income housing. Cluster developments will be allowed and strongly encouraged in this area, to preserve as much contiguous undeveloped area as possible. Land uses in the Rural area should be limited to those uses that are typically rural in nature, except that certain other uses may be permitted on the condition that they have a nature and scale that doesn't significantly compromise the rural character described herein. The zoning ordinance may impose requirements that are stricter than those of Maine law. The zoning ordinance will include, among other things, specification of (1) what types of land, if any, will not qualify toward the required minimum, (2) the rules for clustering in developments, and (3) the conditions pertaining to any conditionally-permitted land uses. These rules and conditions may include elements of Planning Board judgmental discretion toward achieving the objectives of the Rural area, for example, in considering whether to approve the designs of particular subdivisions that seek to obtain the infrastructure advantages of clustering.

### **Business and Commercial**

The Business and Commercial areas will encourage economic development, job creation, and tax base enhancement. These areas will provide locations for business activities that are not appropriate in other areas for reasons such as size, transportation needs, or impacts on the land or surrounding properties.

Within the Business and Commercial areas a wide range of commercial/industrial and light business/commercial uses will be allowed. The zoning ordinance may establish separate zones to distinguish among different types of business/commercial/industrial use. Because of the impact certain uses may have on the public health, safety, and welfare, development regulations and performance standards will provide for controlling highway access and limiting impacts on neighboring properties and the natural environment.

Public input has been divided, perhaps even polarized, on the issue of whether Buxton should have more Business and Commercial development,. Many people oppose such development, while many others support development that will diversify the tax base and provide jobs within the community. Some people may want only an attractive business/office park located back from the road and shielded from existing residences.

Buxton has a significant existing Business and Commercial area along Route 202, primarily between Routes 22 and 112. This area has existed for many years, but it is relatively undeveloped, and it is unlikely to have public water/sewer in the near future. Such public facilities appear to be necessary to be able to attract a business/office park type of development. The area of Buxton that appears to be closest to public water/sewer is Route 202 at the town line with Gorham. However, a portion of that area is currently zoned Residential and contains many dwellings, and there also are a significant pond, some wetlands, and a flood zone in other portions of that general area.



Therefore, for Business and Commercial development that does not require public water/sewer, the existing designated areas would seem to be sufficient, and this updated Plan does not recommend adding to those areas. However, Buxton should remain aware of developments in adjacent towns, with a view toward further updating the Plan if there seems to be a realistic possibility of attracting desirable Business/Commercial development that otherwise would be lost.

### **Shoreland, Resource Protection, Stream Protection**

The zoning ordinance defines a Shoreland zone/district and within that a Resource Protection district. These areas "overlay" the Village, Residential, Rural, and Business and Commercial areas described above, wherever conditions exist that meet the zone/district definitions. Maine law regulates activities in these districts, and the Land Use Table of the zoning ordinance may indicate different prohibited, permitted, or conditionally permitted uses than those of the underlying area. The zoning map shows these overlay areas. Because these areas focus on resource protection, this updated Plan document does not describe them as separate areas for fundamental growth management purposes.

### **Compliance with Maine Law**

The zoning ordinance shall comply with Maine law. Buxton's zoning ordinance may impose stricter requirements than the minimums specified in Maine law, to the extent that such stricter requirements are not prohibited.

### **Implementation Actions**

1. The Planning Board or appropriate other body will review the Zoning Ordinance and propose changes to it as needed to accomplish the purposes described above, including but not necessarily limited to the following:
  - a. Extension of the Village zone as described above.
  - b. Greater protection for wetlands.
  - c. To the extent practical for implementation, a "net buildable land" concept for the minimum land requirement for subdivisions in all areas. In this concept, lakes, ponds, rivers, streams, shoreland, wetlands, wet soils, and steep slopes would not be buildable land.
  - d. Reconsideration of the permitted and conditionally permitted land uses in the Rural Zone and the Shoreland and Resource Protection Districts, and reconsideration of the basis of the conditions where such use is conditionally permitted.
  - e. Reconsideration of the particulars of the cluster development rules, in particular to ensure (i) sufficient setbacks, (ii) protection of wetlands and other natural resources and wildlife habitat (actual and potential), (iii) maximization of contiguous undeveloped land, including requiring that subdivision applications in the Rural and Residential zones include an evaluation of the feasibility of implementing a clustered layout that provides contiguous connection of the open space, (iv) minimization of roads, utilities, and other infrastructure impacts, and (v) Planning Board discretion in approving cluster development design.

The Town will adopt Zoning Ordinance changes for these purposes no later than November 2004.



2. The Planning Board or appropriate other body will investigate (a) a possible impact fee program and (b) a possible transfer of development rights program. A report on the pros/cons, benefits/costs, and implementation requirements should be presented for Town consideration no later than September 2004.

3. No later than December 2003, the Selectmen will consider recommending to the State Representatives and Senators representing Buxton that Maine laws should be amended to permit tax reductions for undeveloped land, beyond the programs currently in effect.

4. The Town will periodically consult with adjacent towns about Business and Commercial and public water/sewer development intentions and consider expansion of the Business and Commercial area as may become appropriate.

5. The Town will annually review changes to Maine Laws and Regulations and make any corresponding adjustments to its zoning ordinance.

## **HOUSING PLAN**

The Housing Plan will seek to achieve the goal of 10% of new housing meeting the Maine Law definition of Affordable Housing. Also, demographic trends indicate the need for additional elderly housing.

Buxton's zoning ordinance contains features that should encourage housing for these purposes. Such features include (1) reduced land requirements for duplex, multi-family, elderly, and low-income housing, (2) cluster-development rules that allow infrastructure economies where the land is suitable, and (3) mobile home parks. Although in recent years there appears to have been little new housing meeting the Affordable definition, an elderly housing development has been constructed and a low-income development has been approved.

### **Implementation Actions**

1. Buxton will continue to allow duplex and elderly and low-income housing in the Village, Residential, and Rural areas and multi-family housing in the Village and Residential areas, at a higher density than is allowed for single-family housing. Furthermore, cluster-development will be promoted to both reduce infrastructure costs and foster environmental quality. This will be subject to appropriate rules for the protection of natural resources, to ensure safe drinking water and proper wastewater disposal, and to maintain a scale and appearance consistent with siting in the Village, Residential or Rural area. The zoning ordinance appears to need no changes for these purposes.

2. Mobile home parks will be continue to be allowed, as provided in Maine law and in the Buxton zoning ordinance.

3. Buxton should continue to promote affordable housing and cluster-development through its ordinance that allows for more economical housing development than stand-alone single-family housing.

## **WATER QUALITY PLAN**

Phosphorus run-off into lakes degrades lake water quality. Buxton's portion of the watershed of Bonny Eagle Pond is small and mostly developed, with limited opportunities for additional growth. The conversion of seasonal camps and cottages to year-round homes can have a detrimental impact on lake water quality. Maintenance and improvement of existing water quality in the Bonny Eagle Pond watershed will depend on continued monitoring, regulatory enforcement, and public education to promote low-impact homeowner practices.

Soils have varying capabilities to filter and dilute the discharge from septic tank leach fields.

There are aquifers in town that may be needed as future sources of public water. These are shown on the Aquifer Map. Wetlands serve important functions, including aquifer recharge, stormwater detention and filtration, and stabilization of stream flows.

Development in the flood plains of the Saco River could be adversely affected by flooding, and the development itself with the associated site preparation work could adversely affect the river water quality.

### **Implementation Actions**

1. To help control the amount of phosphorus entering Bonny Eagle Pond, an ongoing public education program will be conducted to remind shorefront property owners of the detrimental effects of phosphorus loading on the pond. Requirements for erosion and sedimentation control should be considered in the Bonny Eagle Pond area and other Shoreland zone areas.
2. Town ordinances and the State's Plumbing Code and Seasonal Conversion Law should be diligently enforced along the shores of the ponds and rivers in town.
3. A lake water quality monitoring program will be continued to track the quality of the ponds in town, including monitoring for invasive aquatic plants.
4. The requirements and restrictions applicable to Shoreland and Resource Protection districts will be diligently enforced.
5. The ability of the soils to filter and dilute septic tank discharges will continue to be one of the criteria used to establish various density requirements of the zoning ordinance. To assure that waste water discharges are safe by the time they reach a well or a neighboring property, all subdivision development applications will continue to include a hydrogeologic assessment if the planning board determines, based upon review of the Ground Water Special Features Map, that potential exists for adverse impacts on groundwater quality.
6. A hydrogeologic study of the impacts on the aquifer should be required if a development is proposed in any of the aquifer areas shown on the Aquifers Map. If the study determines that the development may adversely affect the quality or quantity of the ground water, the development should be required to be modified so that the ground water will not be adversely affected. Also,

there will be diligent review and enforcement of the rules applicable to excavation and extraction operations, so that disturbance of aquifer function can be prevented.

## **ECONOMIC DEVELOPMENT PLAN**

Most of the Buxton labor force commutes to jobs that are out of town, the average commuting time being 30 minutes. The biggest employer in town is the School District.

The town relies heavily on the taxes people pay on their homes and undeveloped property as its tax base. About 85% of the taxable value of the town is either residential property or undeveloped property.

Approximately 9% of the town's property taxes arise from electrical power generating and transmission facilities. This tax revenue source does not provide many jobs in town, but neither does it require many town services.

Economic development would provide jobs in Buxton and would increase the town's tax base. If economic development programs are undertaken both costs and benefits to the town should be considered, so that the long-term costs of increased town services are matched by increased revenues.

### **Implementation Actions**

1. The areas where business, commerce and light industry are permitted will continue to be defined in the town's zoning ordinance. Siting, development, and performance standards for uses in these areas will be implemented and enforced to assure proper protection for the public health, safety, and welfare.
2. Home occupations or cottage industries (up to a certain size) will continue to be allowed in the Residential, Village, and Rural areas. If a home occupation or cottage industry surpasses a certain size (number of employees, hours of operation, scale, or traffic, for example) it will no longer be allowed in any of the residential areas and will be allowed only in the Business and Commercial area. Zoning ordinance rules and standards for these purposes will be diligently enforced.
3. A process for seeking and obtaining economic development block grants should be considered. By June 2004, the Selectmen should determine how this should be done.

## **TRANSPORTATION PLAN**

The condition of Buxton's roadway network has not been surveyed recently. In order to properly manage road maintenance, a systematic method of road surface surveying, reconstruction, and resurfacing should be employed. Maintenance responsibility needs to be clearly defined for the roadways in town, their drainage structures, shoulders, and sidewalks.

There are five publicly owned bridges in Buxton whose maintenance responsibility belongs to the Town. The Maine Department of Transportation (MDOT) inspects all bridges and minor spans on public ways every two years. Of the five bridges under Buxton's jurisdiction, three have ratings considered less than satisfactory. (These are numbered 1278, 1279, and 1293 in Figure 6-1.)

Arterial and collector roads serve an important public function (expediting travel through the community) that is more important than the roads' function to access private property. These roads are also the places from which many of us view the landscape of our town. The Town has identified Portland Road, Route 22 between the Scarborough Town Line and Route 202, Route 112 between the Saco Town Line and Route 202, and Route 112 between West Buxton and the Gorham Town Line as roads whose Federal Functional Classification should be reassessed by MDOT.

The performance standards of Buxton's zoning ordinance regulate access points on public roads. In addition, MDOT has developed access management rules that regulate the location and design of any new or changed driveway or entrance onto state and state-aid highways outside of urban compact areas. In Buxton, driveways and entrances accessing Portland Road and Routes 4A, 22, 35, 112, 117, and 202 will have to meet specifications described in the Rules in order to obtain a permit from MDOT. Where conflicts exist between Buxton's and MDOT's access management regulations, the stricter of the two shall apply.

There are five locations in Buxton where traffic has increased more than projected in the 1991 Comprehensive Plan. The High Traffic Growth Areas are:

- Route 4A/Route 112
- Route 4A/Portland Road/Route 202
- Route 22/Route 35/Saco Road
- Route 22/Route 112
- Route 112 in West Buxton

High Crash Locations (HCLs) have been identified at seven intersections in Buxton. All of the HCLs are located on State or State-Aid highways. These locations are:

- Route 4A/Route 112 (*also a High Traffic Growth Area*)
- Route 4A/Portland Road/Route 202 (*also a High Traffic Growth Area*)
- Route 22/Route 35/Saco Road (*also a High Traffic Growth Area*)
- Route 22/Skip Road/Rocky Dundee Road
- Route 112/Route 22 (Long Plains Road)
- Route 117/Route 202/Salmon Falls Road
- Route 202/Old Orchard Road

Nine intersections throughout town have been identified as having poor alignment and/or limited sight distance. With the exception of the intersection of Groveville Road with Turkey Lane, all are located on state or state-aid highways. Some also have steep grades, which further compromise vehicle safety.



The intersections having alignment, sight, and/or steep grade issues are:

- Groveville Road/Turkey Lane
- Portland Road/Town Farm Road
- Route 22/Route 112/Limington Road
- Route 112/Back Nippen Road
- Route 112/Haines Meadow Road
- Route 112 near Route 112 Variety
- Route 112 near Snell's Farm Parking Lot
- Route 112/Turkey Lane/Chicopee Road
- Route 112/West Buxton Road

At a public input session held by the Comprehensive Plan Committee, the Route 202 crossing of the Saco River at Salmon Falls was identified as a safety concern for multiple reasons. Although this bridge is used by pedestrians, bicyclists, equestrians, snowmobilers, and ATV riders, there is no provision for travel on this bridge—even for pedestrians—without infringing on the vehicle lanes. Both sides of the bridge are used for recreational access to the river, although there is only parking on one side. Provision of a crossing location for alternate users is needed.

A second concern at the Salmon Falls Bridge involves the potential for a serious accident between a vehicle traveling along Route 202 and one entering Route 202 southbound (a westerly orientation at this site) from Route 117. The slow acceleration time required by a tractor-trailer could prevent it from clearing the intersection within the time that a vehicle would come into sight on Route 202, particularly if the vehicle on Route 202 were traveling at excessive speed.

There is no maintenance program for the limited number of sidewalks in Buxton, although the community has several village areas. If all the identified village areas were to be served by at least ½-mile of sidewalk, coordination with the communities of Hollis and Standish would be beneficial. Additionally, facilities for the safe travel of bikes and horses are limited. A comprehensive plan for pedestrians, bicycles, and other recreational users (including equestrians, skiers, snowmobilers, ATV riders and others) should be developed, which would offer alternatives to traveling with traffic on main roads.

Transportation to places outside of Buxton is important to the economic and social well being of the community. Most of the residents work, and obtain goods, services and health care, in other towns. There is part-time bus service offered by the York County Community Action Agency by appointment three days each week, but otherwise residents rely on privately owned vehicles.

Buxton has four historic villages (Salmon Falls, Bar Mills, West Buxton and Groveville) that retain their historic character and quality of life for its residents and businesses. All of these villages are faced with increasing traffic as Buxton's population grows, reducing the quaintness of the villages and raising safety concerns. Directing traffic to major roads when possible, and providing sidewalks or paved shoulders can reduce conflicts and improve public safety.

## Implementation Actions

1. A highway and bridge maintenance system will be instituted, including implementation of the Road Surface Maintenance System promoted by the Maine Local Roads Center, or another comparable professional grade product. The Board of Selectmen, Road Commissioner, Budget Committee, and Town Meeting will implement this action by November 2004.
2. The town will request that MDOT reassess the Federal Functional Classification of Portland Road, Route 22 between the Scarborough Town Line and Route 202, Route 112 between the Saco Town Line and Route 202, and Route 112 between West Buxton and the Gorham Town Line. The Board of Selectmen and Road Commissioner will implement this action by December 2003.
3. Buxton's highway access management standards and the Maine Department of Transportation's (MDOT's) 2002 Access Management Rules will be reviewed for consistency. Consideration will be given to revise Buxton's standards to meet or exceed MDOT's standards where MDOT's standards are currently stricter and provide more benefit to the Town. This action will be implemented by Planning Board and Road Commissioner review by February 2004. Should standards in the zoning ordinance need revising, a recommendation will be made by the Planning Board and adopted by Town Meeting by November 2004.
4. Appropriate roadside management standards will be included in the zoning ordinance. The roadside management standards will regulate the edges of these roads, such as setbacks, buffers, retention of stone walls, tree cutting in the right-of-way in an effort to improve safety of roads, intersections and bridges while preserving the rural qualities of the Town. This action will be implemented by incorporating roadside management standards in the zoning ordinance, recommended by the Planning Board and adopted by the Town Meeting, by November 2004.
5. The town will work with the Maine Department of Transportation to improve safety at High Crash Locations and those locations identified by the Comprehensive Plan Committee as "other safety concerns" in Chapter 6, Figure 6-4 of this updated Comprehensive Plan. The Board of Selectmen and the Road Commissioner, contacting MDOT, will implement this action by March 2004.
6. The Board of Selectmen will appoint a Pedestrian, Bicycle and Recreational Trails Committee to:
  - a. Review the Transportation Inventory of this Comprehensive Plan;
  - b. Identify existing and historical pedestrian, bicycle and recreational trail facilities in the Town of Buxton;
  - c. Identify pedestrian, bicycle and recreational trail facilities in neighboring communities;
  - d. Review any regional and state plans regarding safety and facility development for the benefit of pedestrians, bicyclists and recreational trail users;
  - e. Develop a long-term vision for a network of pedestrian, bicycle and recreational trail facilities to serve the community and link to facilities in neighboring communities;
  - f. Develop a phased plan, including costs, for the construction and ongoing maintenance of these facilities;

- g. Coordinate with neighboring communities, especially Hollis and Standish, regarding potential facility connections;
- h. Work with MDOT and the Board of Selectmen to determine what state and/or federal funding may be available;
- i. Work with the Board of Selectmen and appropriate state and federal agencies to apply for any state and federal funding;
- j. Work with the Board of Selectmen to raise any local funds necessary; and
- k. Oversee the implementation of the phased construction plan.

The Board of Selectmen will appoint the committee including at least one member from the office of the Buxton Road Commissioner by June 2004. The appointed committee will begin its work immediately thereafter. A five-year goal for development and construction should be adopted.

7. To improve transportation to places outside of Buxton, the town will: (1) investigate the establishment of a "park and ride" lot for commuters, and (2) support the York County Community Action Agency's transportation program. This action will be implemented initially by the Planning Board, Board of Selectmen, and Road Commissioner, working with the Maine Department of Transportation, by June 2004. Thereafter, ongoing implementation will be by the Board of Selectmen, Budget Committee, and Town Meeting.

8. The town will work with MDOT to assess and minimize the conflict between regional mobility and the character of Buxton's villages. The Board of Selectmen and Planning Board will implement this action by June 2004.

## **PUBLIC SAFETY PLAN**

The town provides fire prevention and suppression, law enforcement, and rescue services. In the future as equipment ages, more development occurs, and the population grows, it will be important to maintain and update these services.

### **Police & Dispatch**

The Police Department provides law enforcement, animal control and dispatch services. Departmental effectiveness, the safety of the officers, and the safety of the community depend upon good leadership, adequate funding, and the support of the Town. The dispatch service also provides service for the Town of Hollis fire and rescue function.

### ***Staffing***

The Police department will need to grow as the population increases, in order to maintain the current level of service. The community benefits from maintaining adequate Police department staffing levels. Buxton currently has one Chief, seven officers, and five dispatchers. Very recently, the Town approved funding for an eighth full-time officer, which enables a minimum of two officers on all shifts. As noted in Chapter 7, Buxton's current full time sworn Police personnel are somewhat fewer per 1000 residents than the average for Maine communities. The effectiveness of the department would benefit from additional staffing to provide a full-time detective, expertise to address specialized problems such as computer crime, and a full-time animal control officer. Also, the establishment of an Administrative Assistant position would



improve the effectiveness of the current level of staffing by allowing the Chief to reassign routine reporting and tasks that do not require professional law enforcement training.

#### ***Equipment***

The Police department should be adequately funded to maintain and upgrade equipment as necessary to maintain or improve the current level of services provided.

#### ***Location***

The Police department is located in Town Hall and is utilizing all available space. As the department grows, additional space will be needed.

#### ***Fire & Rescue***

Buxton is currently trying to maintain a 24-hour presence with a volunteer department. The challenges of maintaining a volunteer department include 1) a shrinking pool of eligible people, 2) increased levels of mandatory training, and 3) volunteers willing and able to make the necessary time commitment to be a member of a volunteer department. Currently the Fire & Rescue department responds to over 1000 calls per year, of which 80% involve Rescue.

#### ***Staffing***

Currently there are two Emergency Medical Technicians on duty daily between 6:00 am and 6:00 pm to respond to rescue calls. Extending staffing to 24-hour coverage would provide a higher level of protection to residents, and is recommended.

#### ***Equipment***

Fire and Rescue departments incur extraordinary capital expense needs. To maintain an effective department, large capital expenses are needed. There are currently three stations, each with a pump truck and a tanker, as well as additional equipment. As equipment deteriorates, replacements will need to be funded on a regular basis. Although there are no plans at this time to provide public water, the addition of a pressurized water main along Route 202 would provide additional protection to the business and commercial zones, which typically concentrate multiple large buildings in a single area.

#### ***Locations***

The current buildings which house fire stations in Bar Mills, Chicopee and Groveville are sufficient at this time, and should continue to be adequate for the next ten years.

#### ***Regionalization***

To maximize the efficiency of service that can be shared, the Town should explore opportunities to share costs through regionalization or other partnerships.

#### ***Implementation Actions***

1. The Police Chief and the Fire & Rescue Chief should at least annually review the public safety services provided and requested and should make recommendations to the Selectmen about the staffing and equipment needed to continue providing a satisfactory level of service.



2. The Police and Dispatch function will need additional space. A committee should be formed to investigate options and make recommendations.
3. The Selectmen should continue to seek the Town's approval of capital expenditures needed to keep pace with the increasing cost of equipment and space.
4. The Selectmen should encourage the Police and Fire & Rescue Chiefs to seek appropriate regional solutions that achieve cost effectiveness.

## **SOLID WASTE MANAGEMENT PLAN**

The management of solid wastes by the Town continues to increase in cost as the Town continues to grow. Residential household waste is presently picked up curbside and delivered to the MERC facility in Biddeford, under contract with a commercial hauler. The Town then pays a tipping fee to MERC, per ton of waste disposed. The current contract expires in 2007. The existing solid waste ordinance is 12 years old and is under revision.

Best estimates put the Town's current recycling rate at approximately 36%, which is not as high as the State's established goal of 50%, which was intended by 1994. The Town does have a well-established recycling program at the Transfer Station on the Portland Road for disposal of paper, cardboard, glass, some plastics, metals, asphalt shingles, batteries and used motor oil. Disposal is also available for bulky waste, white goods, metals, tires and ashes. A small area is provided where useable items may be left for others to 'recycle' at no charge. A limited fee schedule was instituted several years ago, however, the Town must still provide additional funding for annual operations.

While the current facility does appear to meet the short-term needs of the community, long-term goals should include strategies to better meet recycling goals, in an effort to reduce the Town's increasing financial commitment to MERC. Alternatives such as pay-per-bag, roadside recycling, or other incentive systems may significantly reduce the volume of wastes being sent to MERC; however, such a plan may require consideration of additional facilities and/or staff beyond current numbers.

### **Implementation Actions**

1. The Town's Solid Waste Committee should develop plans to increase the Town's recycling rate, thus reducing costs due to per-ton tipping fees to MERC.
2. As the current contract nears expiration in 2007, the Town should consider any other alternative locations that may be available for disposal of the Town wastes, either in a more economical or efficient manner. The Town must ensure that there is not a lapse in service when the current contract ends.
3. The Solid Waste Committee or Transfer Station Manager should also investigate additional markets for recycled materials.

4. The Solid Waste Committee should explore the viability and economics of pay-per-bag, roadside recycling, and other incentive systems, as have been instituted in a number of adjacent communities, as a means to control increasing costs of solid waste disposal.
5. Given that under the current MERC contract Buxton guarantees a minimum annual tonnage, any changes to waste management procedures should be done with care to avoid unintended penalties under this contract.

## **AGRICULTURAL AND FOREST RESOURCE PLAN**

Farmland, open fields, and forests are key elements of Buxton's rural character. There are still approximately 1,600 acres of agricultural farms and 1,500 acres of land enrolled in Tree Growth, together totaling 12% of Buxton's land area. Keeping land in agriculture and in the Tree Growth Classification benefits the community because these lands demand relatively few incremental services as compared to the tax revenue that they generate. Promoting opportunities to maintain open space, farms and woodlands will help maintain Buxton's rural character, protect wildlife habitat and corridors, protect water quality, and limit the rate at which the taxes increase.

### **Implementation Actions**

To encourage agricultural and forestry activities the town will:

1. allow farming and forestry in all Zoning Districts;
2. have a differentiation of lot sizes in the various zones to encourage growth in the Village and Residential Districts and discourage growth in the Rural District;
3. allow and encourage cluster developments in all districts;
4. allow farm stands in the Rural and Residential Districts; and
5. work with the Buxton Land Trust and other organizations to preserve open space, farm land, and forest within the community.

## **RECREATION AND OPEN SPACE PLAN**

The Recreation and Open Space Plan promotes 1) the delivery of municipal recreational services and the opportunity for privately offered recreation services, and 2) protection of public and private open space. Both organized recreational programs and public and private open space contribute to the quality of life enjoyed in Buxton.

Recreational programs provide group leisure activities for residents, giving both youth and adults opportunities to enjoy activities that foster physical and intellectual health and well-being. Community recreation programs also provide youth with opportunities for athletic and social development in an active, organized, and supervised setting.

Open space is land that is not occupied by buildings or other development. Open space may be farmland (including fallow and abandoned farmlands), forests (managed or not), open fields, pastures and grasslands, riverbanks and flood plains. Open space includes town parks, common lands (or greens), and in some cases, historic sites. It can be publicly or privately owned, and may be used for hiking, biking, skiing, horseback riding, snowmobiling, hunting, fishing, and so forth; or it may be enjoyed simply for its scenic value.

Outdoor activities provide an important outlet for exercise, recreation, and social interaction, and demand for recreation opportunities continues to grow. A community trail system for pedestrians, bicycles, equestrians, snowmobilers, all-terrain-vehicle users, and others would be a welcome addition, and would provide opportunities for exercise and recreation away from the road system that is servicing increasing levels of vehicular traffic. Improvement of canoe launching areas on the Saco River would be helpful. For example, the addition of a canoe launch on the Buxton side of the river at Bar Mills would utilize town-owned parking and would offer an alternative to the existing site on the Hollis side which is close to the hydropower generation canal. Development of an area for ice skating would provide another opportunity for winter recreation. Pleasant Point Park is a valuable 48-acre family recreation area that has the potential to be developed for additional recreational uses.

### **Implementation Actions**

1. The town will add to its present recreation facilities so that as the town's population increases, the quantity of recreation facilities will keep pace with demand and serve the young, middle-aged and elderly. The provision of these facilities and services should be coordinated with the school district in order to achieve maximum efficiency. The Recreation Committee, the Board of Selectmen, the Budget Committee and the Town Meeting will implement this action as the demand warrants.
2. The Recreation Director and Recreation Committee, with the assistance of other Buxton residents, will identify opportunities to develop trails throughout town that can be used by hikers, bicyclers, equestrians, skiers, snowmobilers, atv riders, and others, and for town sponsored ice-skating. The Selectmen should put before the Town Meeting proposals for the establishment and maintenance of such trails and areas.
3. The Pleasant Point Park trustees should continue to employ a custodian in the summer months.
4. Open space created in cluster subdivisions should be planned so that they connect with other open spaces and with the above mentioned trail system. The Planning Board should propose amendments to the Zoning Ordinance to require that subdivision applications include an evaluation of the feasibility of implementing a clustered layout that provides contiguous connection of the open space.
5. Under the Zoning Ordinance, privately sponsored outdoor recreation facilities should be permitted wherever reasonably possible.

6. Add a canoe launch on the Buxton side of the Saco River in Bar Mills, upstream of the dam, and review the adequacy of canoe launch facilities in other locations.

## **HISTORIC PRESERVATION PLAN**

Buxton is rich with historic resources – archaeological sites, cemeteries, and historic buildings – as described in Chapter 9. Preserving these links to the past and to Town traditions is important. The Buxton-Hollis Historical Society was instrumental in developing this Plan. Although in some communities the owners of historic properties are subject to ordinances that prescribe certain details of preservation, this Plan seeks to attain the preservation objectives through encouragement and recognition, without significantly infringing on private property rights.

### **Implementation Actions**

1. The Board of Selectmen should work with the Buxton-Hollis Historical Society to develop and administer a program of encouragement and recognition. This should include encouragement of listings on the National Register of Historic Places, especially supporting buildings identified as eligible in the Buxton comprehensive survey of historic buildings. For buildings identified as being of more local interest, local landmark status should be given through a Buxton recognition program. Local organizations and initiatives should be encouraged toward formation of historic districts in our 18<sup>th</sup> and 19<sup>th</sup> century gateway villages of Bar Mills, West Buxton, Groveville, Buxton Center and Chicopee. Expansion of the Salmon Falls Historic District should be considered as additional buildings are identified in the Buxton comprehensive survey. With Hollis, Buxton should support the development of the riverside historic districts and the protection of archaeological sites on both sides of the Saco river.
2. The Board of Selectmen, Planning Board, and Code Enforcement Officer should establish procedures so that building permit applicants are provided with Buxton-specific and other historic preservation educational materials.
3. The Planning Board should ensure that preservation of historical resources is part of their review process. The Zoning Ordinance should be amended as necessary to allow uses of historic structures as an alternative to removal or demolition, provided that such uses are consistent with the historic character of the structures. The Ordinance should recognize updates of the comprehensive survey of historic buildings, as further information becomes available.
4. The Planning Board should establish procedures by which an inventory of the location of cemeteries is created and maintained. If funding can be obtained, a map of these sites should become a data layer of the Geographic Information System for Buxton.



## **TOWN AND COMMUNITY SERVICES PLAN**

### **Town Management**

The original 1991 Comprehensive Plan called for a reorganization of town management, so that few employees would report directly to the Board of Selectmen and these direct reports would supervise the other employees. That would enable the Selectmen to focus more on the "big picture" and the "long-range view". Such reorganization has not yet occurred, but a Town Charter has been adopted to more clearly outline the responsibilities of the various government departments and of the elected and appointed officials and to define procedures for financial matters, elections and Town meetings. A Police Department has been established and the Fire & Rescue Service has been consolidated, under the direction of respective Chiefs that report to the Selectmen, and the Highway Department is now directed by a single elected Road Commissioner. The number of Selectmen has increased from 3 to 5, which has helped to spread their workload and has led to a better analysis and discussion of issues.

The 1991 Plan also projected rapid population growth, with the population reaching 7,260 in 1990 and 10,000 in the year 2000. Actual population growth has been much less, the totals according to the U.S. Census being 6,494 in 1990 and 7,452 in 2000. The current official population projection is 8,227 for the year 2010. At the same time, the percentage growth in dwellings has been and is projected to be much higher, with a continued decline in the average number of residents per dwelling. There has been a decline in working farm acreage, presenting the opportunity for more rapid growth of residential development. Very recently there has been a significant increase in subdivision applications and proposed building lots.

Thus, there are still good reasons to consider adjustments to the Town management structure, to ensure continued effective and efficient government. Outlined below are two alternative structures that should be considered, both of which would require significant Charter changes.

#### ***Alternative 1***

The Town Meeting would remain the legislative body, with five elected Selectmen. The Planning Board could be either elected or appointed, and the Budget Committee should be appointed and fewer in number. The Town Clerk and Treasurer could be either elected or appointed (or perhaps the treasurer function could be separated and be performed by an employee). The tax collection function is more logically an employee position than an elected one. The Highway Department could become a Public Works Department, with a broader scope and under a hired Director rather than an elected Commissioner. The Police, Fire & Rescue, Solid Waste Management, and Code Enforcement functions would remain organized as at present.

This alternative would make many of the functions and positions more accountable to the Selectmen, who can appoint residents for Boards and can hire people for positions based on the knowledge/experience needed for those duties, while most voters may know little if anything about the qualifications of some candidates for these positions, and the Selectmen can more easily deal with any performance issues. Also, the Selectmen can more easily

provide for cross-training and back-up of all government functions, which is beyond the Selectmen's jurisdiction for those functions that are controlled by other elected people. At the same time, this alternative creates more positions that report directly to the Selectmen, increasing their job of supervision.

### ***Alternative 2***

The Town Meeting would remain, with fewer details being considered directly by the voters. An elected Board of Selectmen or Town Council would supervise a Town Manager, to whom most government functions would report. The Planning Board would be either elected or appointed and would be operationally independent of the Town Manager. The Budget Committee would be appointed by the Selectmen and would provide an independent view on the budgets submitted by the Town Manager. Under the Town Manager, the Town Clerk would be an employee, as would be a separate Finance Director position that would include the treasurer functions. The other government functions/departments would operate as in Alternative 1, accountable to the Town Manager. The Selectmen would have the job of setting longer range direction and policies for Buxton, subject to the agreement of the voters, and the Selectmen would need to adequately supervise and review and evaluate the performance of the Town Manager on a continuing basis. This alternative would relieve the Selectmen of the details of employee supervision, which they have now and would have under Alternative 1, freeing them up to achieve the objectives that were outlined in the 1991 Plan. It also would improve the opportunity to select the most capable people for respective functions and to better manage their performance.

In any event, staffing of Town functions needs to be adequate to provide the necessary services. The need for a Town Planner, to assist the Planning Board with its duties, was a frequent element of public input. Both complexity of regulation and development pressures have grown, and sufficient professional resources are needed for the Town's protection.

### **Implementation Actions**

1. The Selectmen should offer to the Town, by November 2004, Charter changes that implement *Alternative 1*. Beyond that, as the population grows, circumstances change, and governing becomes more complex, the structure described in *Alternative 2* may become necessary, and the Selectmen should propose such further changes when they become appropriate.
2. The Selectmen should continue to determine when staffing adjustments are needed, so that adequate Town services can be provided.
3. Buxton's Charter calls for the Selectmen to appoint a Charter Review Committee at least every seven years. Such a Committee will need to be appointed by the end of the year 2007.

## **Education**

Effective and economical education is paramount to the community. Buxton children should be provided the opportunity for a quality education that is cost-effective. Buxton is one of five town members of Maine School Administrative District No. 6, and Buxton voters elect 4 Directors to the MSAD6 school board, which currently has 13 members. Other than the elected Directors, Buxton's government officials have no direct say in school policies, budgets and administration. MSAD6 costs assessed to Buxton currently represent at least 60% of the Town's total budget, and the Board of Selectmen have a fiduciary responsibility to the taxpayers to maintain property taxes at reasonable levels. Therefore, this Plan seeks to establish a process by which Buxton government officials can communicate their views on school matters to the people controlling school operations and funding.

### **Implementation Actions**

1. Buxton officials will work closely with the MSAD6 officials to plan school location and facility needs as the school population changes. The Board of Selectmen should meet to communicate with Buxton's school board Directors at least semi-annually and more often when necessary.
2. The Board of Selectmen should communicate to elected State and Federal government representatives Buxton's concerns about underfunded mandates and views about reform of education funding methods.

## **Libraries**

The libraries are important cultural, educational, and recreational resources in town. The town's people who use them enjoy the service. The libraries are small and would be used by more people if they were larger and open more often. Residents can obtain additional titles through inter-library loan, and larger libraries in nearby towns allow non-resident borrowing for a small annual fee.

Although currently not within the budget, as Buxton grows the Town may be well served by adding a high quality central library housing a good reference collection and possibly offering space for community programs as well. Alternatively, Buxton could share the support of such a library in an adjacent town, to achieve efficiencies of regionalization.

### **Implementation Actions**

1. The current level of library service will be continued.
2. The Board of Selectmen and library trustees should monitor the demand for library services and propose enhancements when appropriate.

## **Community Center**

A community meeting space can meet a variety of needs, including a site for recreational activities, meeting room for community groups, a location for after-school programs, additional polling space, and others. Currently available facilities include the town hall, the old town hall, and the Groveville fire station, but these facilities are limited in the amount of space and/or parking.

### **Implementation Actions**

1. The Board of Selectmen should consider the needs of the community and propose facilities that meet those needs. Any such center should be sited to complement other Town facilities and services. It may be appropriate to establish a Committee to develop the specifics of a proposal.

## **Human Service Needs**

In addition to General Assistance required by Maine law, many human services are addressed by non-profit providers or regional agencies. Most of these providers and agencies are funded through multiple sources, including individual contributions, foundation grants, and federal, state, and county budgets. Buxton should participate in the funding of such services; the degree of participation should depend on the circumstances of each provider/agency and the extent of its services to Town residents.

### **Implementation Actions**

1. The Town will continue to support and contribute to charitable agencies serving the community, based on Buxton's needs and the services available.

## **Fiscal Situation and Capital Needs**

The budget process is well established. As with any process, there are opportunities for improvement. Department heads are responsible for maintaining expenses within budgets. Department heads should be (and currently are) kept informed, at least monthly, as to how closely they are to staying within their annual budgets. Additionally, they should report to the Board of Selectmen, at least quarterly, about any actual or expected unusual expenses and potential longer-term fiscal issues; currently there is no set process for this procedure.

Most building projects and less-than-annual equipment purchases are currently budgeted using Designated Funds, which accumulate with annual appropriations in advance of the expenditures. Some large items also have been funded by withdrawal from undesignated surplus. This approach has allowed Buxton to remain free of any bonded debt, which is highly unusual for a town the size of Buxton. To maintain this distinction, the budget must anticipate both the needs and increases that are inherent to this type of planning. In recent years, appropriations have exceeded expenditures by more than the amount needed in the Designated Funds, leading to increases in undesignated surplus. At some point, bonding may become necessary if a project cannot be funded by either designated or undesignated surplus funds.



The following chart lists the principal capital items that currently are being funded through the use of Designated Funds:

<u>Item</u>	<u>Estimated Cost</u>	<u>Annual Funding Needed</u>	<u>Estimated Useful Life</u>
Ambulance Replacement	\$125,000	\$50,000	3 years
Fire Fighting Equipment	\$50K to \$250K	\$50,000	20+ years
Transfer Station Equipment	varies	\$15,000	8-10 years
Highway Equipment (trucks)	\$70,000 ea.	\$35,000	6-8 years
Town Garage	\$500,000+	\$25,000	40 years

The Town Garage Fund was established at the 2003 annual town meeting, and the Selectmen have judged this to be a high priority item. To accomplish this project, undesignated surplus or another source of funds will be needed to supplement the \$25,000 that was added to this Fund.

By September 1<sup>st</sup> of each year, the property tax rate is set by the Board of Selectmen. There are three main components that make up the rate:

The first is the municipal budget, which is voted on at the annual town meeting in June. This is the only portion of the rate over which Buxton voters have complete control. Appropriations are funded through property taxes, fees, other operating revenues, and withdrawals from designated and undesignated surplus funds.

The second component, and the largest, is the MSAD6 assessment. This school budget is voted in June in each MSAD6 town. A simple majority of all the voters of the combined towns passes the budget. Buxton is currently responsible for approximately 28% of the budget as measured by town valuation.

The third component is the York County assessment. A County Budget Committee comprised of a combination of elected officials, town board members and individual citizens approves this budget. Buxton is part of a five-town district that is allowed three seats on this Committee. There is currently no member from Buxton on the Committee, and there is no direct voter input in passing the York County budget.

As can be expected, the cost of town government has increased as the population has grown. More citizens demand more services, and, although this is undocumented, as people move from urban areas to relatively rural Buxton, they bring with them higher expectations for service. Department heads have a vested interest in maintaining and upgrading their ability to service the community. The Selectmen have a fiduciary responsibility to the taxpayers to keep property taxes at a responsible level. These interests and responsibilities are not always compatible. A process should be devised that will allow the Selectmen, who are the most informed about overall fiscal issues, to determine the appropriation requests to be presented to voters at town meeting.

There is no doubt that as the population grows more children will be enrolled in school, which will result in higher education costs.

The highest expenses incurred at the county level result from a Sheriffs Service that patrols the entire county and a new County Jail that is set to open in the summer of 2003. By Maine law, Buxton must contribute to the costs of York County government (excluding the costs of certain enhanced services provided under contract to specific towns), regardless of the extent to which Buxton uses York County services.

### **Financial Projections**

Buxton's future finances are projected and analyzed below on two different bases, independently, and the results are then compared.

#### ***First Basis***

The first basis focuses on projecting (1) the costs needing to be funded, (2) property taxes revenue, and (3) revenue needed from other sources.

Commitments for expenditures are known up through those approved at the Annual Town Meeting in June 2003 (for the 2003-2004 fiscal year). The principal budget items are Town expenditures, the York County assessment, and the MSAD6 assessment, and there a small Overlay for contingencies and to achieve a rounded tax rate. Over the budget years beginning in 1997 through 2003, the commitments for Town, York County, and MSAD6 expenditures have shown compound annual growth rates (CAGR) of 7.23%, 14.33% and 7.13%, respectively. (Viewed in this manner, the MSAD6 assessment is net of the State subsidy to MSAD6.) The Overlay remains relatively constant.

The Property Tax revenue commitments are known through the 2002-2003 fiscal year, and that for the 2003-2004 year has been estimated. For the budget years beginning in 1997 through 2003, the Property Tax CAGR is 6.16%.

In the following chart the Town, County, MSAD6, and Overlay costs, and the Property Tax revenue, have been projected to the future using the historical growth rates stated above. The balancing revenue item, Needed from Other Sources, is the amount of other revenue needed to cover the cost commitments and for net additions to surplus funds as budgets grow.

#### **ESTIMATED AMOUNTS IN THOUSANDS OF DOLLARS**

<b>FISCAL YEAR</b>	<b>2003-2004</b>	<b>2004-2005</b>	<b>2005-2006</b>	<b>2006-2007</b>	<b>2007-2008</b>	<b>2008-2009</b>	<b>2009-2010</b>
Town Expenditures	3,881	4,161	4,462	4,785	5,131	5,502	5,900
County Assessment	267	305	348	398	455	520	595
MSAD6 Assessment	4,532	4,855	5,201	5,572	5,970	6,395	6,851
Overlay	50	64	64	64	64	64	64
<b>Total Costs Needing Funding</b>	<b>8,730</b>	<b>9,385</b>	<b>10,075</b>	<b>10,819</b>	<b>11,620</b>	<b>12,481</b>	<b>13,410</b>
Property Taxes	5,773	6,129	6,506	6,907	7,333	7,785	8,264
Needed from Other Sources	2,956	3,256	3,569	3,912	4,287	4,696	5,146
<b>Total Sources of Funding</b>	<b>8,730</b>	<b>9,385</b>	<b>10,075</b>	<b>10,819</b>	<b>11,620</b>	<b>12,481</b>	<b>13,410</b>

The funding needed from sources other than property taxes includes all excise taxes and other fees, state reimbursements, and withdrawals from designated and undesignated surplus. The result of this projection is that such other funding needs to grow by 10.2% for the 2004-2005 fiscal year and by 9.6% annually thereafter, which are higher growth rates than for property taxes. This may indicate the need to increase the funding from property taxes, if sufficient surplus funds are not available.

### *Second Basis*

The foundation of the second projection basis is Buxton's audited financial history through its fiscal year ended June 30, 2002, as presented in Table 10-2 of Chapter 10. Beyond that, the costs for MSAD6 and York County are known through the fiscal year ending in 2004. Most future revenues and expenditures were projected on the basis of their 1998 through 2002 growth rates. For some items where the 1998-2002 growth seemed unlikely to be a good assumption for the unknown future, a more likely assumption was chosen, judgmentally. Intergovernmental revenue and Education expenditure are presented as the Town accounts for them, net of the State subsidy that MSAD6 receives. A minimum Total Surplus Funds Balance was assumed to be 33% of Total Expenditures in the preceding fiscal year, and the Capital Outlay item (which would include expenditures from Designated Surplus Funds) is the balancing item. The chart below shows the resulting projection.

	CAGR	Growth Rate Assumed	PROJECTION							
	1998 Thru 2002		Thousands of Dollars in Fiscal Year Ending June 30							
			2003	2004	2005	2006	2007	2008	2009	2010
<b>REVENUE</b>										
Property Taxes	6.7%	6.7%	5,624	6,002	6,406	6,837	7,297	7,788	8,312	8,871
Excise Taxes	10.5%	10.5%	1,239	1,370	1,513	1,672	1,848	2,042	2,256	2,494
Intergovernmental	-2.9%	-2.9%	560	544	529	514	499	485	471	457
Miscellaneous	17.2%	5.0%	883	927	973	1,022	1,073	1,126	1,183	1,242
<b>Total Revenue</b>			<b>8,306</b>	<b>8,843</b>	<b>9,421</b>	<b>10,045</b>	<b>10,717</b>	<b>11,441</b>	<b>12,222</b>	<b>13,064</b>
<b>EXPENDITURE</b>										
General Government	6.5%	6.5%	863	919	979	1,043	1,111	1,183	1,260	1,342
Public Safety	9.3%	9.3%	866	946	1,034	1,130	1,235	1,350	1,476	1,613
Health & Sanitation	5.7%	5.7%	562	595	629	665	703	744	786	831
Welfare	-38.5%	5.0%	12	13	13	14	14	15	16	17
Recreation	24.0%	7.0%	111	119	127	136	146	156	167	179
Education	7.9%	6.5%	4,416	4,532	4,827	5,140	5,475	5,830	6,209	6,613
Highways	1.2%	5.0%	621	652	685	719	755	793	832	874
York County		6.5%	282	267	284	303	322	343	365	389
Unclassified	22.7%	5.0%	128	134	141	148	155	163	171	179
Capital Outlay (to balance)			445	666	702	641	630	664	711	779
<b>Total Expenditure</b>			<b>8,306</b>	<b>8,843</b>	<b>9,421</b>	<b>9,939</b>	<b>10,546</b>	<b>11,241</b>	<b>11,993</b>	<b>12,816</b>
<b>REVENUE MINUS EXPENDITURE</b>			<b>0</b>	<b>0</b>	<b>0</b>	<b>106</b>	<b>171</b>	<b>200</b>	<b>229</b>	<b>248</b>
<b>TOTAL SURPLUS FUNDS BALANCE</b>			<b>3,003</b>	<b>3,003</b>	<b>3,003</b>	<b>3,109</b>	<b>3,280</b>	<b>3,480</b>	<b>3,709</b>	<b>3,957</b>



The result of this projection is that funds available for Capital Outlay increase in the fiscal years ending in 2003 and 2004 but then remain relatively unchanged in amount through 2008. That unchanging amount would be a declining percentage of the total Town budget.

The projection results are rather sensitive to the assumption chosen for Education cost growth. The 6.5% growth assumption used for fiscal years ending 2005 through 2010 is below the 7.9% CAGR of 1998-2002, because the Education assessments are known for the fiscal years ending in 2003 and 2004, and those costs are a CAGR of 5.6% in relation to the Education cost in the year ended 2002. As a sensitivity test, if 7.5% Education cost growth were assumed for 2005-2010, the Capital Outlay funds available in 2010 would be \$398,000 instead of \$779,000.

Other assumptions would produce other results, but if the assumptions chosen here are reasonable and balanced, then the result is that Buxton seems to have sufficient fiscal resources for the foreseeable future.

### ***Comparison of First Basis and Second Basis Results***

In the fiscal year ended June 30, 2004, the Total Revenue projections differ by just over \$100,000, and by 2010 that difference has grown to \$350,000 (about 3%), the *First Basis* being higher.

Each year the Property Tax revenue in the *Second Basis* exceeds that in the *First Basis*, by \$230,000 (4%) in the year ended 2004 and by \$610,000 (7%) in the year ended 2010. In recent history, property tax revenue as presented in Buxton's audited financial statements has also exceeded the property tax commitment that was set near the beginning of each fiscal year.

The projected MSAD6 assessments in the *First Basis* exceed those in the *Second Basis* by rather small amounts, from no difference initially to \$240,000 in 2010 (4%).

In the *First Basis* projection, increases in the Surplus Funds Balances are not explicit, so in the later years some of the increase in revenue Needed from Other Sources would need to be added to surplus. Also, the amounts of excise tax, intergovernmental and other revenue are not explicit, so one doesn't see how that projection covers these items and allows funding for capital expenses. The *Second Basis* projection is explicit in these respects.

The conclusion of the *Second Basis* projection is that the funds available for future capital costs grow more slowly than total revenues and expenditures. That conclusion may be implicit in the *First Basis* projection also. Neither projection shows that Buxton will have significant financial difficulty in the foreseeable future.

### **Implementation Actions**

1. The Board of Selectmen should meet with Department Heads at least quarterly, to review and discuss any actual or expected unusual expenses and potential longer-term fiscal issues. No later than December 2003, the Board of Selectmen should act to establish this procedure.



2. The Board of Selectmen should continue to set salary and wage levels for all non-union employees and should continue to negotiate union contracts for the Town.
3. The Budget Committee and the Board of Selectmen should continue to independently review and issue recommendations in respect of budgets and appropriations proposed for adoption at the annual town meeting.
4. The Board of Selectmen should propose a Charter revision to allow the Selectmen to control the amounts and language of appropriation requests that are to be presented to voters at town meetings.
5. Buxton should strive to have a member on the York County Budget Committee. The Board of Selectmen should treat this need as they do a Buxton committee position.
6. The Board of Selectmen should carefully monitor Buxton's financial progress and periodically obtain updated projections of the future.

### **STATE GOAL COORDINATION**

The ten State Goals have been reviewed and considered by the Comprehensive Plan Committee. The goals included in Chapter 11 Community Goals and Policies are in the same topic areas as the State Goals. The Buxton goals have modified the State Goals to some extent so that they fit better with community needs.

The Policies in Chapter 11 are very general statements of how the goals should be achieved. However, the Actions in this Chapter 12 indicate specifically what Buxton will do to achieve the community goals, and thus, the State Goals.

#### **Implementation Actions**

1. The town will carry out the Policies included in Chapter 11 by the Actions in Chapter 12, and, thus, will comply with the State Goals.

### **REGIONAL COORDINATION**

The Regional Policies developed by the Southern Maine Regional Planning Commission have been reviewed during the development of the Comprehensive Plan. The Policies in Chapter 11 and the Actions in this chapter are intended to address the regional issues.

The regional and interlocal resources and concerns that were brought to light during the planning process were:

Hollis: Rescue Service; Route 202; the Saco River; the Salmon Falls Library; economic development

Standish: Bonny Eagle Pond; MSAD6; Old Standish Road

Gorham: East-West highway corridor plans; Route 202; Library services; Police back-up; economic development

Scarborough: Deering Drive and Route 22; intersection of Portland Rd., Broadturn Rd., and Route 22

All neighboring towns: Fire fighting mutual aid

### **Implementation Actions**

1. The Board of Selectmen and Department Heads will work with appropriate towns and agencies to manage the resources and concerns listed above.
2. The Board of Selectmen should take the actions necessary to enable the Town to participate in joint purchasing of goods and services that the Town uses, where such joint purchasing will be more economical.

**MAP APPENDIX  
to Town of  
BUXTON, MAINE  
COMPREHENSIVE PLAN UPDATE  
September 2003**

**FEMA Floodplain Map**

**Wetlands Map**

**Aquifers Map**

**Generalized Soils Map**

**Soil Constraints Map**

**Generalized Bedrock Map**

**Important Natural Areas Map**

**Potential High-Value Wildlife Habitat Map**

**Topography Map**

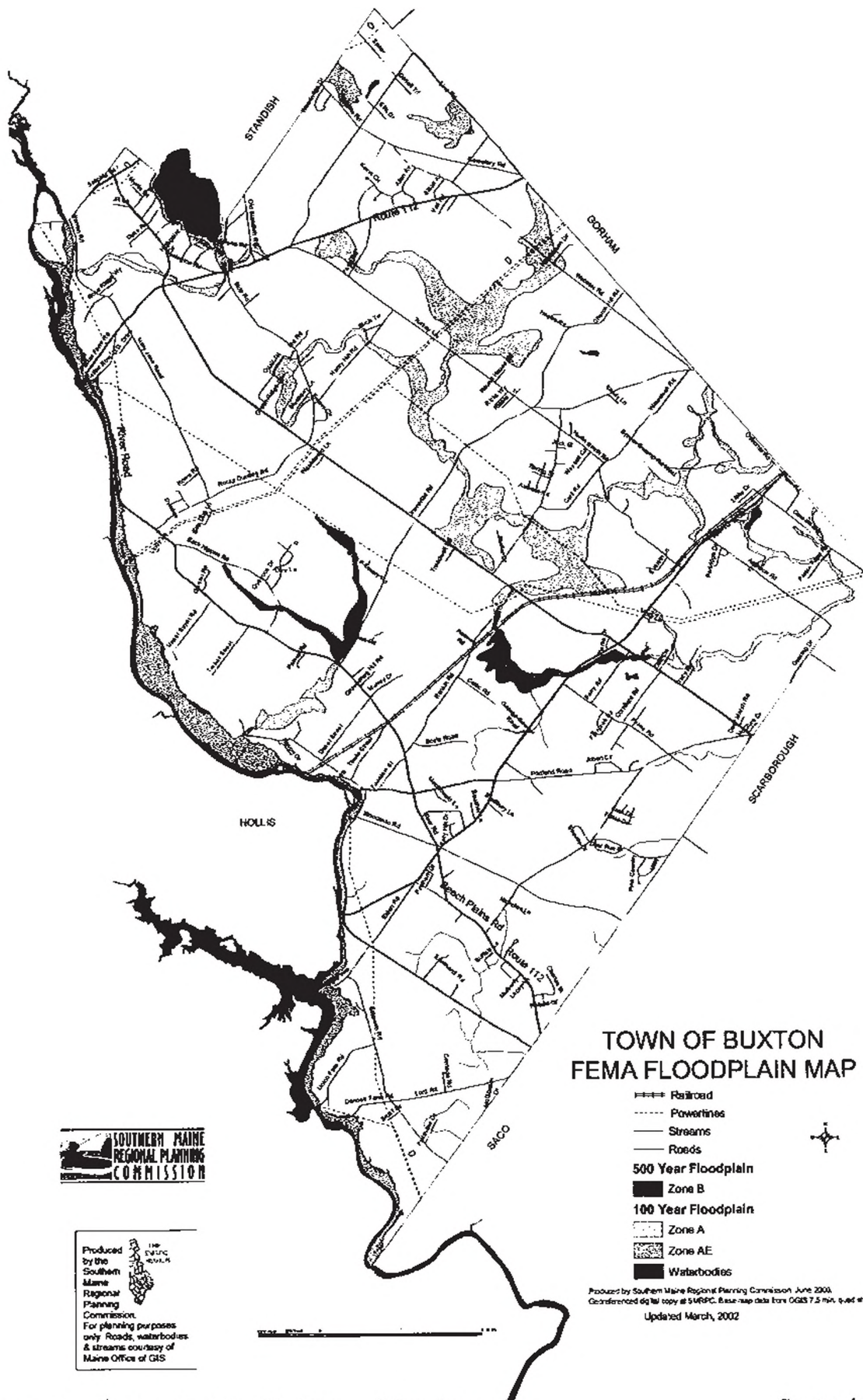
**Historic Resources Map**

**New Residence Building Permits 1995-2000 Map**

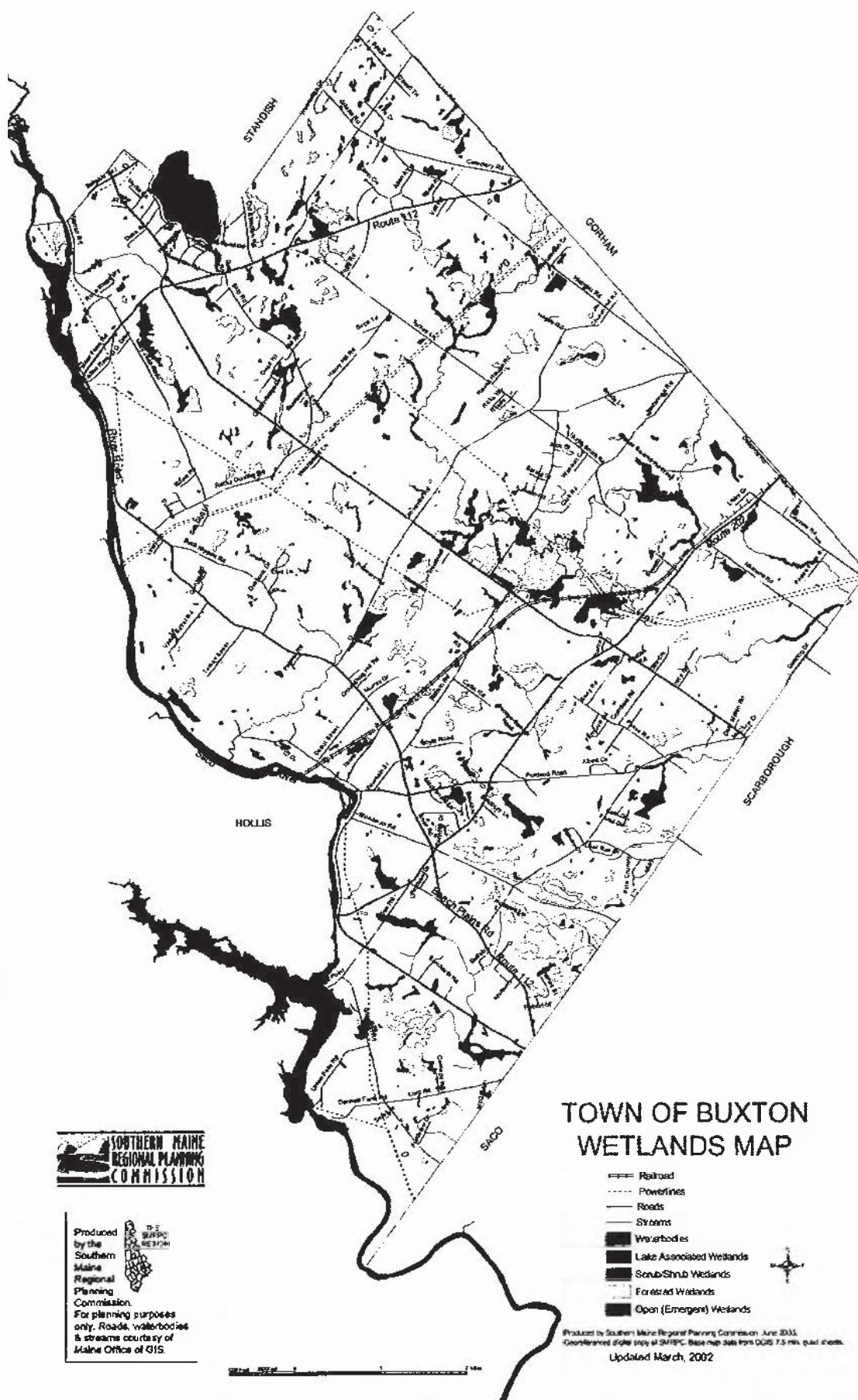
**Existing Land Use Map**

**Existing Zoning Map**

**Future Land Use Map**



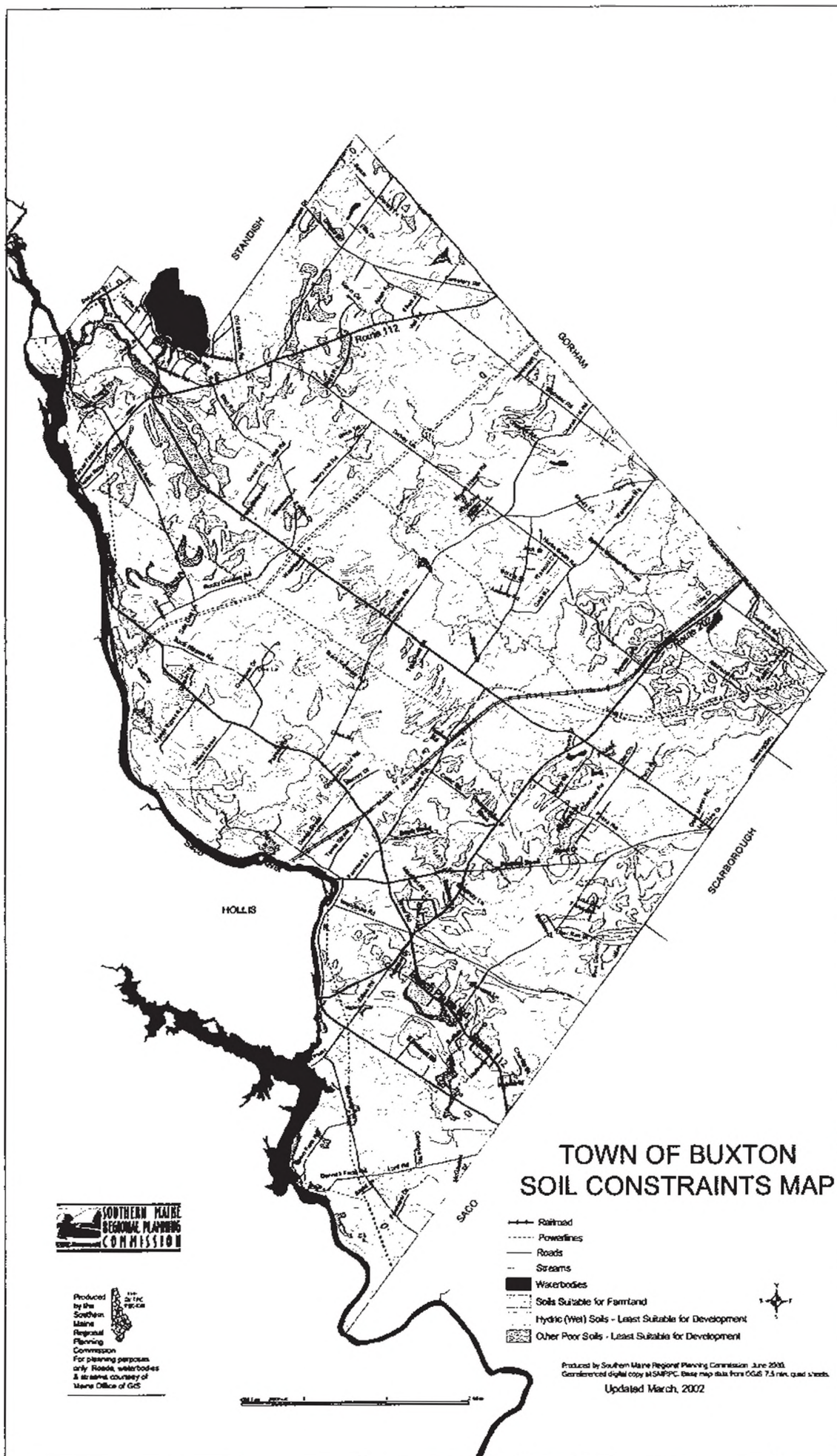




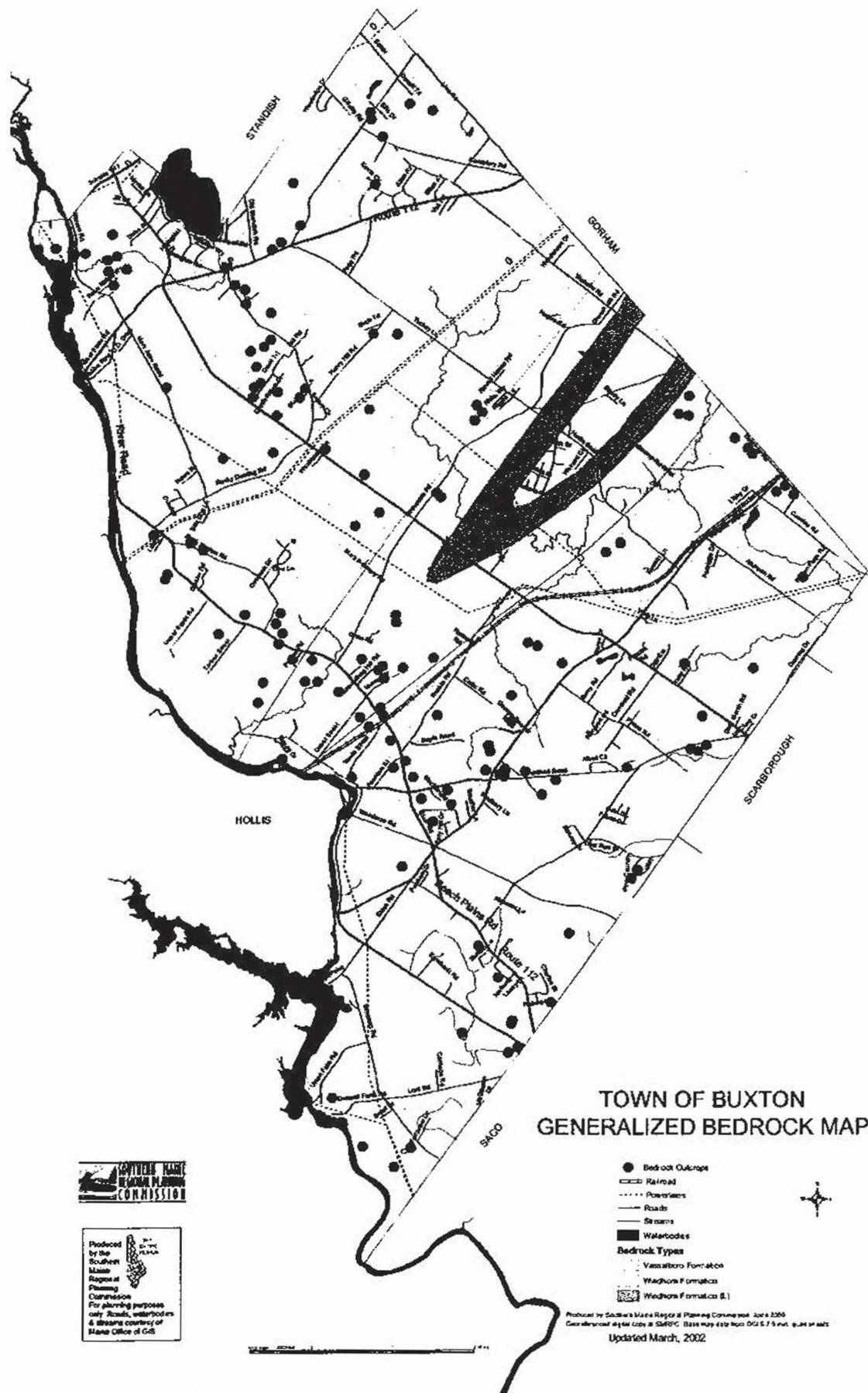


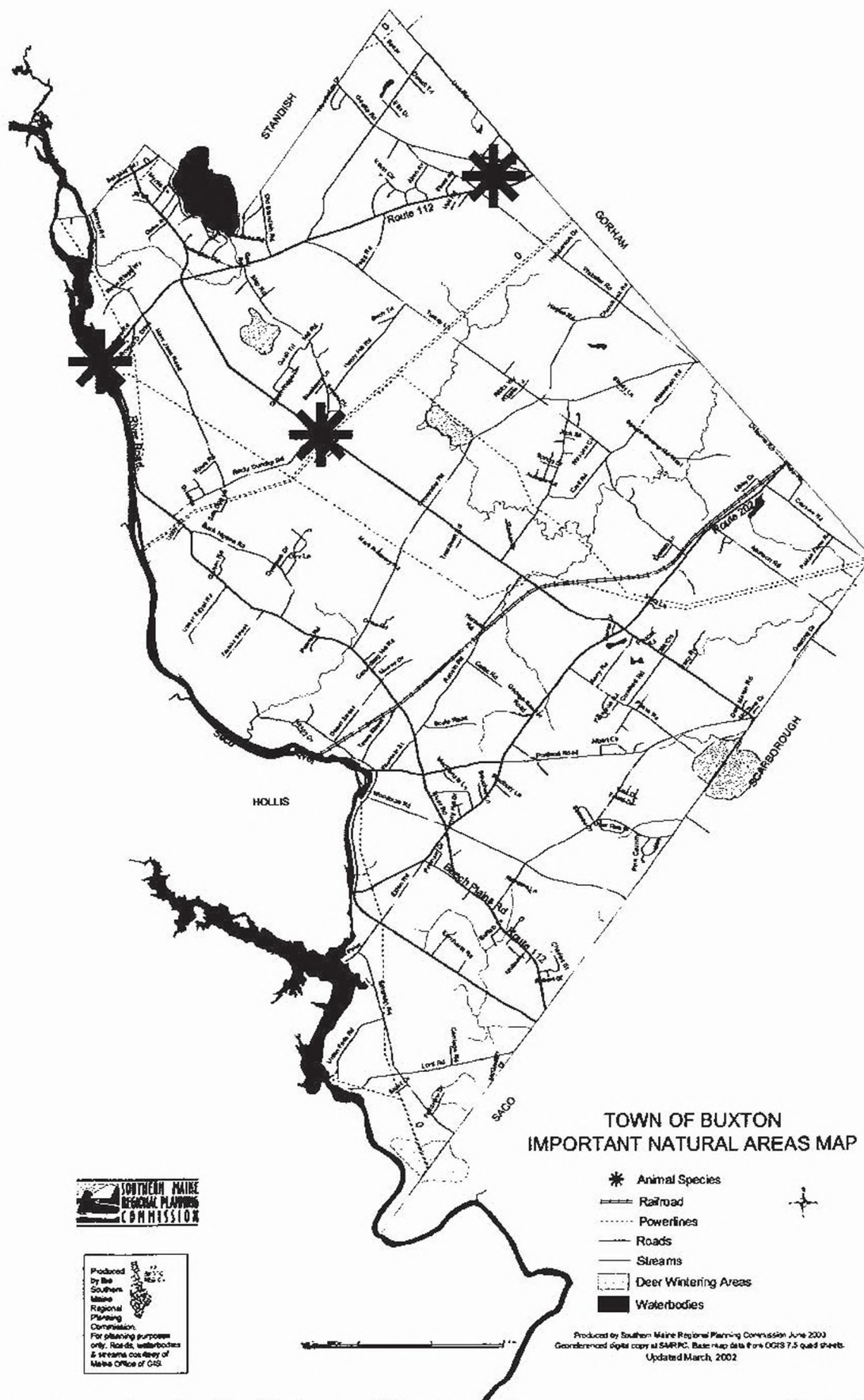




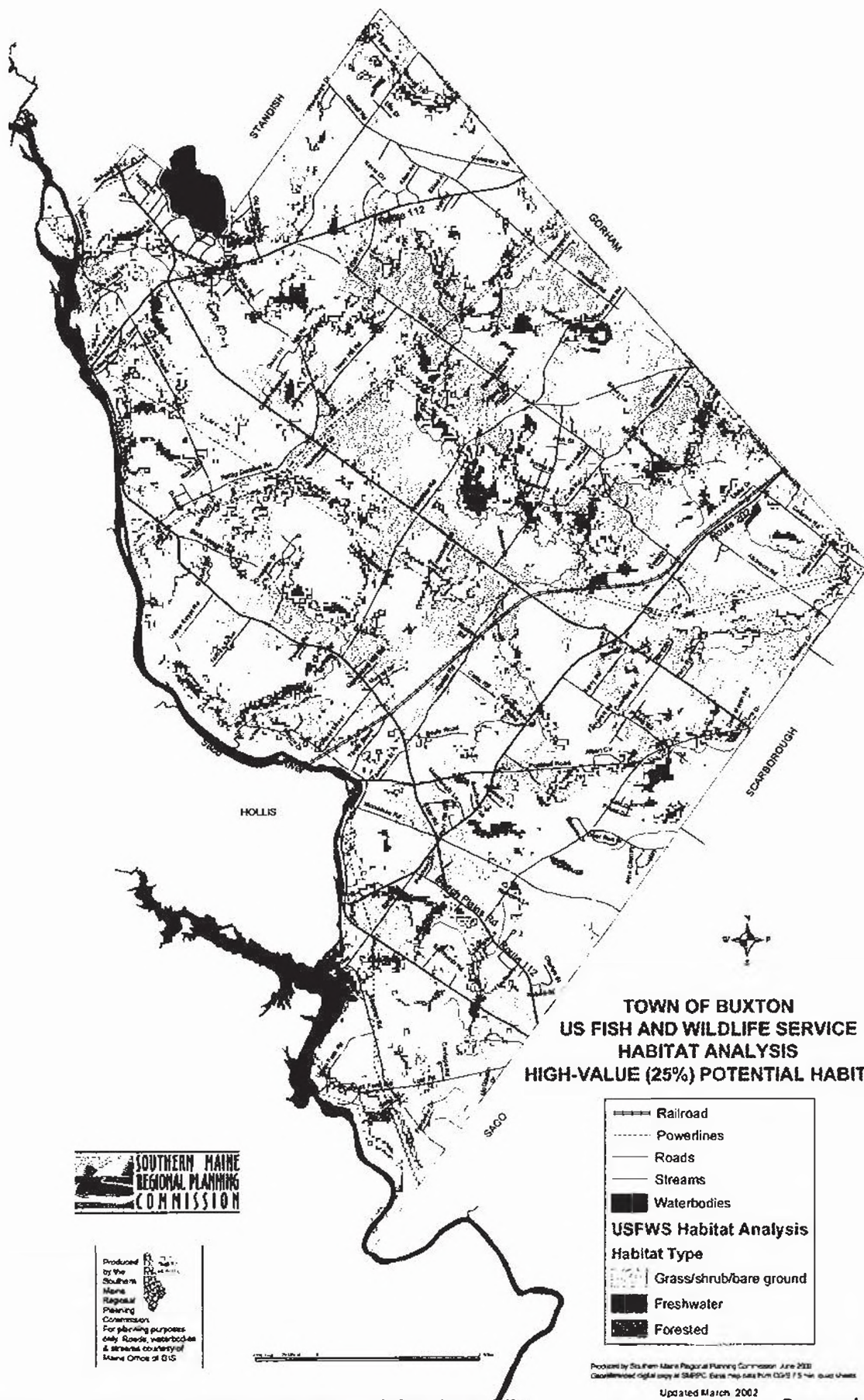




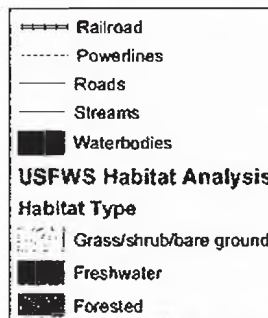








**TOWN OF BUXTON  
US FISH AND WILDLIFE SERVICE  
HABITAT ANALYSIS  
HIGH-VALUE (25%) POTENTIAL HABITAT**



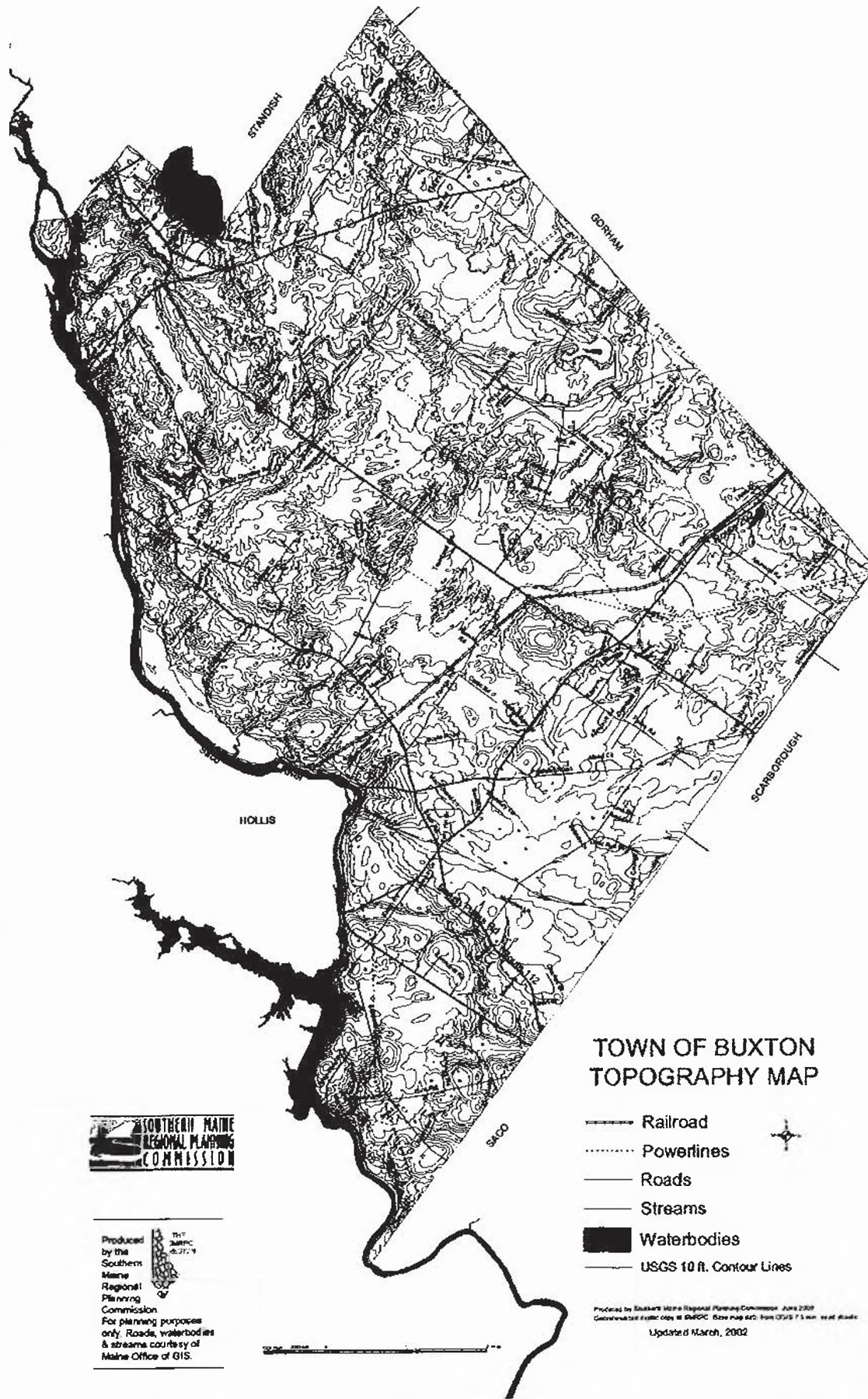
**SOUTHERN MAINE  
REGIONAL PLANNING  
COMMISSION**

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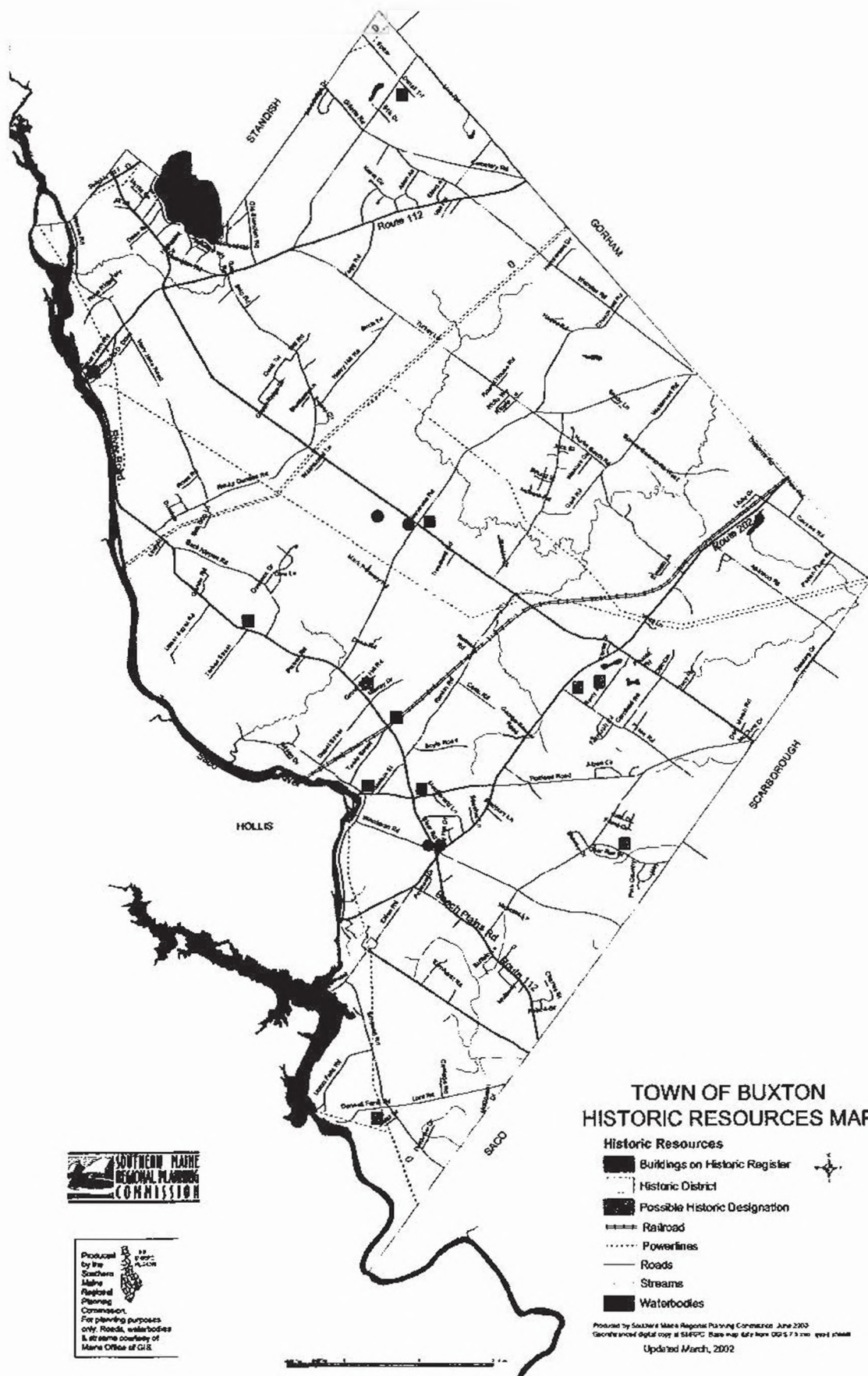
## TOWN OF BUXTON TOPOGRAPHY MAP

- Railroad
- Powerlines
- Roads
- Streams
- Waterbodies
- USGS 10 ft. Contour Lines



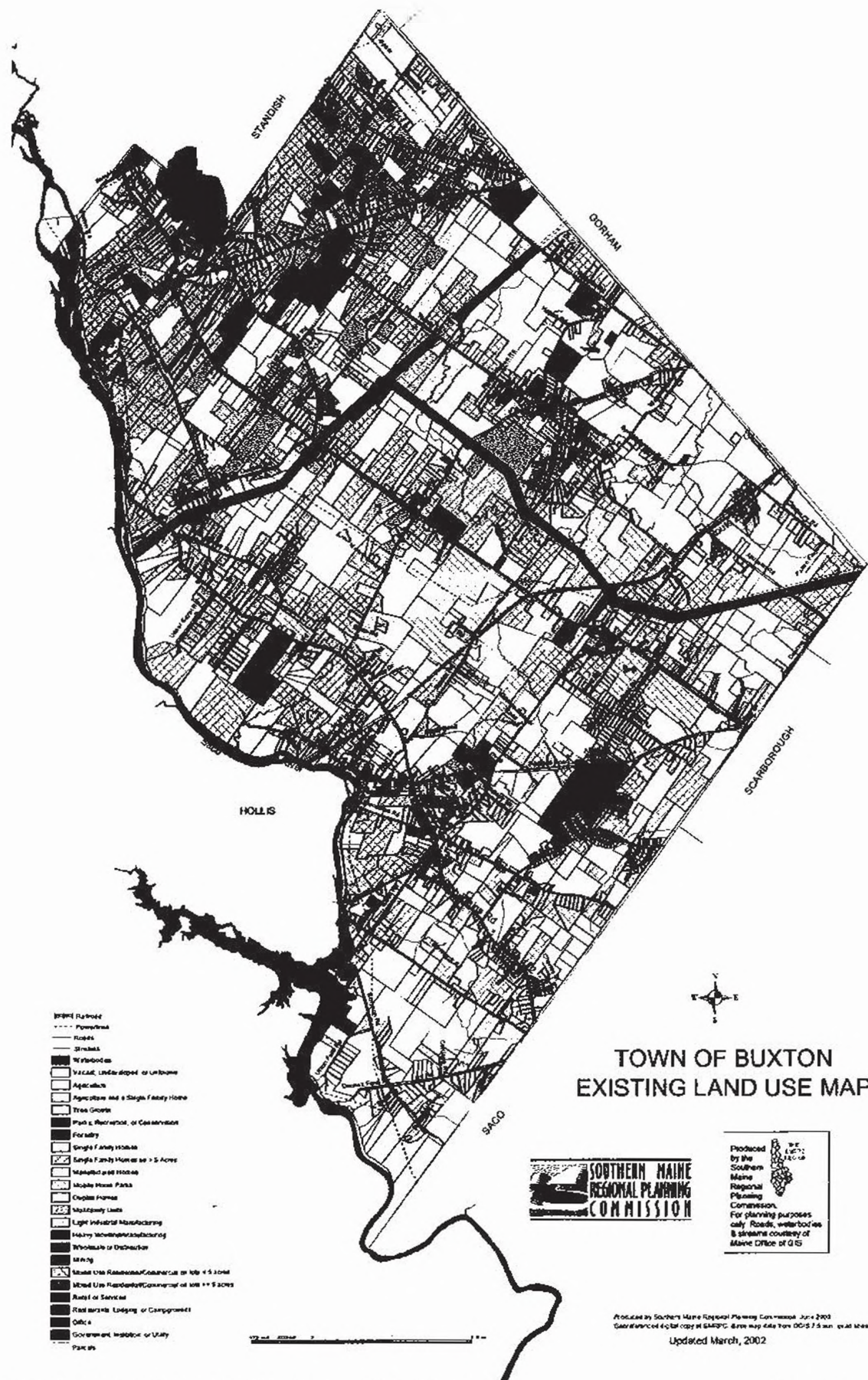
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Georeferenced digital copy of 24x36" (Scale map 640) from USGS 7.5 min. topographic  
Updated March, 2002











- Legend**
- Proposed Highway
  - Proposed Road
  - Proposed Street
  - Waterbody
  - Vacant, Underdeveloped or Unknown
  - Agriculture
  - Residential and Single Family Home
  - Tree Growth
  - Park & Recreation, or Conservation
  - For Sale
  - Single Family House
  - Single Family House > 5 Acres
  - Manufactured Home
  - Mobile Home Park
  - Mobile Home
  - Light Industrial Manufacturing
  - Heavy Industrial Manufacturing
  - Wholesale or Distribution
  - Storage
  - Medium Use Residential/Commercial or less than 5 acres
  - Medium Use Residential/Commercial or less than 5 acres
  - Hotel or Services
  - Restaurants, Lodging or Conferences
  - Office
  - Government, Institution or Utility
  - Park

## TOWN OF BUXTON EXISTING LAND USE MAP



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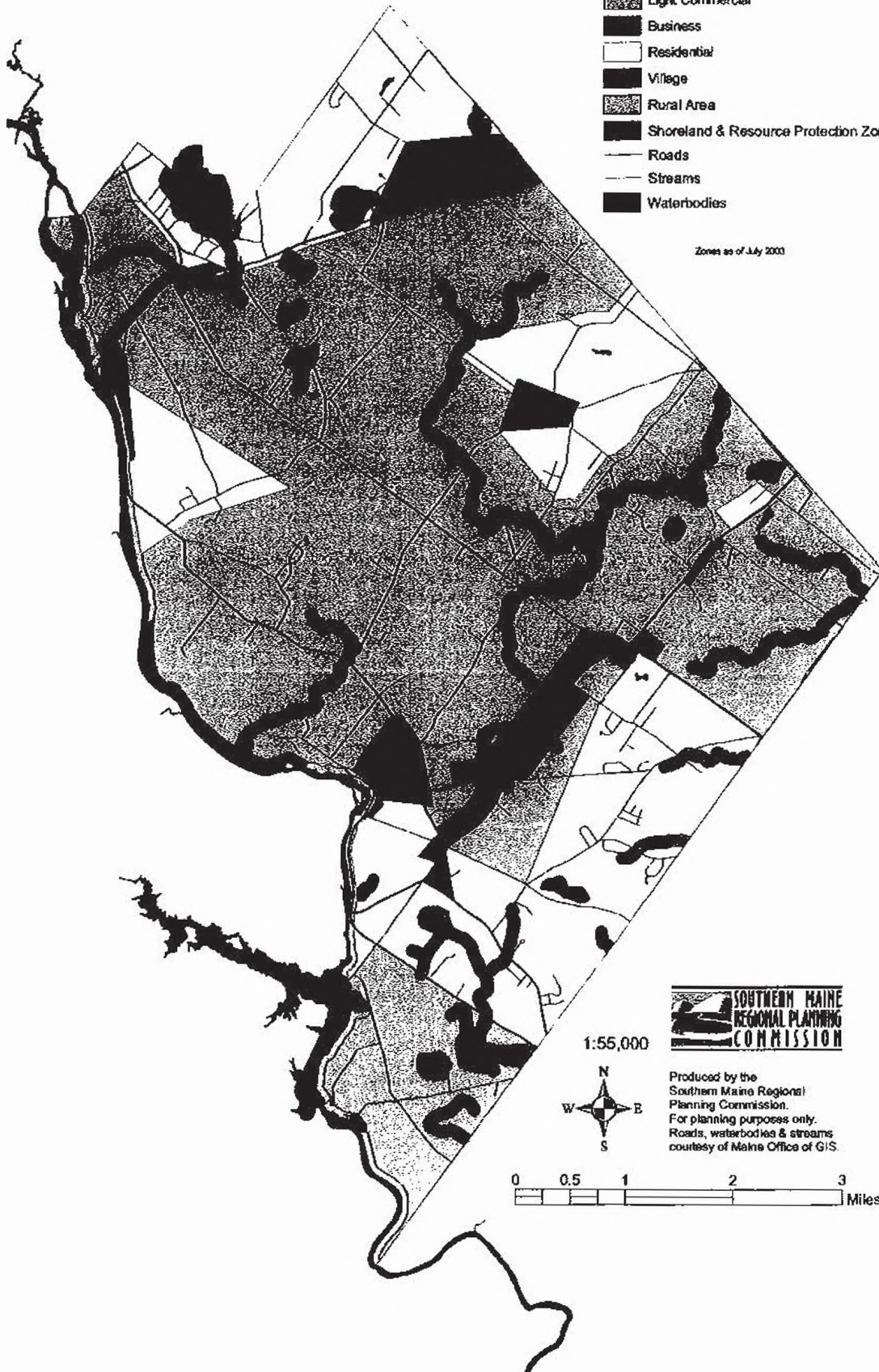
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Updated March, 2002



# TOWN OF BUXTON EXISTING ZONING MAP

-  Light Commercial
-  Business
-  Residential
-  Village
-  Rural Area
-  Shoreland & Resource Protection Zones
-  Roads
-  Streams
-  Waterbodies

Zones as of July 2003



1:55,000



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Roads, waterbodies & streams  
courtesy of Maine Office of GIS.





# TOWN OF BUXTON FUTURE LAND USE MAP

