

2003

Town of Canaan Maine Comprehensive Plan

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A REPORT ON
OUR PAST,
PRESENT,
AND FUTURE

CANAAN'S 2003 COMPREHENSIVE PLAN

March 2003

Canaan 2003 Comprehensive Plan

Our Past, Present, and Future

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Chapter 1: Canaan's Heritage

Nutshell History:

Settled in 1770, the Town of Canaan had a checkered political life before settling into its current niche in Maine's political and geographical landscape. Originally a part of Lincoln County, Canaan was set off as part of Kennebec County in 1788, and again set off in 1809 when Somerset County was formed. In the interval, the State of Maine was formed.

Canaan itself covered a considerable geographic area. In 1814, the western portion of Canaan split off to become Bloomfield. In 1823, the town split again, with the western half being named Milburn. After further boundary changes, Bloomfield and Milburn merged to become Skowhegan. Canaan's boundaries have remained essentially unchanged since those days.

The settlement in Canaan was first known as Tuttle's Mills. The availability of water power from Carrabassett Stream powered the local industry of those days. The surrounding area began as forested wilderness, but was rapidly converted to farmland. The first half of the 19th Century still stands as Canaan's heyday; In 1860, the population stood at 1,716.

Following the Civil War, Canaan suffered the same fate as many of its neighbors. The twin trends of westward expansion and industrial revolution sucked people out of Maine's farm towns and into cities like Waterville and Bangor, and west to the Great Plains. Canaan lost more than half its population in 50 years, dropping to a low point in 1930 of just 714. A considerable part of the village was destroyed by fire in 1911. It was never rebuilt.

Canaan's new population explosion began after WWII. The baby boom was partly responsible, as was the ability of the automobile to enable people to live further away from where they worked. Since the 19th Century, Canaan has not been an employment center, but is more and more becoming a residential center. The real explosion has happened just since 1970, when suburban living really became popular. Canaan's population has just about doubled since then, including another 200 people just since 1990!

Historical Records and Artifacts:

Canaan's historical heritage was dealt a major blow recently with the loss by fire of its historic town hall. Completed in 1844, the town hall also housed the town's historical museum. The 1995 fire leveled the building, destroyed many town records and burned up a good number of historical exhibits. The fire leaves only one public building of any significance in Canaan, the grange hall.

There are several homes in Canaan that date back a century or more, but they have never been inventoried. Most are located on Easy Street in the village.

A complete survey and inventory of all the historic and archeological resources within the Town has not yet been undertaken.

The Carrabassett Stream, Sibley Pond, and Lake George have all been identified as sensitive archeological areas. A dig at Lake George recently unearthed a great number of Indian relics. Another prehistoric archeological site has been confirmed to be located in/near a modern cemetery near where Route 23 and the Carrabassett Stream cross.

The potential is very high that other archeological sites will be located in the future. A survey of the entire sensitive archeological area has not been undertaken. An important land use implication is the potential for construction/ development to destroy archeological resources. The same concern equally applies to historic sites and structures.

Currently the Town's Shoreland Zoning and the Subdivision Ordinances both contain provisions that require applicants to identify sensitive archeological and historic sites prior to construction. Provisions also require that steps be taken to protect these areas as appropriate. The application of similar measures to development proposed outside of shoreland areas and subdivisions need to be developed.

Some Interesting History

A complete history of the Town of Canaan is contained in the book titled "History of Norridgewock and Canaan" by : J.W. Hanson, published in 1849. A copy of the book can be located in the Canaan Library. The following are a few interesting tid-bits from the book:

- "Ultimately two considerations ruled in the naming of Canaan. The religious character and habits of thought of the primitive settlers and the level beauty, rich fertility and charming appearance everywhere visible, bearing a faint resemblance to those sweet fields arrayed in living green, which they saw at the end of life's pilgrimage, induced them to call there beautiful possessions, Canaan"

- “ The present flourishing and active village of Canaan was commenced in the year 1803 when Jeremiah Goodwin, Thomas Chase and Nathan Taylor moved there and began to erect mills and lay the foundation of the present enterprising village. In the year 1805, Joseph Barrett entered the Town. At the time the region around the village was unsettled wilderness and bears and other wild animals were very numerous”.
- “ the most of the early settlers of Canaan were those who designed to engage in the lumber business and who were very poor and much addicted to intemperance. In the process of time Canaan flowed with rum and molasses rather than with milk and honey and it became a by-word and a synonym for poverty and drunkenness. probably but a few towns in the state had so large a population of paupers and drunkards. Hon. Joseph Barrett estimated from the towns statistics that the people drank up the entire valuation three times in thirty years. A most remarkable change has been effected. Canaan is now occupied by a temperate, virtuous and industrious people and probably is equaled by but a few towns in the state for the industrial and moral enterprise of the people”.

Chapter 2: Where We've Been -- Population Growth and Changes

Population Changes:

You can tell a lot about a town from its population: what it's like and how it's changing. Canaan's population reflects its relative status among towns in the region; at 1,849 (1995 estimate) it is smaller than the urban/employment centers of Skowhegan and Pittsfield, smaller even than the other neighboring towns of Clinton and Hartland. But size does not tell the whole story. Table 2-1, below, illustrates Canaan's population and growth rate in relation to neighboring towns, from the U.S. Census.

Table 2-1
Canaan's Population and Neighboring Towns

Town	POPULATION				CHANGE: NUMBER (%)		
	2000	1990	1980	1970	70-80	80-90	90-00
Canaan	2,017	1,636	1,189	904	285(32%)	447(38%)	381 (23%)
Clinton	3,340	3,332	2,696	1,971	725(37%)	636(25%)	8 (.02%)
Hartland	1,816	1,806	1,667	1,414	253(18%)	139(8%)	10 (.05%)
Skowhegan	8,824	8,725	8,098	7,601	497(7%)	627(8%)	99 (.01%)
Pittsfield	4,214	4,190	4,125	4,274	- 149(-3%)	65(2%)	24 (.05%)
Cornville	1,208	1,008	838	623	215 (35%)	170 (20%)	200 (20%)

Source: U.S. Census: 1970, 1980, 1990, 2000

As table 2-1 shows, one of the smallest town in the area -- Canaan -- has been the fastest-growing *percentage* town of the ones listed. This means that our status is changing. At the next census, there is a good chance that we will be larger than Hartland; at the one after, we could be coming up on Pittsfield! As we gain population, we will be gaining more influence in decision-making for the region, but we will also be gaining some of the problems that come with population: traffic, higher taxes, loss of small-town atmosphere.

Changes in population, and their causes, are just as important as the population itself. If we want to peer into the future of Canaan, change is even more important, because what happens in the future is just a reflection of what happened in the past. These changes *are happening*. It will not take any special effort to reach the increased problems and prestige of a large town. The issue is,

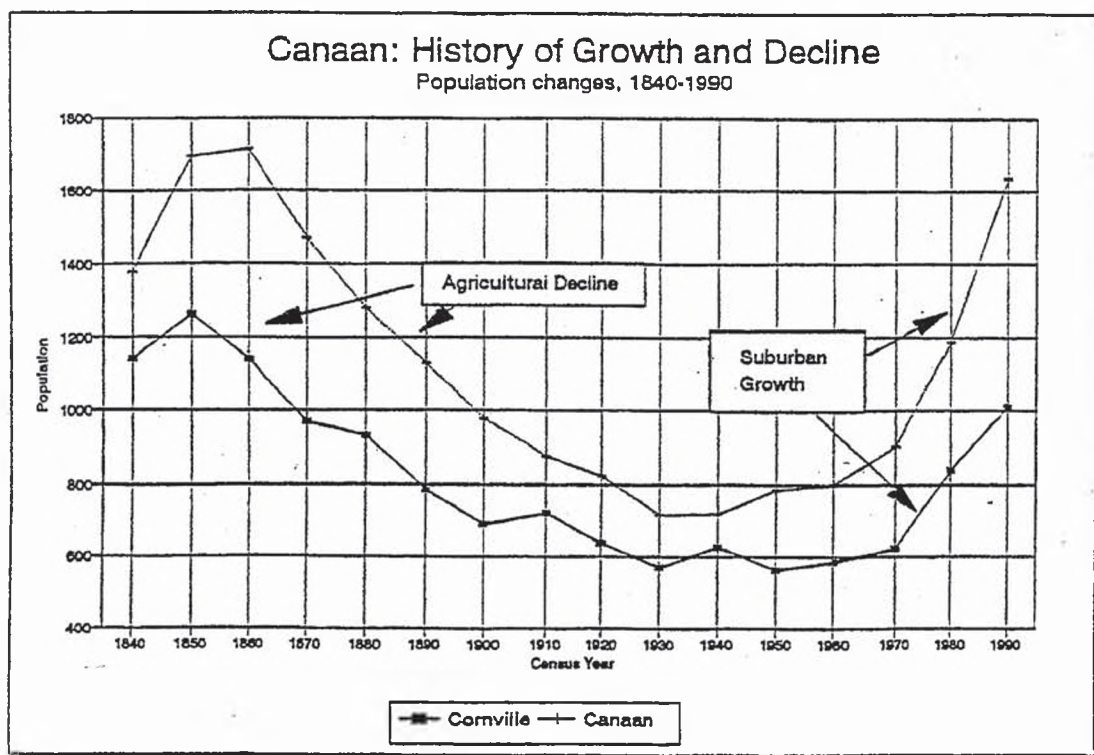
will that be the future we want?

Canaan has not always been a thriving town. In fact, since its formation it has followed the growth pattern of many rural towns in Maine. Rapid settlement in the early 1800's reflected high levels of immigration into the country and the general lure of the then-unsettled frontier of Maine. In fact, our population in 1820 was greater than in 1980.

But the same social forces sent us into decline after the Civil War; many settlers headed west to "greener pastures" and a lot of business and industry followed. Maine (except for the urban centers) was in a general malaise for many decades.

What changed to cause people to resettle Canaan? And more important, will it continue? In the 1940's and 50's, people began to realize that, with reliable cars, they could work in the city and still live in the country. This was the "lure of suburbia," the promise of cheap land and a rural lifestyle, that gained full strength in Canaan in the 70's. Suburbanization is still going strong today. Barring technological or economic changes which we see no sign of today, the trend will continue.

The graph below shows just how this drama played out in Canaan. For comparison, Cornville's graph is shown, too, but all the rural towns in this area show the same pattern. Canaan's population peaked in 1850-60, dropped sharply for about 50 years, waffled around for another 50, and has been impressively gaining since.



Indications are that since the last census in 2000, things have not let up in Canaan. Even with the prolonged recession, house-building has continued at a healthy rate in town. Based on municipal housing reports, Canaan is adding over 20 houses per year to its tax rolls. In the 1980's, when our population grew 38 percent, house-building was at a rate of about 17 houses per year. Between 1990 and 2000, it looks like we've added another 381 residents, and 187 houses.

How Growth Happens:

How a town grows can be attributed to two factors: migration and natural change. *Natural change*, as the difference between births and deaths, tends to remain steady year after year, in proportion to the population. (See insert at right.)

Years:	1980-90:	1990-00:
Births:	205	208
Deaths:	103	115
Net Change:	+ 102	+ 93
Migration	345	288

The number of births will rise or lower, depending on the number of women of child-bearing age (births in the 80's increased, because of the women of the baby boom generation). The number of deaths is generally going down as lifespans increase; however, the death rate in towns like Canaan is going up simply because there are more elderly people able to remain in their homes in small towns, compared to years ago when they had to move in with their children or nursing homes in the large towns.

Net migration is the number of people entering or leaving the town. When more people move out than move in, the net is a negative number. When more move in than out, it is positive. Migration is erratic, because it depends more on economic trends. When the economy is good, people move into the area, and vice versa. As the inset above shows, migration decreased from the 90's into 2000. It is by far what is responsible for faster growth of the town.

Migration, births, and deaths make up the population numbers. And we can use them to understand growth a little bit. For example, we can see that even if somehow all migration into or out of Canaan stops, we can still count on 10 new residents per year. That should mean another 3 to 4 houses per year. But nothing helps to understand the mechanics of local growth like *household size* does.

Household size is the average number of people in a house (or mobile home, or apartment). It seems a harmless enough number. But like other numbers, it really indicates the kind of major changes that we are seeing in society today. When an elderly person can live independently instead of moving in with the kids, it means one more household. It's the same result when a couple get divorced. Unfortunately, nearly all the social trends in America today are towards smaller households.

Is this some local, short-term aberration? Table 2-2 shows that it is not.

<p style="text-align: center;"><u>Table 2-2</u> <u>Household Size Changes: 1970-2000</u></p>							
<u>Area</u>	<u>1970</u>	<u>1980</u>	<u>% change</u>	<u>1990</u>	<u>% change</u>	<u>2000</u>	<u>%change</u>
Canaan	3.53	2.97	-15.9 %	2.88	- 3.1 %	2.60	-10%
Somerset County	3.20	2.87	-10.3 %	2.67	- 7.0 %	2.44	-8.6%
Maine	3.16	2.75	-13.0 %	2.56	- 7.0 %	2.39	-6.6%
<p style="text-align: center;">Source: U.S.Census, 1970, 1980, 1990, 2000</p>							

What does all this mean? Canaan's household size decreased dramatically in the 1970's, a lot less in the 80's. While the overall rate of shrinkage is going down, Canaan still has larger households than average -- even for Somerset County. A good guess would be that Canaan's households will get only five percent smaller in the next ten years. But planning decisions can affect this number, too. Urban towns, primarily because they have more multi-family housing, tend to have smaller household size; Rural towns with large farmhouses tend to have larger households. How Canaan goes will be a function of the type of housing we encourage.

Why put so much effort into worrying about such a small number? What effect can it have? To determine that, we have to consider the number of households we're dealing with. To illustrate:

Canaan population in 1970: 904;
Household size: 3.53;
= occupied housing units: 256

What if Canaan's population had not increased at all in 20 years? It would still be 904
But in 1990, the Household size is: 2.88
That means in 1990, there are occupied housing units: 314

Translation: Even if there were no population increase, we would have needed to have 58 more homes built in Canaan over a 20 year period. And even if there is no population growth from this day forward, we will still probably need more houses. This trend becomes important when we look at housing projections in Part III of this report.

Population Profile:

For the purpose of understanding the people of Canaan, it is also useful to know something about who we are -- where people are from, the age and educational level of our citizens.

Nativity: As of the 2000 census, 1,469 Canaan residents, or 72.8 percent, were born in Maine. While the census does not ask if you have lived in the same town all your life, it does give us some clues. For example, although 40.6 percent of the population have lived in their current house less than five years, 17.1 percent of families have lived in the same homes for over 20 years.

Canaan's suburban trend shows up in these figures over time. In 1990, 71 percent of the town's population was born in Maine; It increased to 72.8 percent in 2000. In 1990, only 49 percent of the population had lived in their house less than five years, and 15 percent of the homes had been occupied by the same family for over 20 years. All these numbers lead to the conclusion that long-time residents of town are rapidly being outnumbered.

Educational Attainment: It is occasionally helpful to know the educational level of the people. From this information we can judge what types of economic development will be most effective; we can also look at changes over time, to determine whether the character of the town is changing.

Over the past twenty years, Canaan has shown a substantial rise in educational level. The percentage of high school graduates was 60.9 percent in 1980, and 73.5 percent in 1990 and 79.6% in 2000.. The percentage of citizens with a bachelor's degree or higher went from 9.5 in 1980 to 15.6 in 1990. Although in 2000 the percentage dropped to 13.2% Despite this drop the number of persons that have some college but do not yet have a degree rose from 10.9% in 1990 to 16.6% in 2000. While there are national trends towards more college graduates, a jump this size points again to immigrants; Local newcomers are better-educated than longer residents. That could mean many things: a more "white-collar" work force, higher salaries, or more retired residents.

Age Groups: The distribution of different ages of people in town can help us to understand what people's needs are. For example, if we know there are many children, we can identify recreation and education as important needs, if there are many young adults, we know we need more jobs -- and that we can expect even more children in a few years -- if there are more older people, we should be planning for better senior services.

Also, over time, the percentage of the population in each age group changes. The graph on the following page shows how this plays out in Canaan. You can actually see the baby boom travelling through the age categories. The baby boom, as of 2000, is 40-55 years old. This means two things: first, since many of the women in the baby boom put off having children, only now can we begin to see an "echo" of the boom, in the 5-17 age class. Second, as the leading edge of the boom hits retirement, fifteen to twenty years from now, there will be a sudden upsurge in demand for things like elderly housing, medical services, and public transportation.

Age Distribution Table

1980 to 2000

Source Census 1980,1990,2000

	1980	1990	2000
Total Population	1,189	1,636	2,017
under 5 years	98 8.2%	132 8%	116 5.8%
5 to 17 years	288 24%	374 22%	423 21%
18 to 24 years	113 9.5%	138 8.4%	146 7.2%
25 to 44 years	367 31%	574 35%	627 31.1%
45 to 54 years	125 10.5%	157 9.6%	340 16.9%
55 to 59 years	44 3.7%	62 3.8%	112 5.6%
60 to 64 years	36 3%	57 3.5%	82 4.1%
65 to 74 years	80 6.7%	88 5.4%	100 5%
75 to 84 years	32 2.7%	53 3.2%	55 2.7%
85 years and older	6 0.5%	1 0.06%	16 0.8%

As the sidebar to the right will show the movement of the baby boom affects the average age of the population as well. The average age of the entire area (and the country) has increased by somewhere between two and five years. In Canaan, the town continues to be one of the younger towns in the area -- and definitely younger than average for Somerset County. The population as a whole is not even aging as quickly as any of the neighboring towns. This generally indicates that the population is being replenished with a constant supply of young people moving in -- and judging from the educational levels, these young people are more well-educated.

	Median Age 1980	Median Age 1990	Median Age 2000
Canaan	29.3	31.3	35.9
Skowhegan	31.7	34.0	39.0
Pittsfield	30.2	34.1	36.4
Hartland	30.4	32.5	39.1
Somerset Co.	30.6	33.8	38.9

Chapter 3: Canaan Housing Inventory

This section of the report deals with the quantity and character of Canaan's housing. The information is gathered mostly from census data and local figures.

Housing Types and Occupancy:

One of our most basic needs is housing. While it is not a town's responsibility to provide housing to its citizens, it is our responsibility to watch out for citizens' health and safety. This means taking action to improve the livability and Affordability of local housing. Also, growth in the community and the tax base depends on new housing. By influencing the rate and location of development, we can ensure that the new housing is adequate in quantity and quality.

Tables 3-1 and 3-2, below, provide a profile of the kind of housing we currently support in Canaan. Table 3-1 shows "Tenancy" -- how the house is occupied -- since 1960 in Canaan. Table 3-2 shows a comparison of Canaan to surrounding towns (Skowhegan is not included because a large town has much different housing character).

<u>Table 3-1</u> <u>Changes in Tenancy Characteristics, 1960-2000</u>										
<u>Tenancy</u>	1960		1970		1980		1990		2000	
	<u>number</u>	<u>%</u>	<u>number</u>	<u>%</u>	<u>number</u>	<u>%</u>	<u>number</u>	<u>%</u>	<u>number</u>	<u>%</u>
Total housing units	312	100	346	100	560	100	792	100	979	100
Year-round Occupied	216	69	252	73	393	70	569	72	777	79.4
Owner-	180	58	218	63	338	60	474	60	633	81.5
Renter-	36	11	34	10	55	10	95	12	144	18.5
Year-round Vacant	5	2	66	19	47	8	56	7	202	20.6
Seasonal	91	29	28	8	120	21	167	21	135	13.8

Source: U.S. Census

Table 3-1 shows that the relative proportion of year-round, seasonal and rental homes in Canaan stayed relatively stable, even as significant overall growth has taken place. It's quite unusual, particularly that the number of rentals has kept pace. The actual number of rentals almost doubled in the 1980's and continued to grow during the 1990's. The new rental mobile home park could account for this.

Table 3-2
1990 Tenancy and Structural Characteristics: Canaan and neighboring towns

<u>Tenancy</u>	<u>Canaan</u>		<u>Hartland</u>		<u>Pittsfield</u>		<u>Clinton</u>	
	1990	2000	1990	2000	1990	2000	1990	2000
	%	%	%	%	%	%	%	%
Owner-occupied	60	60.9	50	40.4	66	63.5	80	73.2
Renter-occupied	12	18.5	12	24.	24	26.5	14	17.5
Year-round vacant	7	6.8	6	5.4	7	6.5	4	6.9
Seasonal	21	13.8	31	29.9	3	3.5	1	2.4
**								
Single-family homes	71	67.2	74	70.9	64	63.3	62	63.7
Multiple Units	2	2.2	8	10.4	21	19.6	7	7.6
Mobile Homes	26	30.3	19	18.7	14	17.1	30	28.7

Source: U.S. Census

Table 3-2 indicates that Canaan's housing mix is fairly unique in the region. We have a much higher percentage of seasonal housing than all except Hartland although seasonal properties declined since 1990 probably due to conversion to year-round homes. Canaan had the same low percentage of rental units as Hartland, as per the 1990 census. However the number of rental properties rose significantly in both communities. But where Hartland has a high number of multi-unit structures -- the general characteristic of rentals -- Canaan has very few. Canaan now has the highest percentage of mobile homes. The combination of a high percentage of camps and mobile homes means that a little over half of the housing in town is of the traditional stick-built, year-round concept. This has implications for the property tax base, as well as the type of people coming to town. Stick-built homes tend to be higher-value and attract higher-income residents (though they are more land-consumptive); camps tend to attract the same income levels, though only as seasonal population.

Mobile homes are a relatively recent phenomenon. The box at right shows that the growth in mobile homes over thirty years far outpaces the growth in "stick-built" houses. That is mostly because they were not as widely available thirty years ago, but also because the price of traditional housing was for many years out of sight. In raw numbers, 394 stick-built homes in 30 years, compared to 280 mobile homes.

Relative Growth Rates			
Structure Type	1970	2000	Thirty year Growth Rate
Stick-built	288	682	137 percent
Mobile Home	17	297	1600 percent

Housing Trends

Source: Census Data

Census Data	2000'	1990	1980	1970
Total Housing Units	979 (+187)	792 (+232)	560 (+214)	346
Total Single Family Units	660 (+92)	568 (+90)	478 (+190)	288
Mobile Homes	297 (+89)	208 (+139)	69 (+52)	17
Multi-Units	22	16	13	9
Seasonal Units	135	167	120	28

Over the past 30 years the town has averaged 21 new housing units per year. The number of multi-family units has not risen significantly which is not unusual for a rural community. Seasonal units actually declined between 1990 and 2000. This appears to mirror a popular trend to convert seasonal units into year-round dwellings. Mobile homes now comprise 30% of the Town's total housing stock and like other rural communities new mobile homes just about equal the number of new conventional stick built units constructed per year..

Housing Prices and Affordability:

Housing prices are proportionate to the quality of housing in town. If the housing that is built in town is expensive, it follows that it will also be higher quality. On the other hand, if the town experiences too much high value housing, it could drive away long-time, lower-income residents. Town policy can actually affect the price and quality of housing in many ways. For example by requiring larger lot sizes or establishing a building code, we would encourage higher value housing; If we had liberal policies towards mother-in-law apartments, we might encourage more affordable, but not necessarily lower quality, housing.

The table 3-3 shows how Canaan compares to our neighbors in housing prices and changes over the past twenty years. This is from the U.S. Census, which means that the numbers are only the homeowners estimate of value, not an actual sales price. Also, to make the numbers comparable, the census counts only stick-built, single-family houses on ten acres or less.

Table 3-3
Regional Median* Housing Value, 1980-2000

<u>Town</u>	<u>1980</u>	<u>1990</u>	<u>2000</u>
Canaan	\$29,300	\$63,000	\$74,700
Hartland	\$27,800	\$46,700	\$59,800
Cornville	\$29,400	\$63,900	\$79,000
Pittsfield	\$31,300	\$56,300	\$67,500
Skowhegan	\$34,500	\$60,400	\$73,200
Somerset Co.	\$29,500	\$56,400	\$70,100
Clinton	\$34,700	\$63,400	\$77,100

* "Median" means exactly half of homes are above and half below stated value

Source: U.S. Census

This table shows that Canaan is among the highest home values in the area. The high value of housing could be cause for concern. This usually means that the demand for housing created by new construction is driving up the house prices so that some existing residents may no longer afford to live here. However, balancing that is the fact that the table above does not include mobile homes, which formed a large part of the housing increase in the 1980's. Mobile homes provide an affordable housing option for many families.

Equally as important as rising prices, though, is whether local income rises are keeping up with prices. If not, that would mean houses were becoming less affordable to residents.

According to the census, in 2000, 173 homeowners (out of 551) paid more than 25 percent of their income towards housing (25% is the usual measure of affordability). That compares with 1990, when 45 out of 201 homeowners were paying more than 25 percent. Therefore, in 1990 a higher percentage of homeowners pay "affordable" mortgages, not counting those that live in mobile homes.

The same trends can be seen among Canaan's rental market. Average rent in 2000 was \$470 per month, compared with an average in 1990 of \$295. In 2000, 40 percent of renters paid more than 1/4 of their income towards housing; in 1990, 33 percent of them did.

While "on average" it may appear that Canaan residents have no problem with affordability, we have to remember that no one is average. In fact, a further breakdown of housing costs shows that 86 homeowners and 59 renters are paying over 1/3 of their annual income for housing costs. These families probably do not feel as if they are in a town with affordable housing.

Housing Conditions:

We can get a better idea of the quality of housing by looking at census data on the character of the housing. For example, we can learn that the average home in Canaan has 5.1 rooms, and that there are 68 nine room houses.

More important are the health and safety conditions. According to the Census, 96 homes in Canaan get their drinking water from a source other than a drilled or dug well, and 61 dispose of sanitary wastes in something other than a sewer or septic system. This raises questions about whether these homes have adequate sanitary conditions.

A significant number of houses lack the "modern amenities." 20 houses in town do not have complete plumbing facilities (sink and toilet). 16 homes do not have kitchen facilities (sink, refrigerator, stove). Some of these may be camps, but 10 year-round homes do not have a telephone.

Over 1/3 of year-round homes in Canaan use wood as their primary source of heat.

Age of Housing:

The inset at right shows a breakdown of the age of houses in Canaan. It shows that about 60 percent of the houses in town are less than twenty years old. This could have been predicted knowing the population explosion we have experienced.

But it also shows that 22% of the houses in town are over 60 years old. This may seem high, but is actually less than the average for Somerset County (27.8 percent) and Maine (29.1 percent). Altogether, we can conclude that Canaan has a relatively "young" housing stock, though with some older, potentially historical, homes in town.

Age of Houses in Canaan		
Age (years)	Number	Percent of total
0 - 5	109	11 %
6 - 10	94	9.6
11 - 20	223	22.8
21 - 30	184	18.8
31 - 40	65	6.6
41 - 50	87	8.9
over 60	217	22

Source : 2000 Census

Issues:

- Canaan has a fairly healthy mix of seasonal, year-round, owner- and renter-occupied housing. About 60 percent of homes are year-round, owner-occupied.
- New housing units over the past 15 years have been built at the rate of about 18 per year.

- About half of the new homes in recent years have been mobile homes. The overall proportion of mobile homes has grown to over 30 percent. The proliferation of mobile homes and mobile home parks was mentioned many times in the community survey as one of the greatest problems in Canaan. Overall, survey respondents tallied 10 to 1 against encouraging more mobile home parks, and 2 to 1 against more individual mobile homes.
- Traditional forms of housing in Canaan are expensive -- and increasing in price every ten years. Fortunately, average income growth has also grown so that houses are still affordable today for many families, but still, a good 31 percent of the population is paying more than the recommended amount for housing expenses.

Chapter 4: Canaan's Local Economy

This chapter consists of two parts. The first part contains information on the income and worker profiles of Canaan residents. Most of the information is from the U.S. Census or the Maine Department of Labor. The second part contains a nutshell description of Canaan's business community.

The Important Stuff -- Household Incomes:

For nearly everyone, our paychecks have gone up over the past ten years. So has inflation, along with housing prices, taxes, and the cost of nearly everything. The question is, are we better off than we used to be? For the purpose of the comprehensive plan, income data can provide the answers to this, and a few more questions. The first and foremost is, whether we can afford to pay for town services. Another question might be, are the new residents in a significantly different income class than they have been. Another might be, are the higher incomes only because more of us are working?

The table below shows the growth in per capita and household income over the past twenty years, in Canaan and neighboring communities. "Per capita income" is the total income of the town divided by the total number of residents; "household income" is the total divided by the number of households. They use the same numbers, but they grow at a different rate, because there are fewer people in households now than years ago.

Table 4-1
Growth in Household and Per Capita Incomes, 1979 to 1999

Community:	1979		1989		1999	
	HHI	Per Cap.	HHI	Per Cap.	HHI	Per Cap.
Canaan	\$10,705	\$4,169	\$26,354	\$10,260	\$29,397	\$13,870
Cornville	\$12,454	\$4,197	\$25,625	\$11,579	\$38,015	\$16,184
Pittsfield	\$13,594	\$5,008	\$22,787	\$10,738	\$32,868	\$16,065
Clinton	\$14,576	\$5,556	\$29,667	\$11,694	\$32,419	\$15,052
Skowhegan	\$11,208	\$5,401	\$22,165	\$11,332	\$28,390	\$15,543
Somerset Co.	\$11,850	\$4,842	\$22,829	\$10,471	\$30,731	\$15,474

Source: U.S. Census

This table demonstrates that Canaan has gone from the bottom of the pile in terms of incomes, since 1979 to almost the leader in the area in 1989. . Judging from the ten-year change, there has been a dramatic upswing, in either the income levels of town residents, or the incomes of new residents. During this period (1980-1990), the total inflation, as measured by the Consumer Price Index, was 59.8 percent. So income growth is about 80 percent ahead of inflation. During the period 1989 -1999 , surrounding communities saw their incomes rise much higher as compared to Canaan. The exception was Skowhegan which has a lower income level. This trend can also be seen in other areas as higher income households depart urban areas for rural communities.

These figures do not measure the average income per worker, but that can be figured approximately. (There are a few holes in this calculation, mainly the assumption that only workers receive income.) In 1979, there was an aggregate of \$4,956,941 income, and 427 people employed, for an average of \$11,600 per worker. In 1989, there was \$16,785,360, and 706 workers, an average of \$23,775 per worker. That is a 104 percent increase, which is less than the rate of increase of incomes generally. What does that mean? It could mean that the added income is coming from well-to-do retired persons moving into town.

The box at right shows relevant comparisons. It shows that household income, on average, is well ahead of housing prices, and about double the average property tax in Canaan (this could be misleading: the mill rate in 1980 was up to 15.33 -- full value.)

	1980	1990	2000
Household Income	\$10,705	\$26,354	\$29,397
Home Value	\$29,600	\$63,000	\$74,700
Property Tax on average home	\$454	\$770	\$1,120

The Canaan Labor Force:

The growth in the Canaan labor force over the past twenty y ears has been substantial. In 1980, the labor force consisted of 427 people; in 1990, it was 706 and in 2000 it was 992. That is a growth of 132 percent, an enormous jump beyond the overall population growth of "only" 70 percent. This is highly unusual. In the past twenty years, more and more families have had to get by on two incomes instead of one, which means a greater percentage of the population in the workforce. But Canaan seems to be adding workers at a rate almost twice that of population growth.

The Census figures should answer the initial question: where are these added workers coming from? The short answer is: more women working. While the male labor force increased by 147 between 1980 and 1990, and in the female labor force increased by 165. Between 1990 and 2000 the male labor force increased by 95 persons and the female labor force increased by 112 persons Females now make up a much more substantial part of the work force, closer to the regional average.

Change in Composition of Canaan labor Force 1980-2000

Source: Census 1980-2000

Labor Force	1980	1990	2000
Male over 16	416	592	755
Male, labor force	291	438	533
Percentage	69.9	74	70
Female over 16	432	602	781
Female, labor force	182	347	459
Percentage	42.1	57.6	59

Based on experience in other areas, the female labor force will continue to increase to about 65 percent before it levels off. In addition, the figures show us that we have far more young people entering working age than older people retiring. The combination of factors means that there will still be a growing demand for jobs for quite some time to come.

Employment Trends:

The table below shows changes that have occurred during the last twenty years in the types of employment that people are working in. . The trends are similar. There has been a drop in the percentage of jobs in manufacturing, and an increase in service- and trade-related jobs. In Canaan, some of the changes are dramatic: Manufacturing has ten percent less of the workers in 2000 than twenty years prior, and services has 15 percent more. (Within "services," health and education are the growth industry, from 62 local jobs in 1980, to 166 in 2000, an increase of 167%..

For planning purposes, this information is useful, because we need to know where to concentrate our efforts. Encouraging new manufacturing would be swimming against the tide -- a difficult task. It might be easier to create or cater to an industry in the health service field. Farm jobs, by the way, increased from 31 to 50.

The overall unemployment rate is a concern as well. In 1980, the census-reported unemployment rate was 10.8. In 1990, it had not improved much, to 10.1. The rate was up to 11.7 in 1993, and down to 10.9 in 1994 (Maine Department of Labor data). That rate ranks 10th highest among the 27 towns in Somerset County, but is just about the county average of 10.7 for the year. (Skowhegan had an 11.1 percent rate in 1993.) It is, however, going in the opposite direction from the county. From 1993 to 1994, county unemployment rose by 1.4 points.

Casual observation would seem to indicate that there are a lot more people in town doing "their own thing" with one-person operations and such. But at least according to the census, 60 people identified themselves as "self-employed" in 1980, in 1990 self-employed numbered 69 and in 2000 the number of self-employed persons was 90.

Canaan Employment by Industry 1980-2000**Source: Census 1980-2000**

Industry	1980	1990	2000
Farming, Forestry, Mining	31 7%	34 5%	50 5.5%
Construction	49 10.5%	87 12%	80 8.8%
Manufacturing	136 30%	170 24%	175 19.2%
Transportation, warehouse, utilities	18 4%	27 4%	43 4.7%
Information	not reported	not reported	22 2.4%
Wholesale	4 1%	7 1%	33 3.6%
Retail	55 12%	101 14%	146 16%
Finance, insurance ,real estate	4 1%	16 2.3%	19 2.1%
Other Service industry	14 3%	39 5.5%	31 3.4%
Recreation, Food Service	12 2.7%	6 1%	67 7.4%
Health and education	62 13.9%	164 23%	166 18.2
Professional, Management, Scientific	31 7%	31 4.4%	43 4.7%
Public Administration	31 7%	24 3.4%	35 3.8%
Total labor force, over 16 years	447	706	910

Commuting Patterns:

Where people work is nearly as important as how they work. Knowing how many work in town, and how many commute to the east, west, or south, can help in estimating future development and transportation demand. It could also help in anticipating which employment centers will be experiencing growth.

As the major employment center in the vicinity, we would expect Skowhegan to draw most of Canaan's workers. And according to the census, 179 workers -- over 25 percent -- commute to jobs in Skowhegan. But people who work in Canaan are almost as numerous -- 158. And the next highest draw is not that far behind, Waterville at 107. After that it drops way off. Pittsfield draws 67, Fairfield 49, and Augusta 20. In all, about 13 percent of the workers head east to their jobs, another 3 percent north, 23 percent stay in town, and the vast majority go south and west.

Canaan Business Community:

It's clear from the figures that Canaan has a fairly thriving little job base of our own. In addition to the 158 people who live and work in Canaan, another 73 commute from other towns to work in Canaan, for a total of 231 workers in Canaan. We do not have a major employer in town, so these jobs are spread out among dozens of small businesses. Small business is much more unpredictable than a major employer -- a business could double its workers one month and close down the next -- but put all together, small business itself is a growth industry.

The largest employer in town, however, is not private business but the elementary school. After that, it drops way off. The largest "manufacturing" employer is listed as Canaan Woodworking, with 3 persons.

The following is a listing of most Canaan businesses, including self-employed, by category. Since we wish to recognize tourism as a major contributor to the local economy, businesses which are strongly related to tourist business are marked with an asterisk (*).

Industrial:

Canaan Woodworking
R. Johnson & Sons sawmill

Retail Sales:

Ames Mobile Homes
Soll's Antiques *
Hill Road Market
Canaan Superette
Lake George Market
Kelley Petroleum Products
Marjorie's Tropical Fish
Canaan's Corner Flea Market *
Wood Stuff
Jakesy's Lumber
Country Car Sales
No Brand Antiques*
Ezzy's Redemption
Canaan Country Store
Canaan Cycle Parts

Services:

Quality Electric
Kut Price Hair& Tanning Salon
Dorman's Lawn and Garden Service
Sunshine Design
Maheu's Garage
C&D Transmission
Albertson's Garage

Clark's Mills Transportation
D.R. Franklin Forest Products
David Porter Trucking
Roger Brown Trucking
Clark Milk Transport
J&P Auto Sales
Ivory Burrill's Garage & Auto Sales
Boucher's Small Engine Repair
Sibley Cuts
Albertson's Day Care
Judy Cochran's Day Care
No Limits
Jeness Auto Salvage
Busy Bear Day Care
Ron Mathieu's Construction
Kennebec Paving
Auction Barn
Rena Natales Child Care
Davis Dan's Storage Sheds
Danforth Lawn Care
Steve Baker Construction
JNS Graphics
JP Clarke Plumbing
Jundkins Construction
Cyrus Carter Enterprises
Canaan Laundromat
Windy Hill Redemption
Abbott Heating Services
Auxiliary Legal Services
Robinson Construction Co.
Burrill's Auto Sales

Hotel, Motel, Restaurant:

Purple Cow Restaurant*
Skowhegan/Canaan KOA*
Canaan Motel*
Lake George Motel & RV Park*

Farms and Rural Industries:

Lone Oak Arabians
Keaney Dairy
Herrin Dairy
Clark Dairy
Holt Dairy
Black Stream Lumber

Bob Johnson Lumber Mill
Armita Jeweles Tree Farm
Wright Brothers Farm
Tad Walker Lumber
Fibre lee Farm
Willie Higgins Goat Farm
Wyoma Merrill Farm

In addition to these, there are several construction contractors and woods workers who are headquartered in Canaan but spend most of their time working at job sites.

Though there are businesses located throughout town, most of the businesses on this list -- and all the ones identified as tourism-dependent -- are located on or adjacent to Route 2. Many are also located within the loosely-defined Canaan Village. The businesses not on Route 2, Route 23, or in the village tend to be of the one- or two-man variety.

Canaan Village has seen a resurgence over the past few years. There has been new construction and extensive renovation for commercial purposes. The Canaan Downtown Merchant's Association has been responsible for much of the energy that has gone into both business revitalization and village improvements. The Association was responsible for the "Welcome to Canaan" signs and other projects, and has plans for more. In cooperation, the Town is working on getting grants for road improvements, downtown parking, and better sidewalks.

The Town recognizes that the recreational potential of Canaan and the surrounding area is largely untapped, and could yield large commercial opportunities. The potential market includes seasonal residents, day trippers to Lake George and other attractions, and through-travelers on Route 2. Tapping the tourism dollar should be an issue in future economic development planning.

The Town recognizing the importance of the regional economy, became a partner in the technology park located in Oakland. The park is a partnership of many municipalities in the region that have committed funds to create the park in concert with other grant funds and whom will eventually share in the rewards consisting of tax revenue and high wage jobs.

Chapter 5: Land Use and Development

Patterns of development strongly affect the character of a town. Some towns are all open and undeveloped; Some are concentrated into villages; Some are suburbs; Some are urban and commercial centers. How a town "feels," whether it feels like a small-town, a bustling suburb or an urban center, is as much a function of development patterns as overall population.

Historic Development Patterns and Current Trends:

The historic land use development pattern in Canaan is typical of that in rural Maine: the village was the original concentration of manufacturing, business and culture, and the residence of people who worked in those trades; the countryside was mostly farms. In the 20th Century, and the past thirty years particularly, development patterns have changed. Easy, cheap transportation is the reason. On the one hand, Canaan's farms could not compete with larger farms on better land in the south and west, and when cheap transportation bought those goods to local markets, local farms folded. Nor could local businesses compete with larger, better equipped businesses in nearby cities, so the commercial part of the village sort of died as soon as it became easy for anyone to drive to Skowhegan or Bangor. On the other hand, people no longer have to live within a walk or bus ride of work and stores. We can live as far away from work as our cars will take us.

Rural Areas:

The current rural development trend is well-established. Because a large proportion of rural land is not used profitably for farming or timber anymore, it is relatively cheap and plentiful. Because transportation is so cheap, it is also cheaper to live on rural land than near commercial and employment centers.

The catch is that much of the rural development is only economical where cheap transportation, i.e. town roads, exists. Nowadays, we would not think of building a house without road frontage. Though Canaan does have more than its share of private subdivision roads, the majority of new housing in town is along the frontage of existing town roads. This trend not only creates more of a feeling of suburban clutter than there actually is; It makes it far more expensive to develop land on "back lots," which will have to happen if Canaan is to continue growing.

As the frontage of rural roads becomes completely developed, the price of vacant land will rise (supply and demand at work). Judging from the rate at which development is taking place, this is pretty close to happening now. The first signs of this happening is that development shifts to the roads that are in poorer condition.

An inventory of development in rural Canaan shows that in 1984, 78 percent of the houses were on paved roads; In 1994, just ten years later, only 69 percent of the houses were on paved roads. That suggests that a lot of new houses were built along gravel roads (especially since some of the gravel roads were paved in those ten years). On 16 of the gravel roads in town, there have been more houses built in the past ten years than there were total, ten years ago. That is true on only four of the 22 paved roads. The roads with a really significant amount of new development over the past ten years are Hill Road, Sand Road, Ella Gerald Road, Shady Lane, Warren Ave., Pine Valley Drive, and the Browns Corner Road. The end result is that the Town is spending far more money maintaining gravel roads because of the new development.

The Town also ends up paying more to support rural development in other areas. No one will dispute that school busses are a big part of a growing school budget. There are far more busses traveling more miles today than there would be if not for rural sprawl. And fire protection is far more costly for rural areas than the village.

Village:

By contrast, the development trend in the village is still in doubt. Except for Merrit Street, and Overlook Drive, there has been virtually no new housing development in the village. It is difficult for village-oriented business to grow if its customer base does not. And it would be fatal for a business in Canaan village to try to compete head-on with Skowhegan businesses. The village is struggling for an identity that will be a niche different from urban-area businesses, but it will not be able to depend on walk-in patronage from village residents.

The fact that the village is located along Route 2, a major east-west corridor through Maine for commerce and tourism, will help, in that there is a built-in potential market. However, that does not give the village any particular leg up over other locations along the highway. One of the planning issues facing the Town is that most of the vehicles on Main Street are there because it is Route 2. Long-distance travelers and trucks, especially, are not interested in slowing down for Canaan, which only helps to isolate one side of the village from the other.

The prior chapter discussed some of the measures that are being tried to stimulate business development in the village. However, commercial space along Main Street is limited. So is parking. This naturally leads to some leakage of development onto the highway leading into the village -- strip development.

The problem of potential strip development in Canaan is real. From a practical perspective, a developer is more likely to want to develop a large, cheap parcel along a rural stretch of Route 2 in Canaan, than he is to try to work with an existing building and undersized lot in the village. The thinking is the same for residential developers. From an individual view, it is easier and more profitable to ignore the village, even though in the long run, the entire community ends up paying for it.

Agriculture and Forestry:

Forest and farmlands are essential elements of Canaan's landscape and need to be preserved in order to maintain Canaan's quiet, rural character. Ensuring the continuation of farming and forestry is one important way of protecting the woods and fields that Canaanites feel is such an important part of the Town's heritage.

Agriculture and forestry contribute to the region's economy by providing raw materials and production for local and regional markets. These activities also support a number of jobs on a seasonal, part-time, or full-time basis. The woods and fields maintained by farming and forestry provide for outdoor activities such as hunting, fishing, hiking, snowmobiling, and cross-county skiing.

There is a significant amount of land in Canaan dedicated to agriculture and forestry. According to 1999 figures, there are 6,925 acres registered under the Tree Growth Tax Law and farmland Tax Law, or over 26% of the total acreage in Canaan. In other words, about 1/4 of Canaan is set aside intentionally as forest and open space for the foreseeable future. These tax programs allow for the valuation of commercial forest, farmland, or open space based on its current use rather than its potential fair market value for more intensive uses.

There are also farmers and commercial forest owners not registered under these tax programs, making the actual amount of land used for farming, forestry, and open space significantly higher than the 6,925 acres enlisted in tax programs. In essence, Canaan is still mostly woods and fields.

Agriculture:

It is no secret that farming is barely viable and its future is uncertain. Local farmers face many hardships including high maintenance costs, regulatory demands, consistently low prices, high costs, and fluctuating markets. They also have a hard time competing with producers in other parts of the country who have lower production costs. The decline in agriculture has been occurring independently of economic trends. When the economy is strong, farmers find subdividing their land a more lucrative activity while during poor economic times, farmers can sometimes be forced to sell. For these and other reasons. Canaan has seen a general decline in agricultural activity.

Not all the news is bad for local farmers. The area around Canaan has the largest concentration of dairy farms and head of cattle in the state. There are still a good number of supporting services for farmers in the region, too. Veterinary services, feed stores, livestock auctioneers, and parts suppliers are located throughout Fairfield, Pittsfield, Winslow, Skowhegan, Clinton, Waterville, and Norridgewock. As a matter of fact, Hammond & Tilton in Fairfield is one of the largest farm equipment suppliers in Maine. Having these businesses nearby will help keep existing farms viable at least into the near future.

Agriculture can be financially advantageous for a town. The average dairy farm in Maine, for example, pays over \$3,000 in property taxes yet requires little in public services. A number of agricultural studies have shown that New England farms and open space require 1/3 of the public service dollars that residential development demands. Dairy farms are big business, as well. They typical dairy farm in Maine has 68 cows and requires an investment of at least \$475,000.

It has been noted in this plan that the southern portion of Town is witnessing the most growth and should continue to do so. There are farms located in this area, some of which will likely decide to sell and/or subdivide as development surrounds them. The largest and most viable operations, however, are still out of reach of this development. Thus most of the agricultural losses in the next ten years should be predominantly marginal farms while the larger, stronger farms should escape the pressures of residential growth. The five major dairy farms in town are listed on the list of businesses in Chapter 4.

Forestry:

As previously outlined, a large portion of Canaan's land is entered into the Tree Growth and Open Space Tax programs. Practically all of that land, **6,910 acres**, is under the Tree Growth program. This figure indicates a large amount of forested land and a strong commitment to commercial forestry in Canaan.

Timber harvesting in the Town of Canaan plays an important role in the local economy by supporting harvesting and processing jobs as well as providing income for the land owners. The above-mentioned harvesting plans employed five licensed foresters and 15 harvesting operations. Some of the raw product gets value added in local saw mills also, two of which are located within Canaan. And the sale of the wood is benefitting a good number of small woodlot owners in Canaan; not just a few large owners.

The pattern of Tree-Growth-registered parcels is shown on the map at the end of this report. By far the largest extent of forest land is that owned by Scott Paper Company, north of Brown's Corner Road and Lancaster Roads. In addition to being under active forest management, this tract serves hunters, snowmobilers, and other recreationists.

Land Use Regulation:

Under Home Rule authority and various state mandates, the Town has the right and the responsibility to control land use patterns so that they do not harm the residents of town, nor raise the cost of public services. Canaan has exercised that authority with restraint and discretion over the years.

In addition to the state-mandated Shoreland Zoning Ordinance, Canaan's major control is our subdivision ordinance which was revised in 2000. The subdivision ordinance provides a reasonable set of development standards to ensure that subdivisions protect the environment, maintain the rural

character of the community and allow the town to provide the necessary services to development.

The subdivision ordinance, adopted in 2000, contains standards governing the construction of roads , erosion, stormwater, and other requirements. The ordinance also requires a one acre minimum lot size and 200 feet of lot road frontage. An open space subdivision option is also available.

The Town also has a mobile home park ordinance, communication tower ordinance and a building ordinance.

Housing Development Trends

The Town has averaged at least 20 new homes per year since 1980. A total of 419 new residential units were constructed or installed in the Town between 1980 and 2000. The majority of these homes were placed on individual lots along existing town roads. A total of 256 homes accounting for 60% were located on roadside lots. Subdivision development accounted for 164 homesteads or 40% of the total. Although a total of 273 subdivision lots were created between 1980 and 2000 there are 109 subdivision lots still vacant. The table below list all of the subdivision activity in the Town for this period.

Subdivision Development Activity Table:

Source; Town Records

Date	Subdivision Name	Total Acres	# of lots	Vacant Lots
1980	Aspen Acres	6.3 acres	3	1
1981	Hill Road Subdivision	51.9 acres	4	1
1982	Lyons Road Subdivision	60.3 acres	7	3
1983	Shady Lane Acres Phase 2	8.15 acres	7	0
1983	Lazy Lane Subdivision	19.8 acres	5	2
83&90	Clarke Subdivision (1983 & 1990 activity)	49 acres	26	5
1983	Sanders Lot Subdivision	63 acres	10	3
1983	Hubbard Farm Estates	110 acres	14	5
1983	Black Stream Acres	57.5 acres	5	3
1986	Sibley Acres	9.07 acres	8	2
1987	Shady Lane Phase 3	n/a	3	0
1987	West Branch Black Stream Subdivision	77.7 acres	4	1
1987	Clarke Point Subdivision	17.49 acres	10	6
1987	Nelson Estates	8.9 acres	4	2

Year	Subdivision Name	Total Acres	# of Lots	Vacant Lots
1988	James Cooke Subdivision	5.1 acres	4	0
1988	Carrabassett Village Mobile Home Park	n/a	20	0
1989	Bruce Robbins Subdivision	11.66 acres	3	2
1989	Sibley Acres Phase 2	8.19	4	2
1989	White Pine Acres	41.32	7	5
1989	Sunny Acres II	17.3 acres	17	5
1989	Strawberry Lane	15.31	3	1
1989	Purse Meadow Estates	80.02	9	5
1989	Browns Corner Subdivision	16.6 acres	6	0
1989	Pelletier Mobile Home Park	n/a	11	0
1989	Perkins Subdivision	41.67 acres	5	0
1990	Strawberry Lane Phase 2	20.63	4	3
1990	White Pine Acres Phase 2	57 acres	8	5
1990	STD Subdivision	7.6 acres	3	0
1991	Carrabassett Acres	27.7 acres	6	5
1991	Chandra Acres	7.16 acres	3	1
1991	April Meadows	19.27 acres	5	2
1992	Hillside Retreat	8.9 acres	4	3
1995	Gilman & Salisbury Subdivision	111 acres	9	3
1996	Sebasticook Acres	18.57 acres	8	7
1996	Sebasticook Estates	10.63 acres	7	6
1997	Gilblair Estates	5 acres	3	0
1997	Gagnon Subdivision (Amendment)	7.46 acres	2	0
1998	Nichole Acres	9.65 acres	9	7
2000	The Village Green	42.6 acres	14	13
Totals	38 Subdivisions	1,129 acres	283	108

Most new subdivision activity occurred between 1980 and 1990. A total of 213 subdivision lots were approved in this period compared to 70 lots approved between 1991 and 2000. The average lot size for these subdivisions is 4.5 acres per lot although the lots range in size between , ½ of an acre to 26 acres . A lot size between 1 to 2 acres is the most popular.

The subdivision lot vacancy rate is 40% of the total. It is not reasonable to consider all of these vacant lots as readily marketable. Many of the lots on the older subdivision will not likely be developed for a variety of reasons. If vacant lots in the subdivisions created between 1980 and 1986 are subtracted then the result is a more realistic number of 84 lots. The existing availability of subdivision lots can accommodate the town's current of housing for at least 4 years.

Chapter 6: Canaan's Environment

The Town of Canaan covers more than 41 square miles of land area. Included within our boundaries are some of the best lakes and streams in Maine, and outstanding forest and open space areas as well. The natural resources of Canaan act as both an opportunity and a constraint to planning and development. Many of us live here because we appreciate environmental quality. For some, our livelihood and lifestyles depend on the quality of the natural resources around us.

The issue we face is whether future development will result in a deterioration of these resources. Development could mean impacts on water supplies, lake water quality and the scenic and recreational assets that help our local economy. Some parts of town will be more suitable for development than others, and some forms of development have more potential impacts than others. We need to plan for building or development that will complement rather than disrupt our natural resources, and with a minimum of disruption to private property rights.

This chapter contains information on our water and land-based resources, including how they benefit us, and how we use them.

Surface Waters:

Canaan's surface waters consist of Lake George, Sibley Pond, Carrabassett Stream, the East, West and Main Branches of Black Stream, Twelvemile Brook, and Mud Pond. Analyses of most of these waters by the Department of Environmental Protection (DEP) and by the Maine Department of Inland Fish and Wildlife (MDIFW) indicate that Canaan has a wide range of water quality and fisheries habitat.

Lake George has fairly good quality water. Most of it remains cool and well oxygenated and it has good clarity. The lake supports a healthy brown and brook trout fishery -- also an indication of good water quality. Most measurements show that these conditions have remained stable over time. Though the lake supports some camps, Lake George Regional Park is the major owner and user of the waters. Future land use within the lake's entire watershed will determine whether this lake remains healthy. There are 1,455 acres in Canaan that comprise over 40% of Lake George's watershed. Almost 60% of the watershed is in Skowhegan.

Sibley Pond is a warmer water body and is vulnerable to producing an overabundance of algae. If this happens, the water quality will decrease, fish populations will suffer, and the overall recreational quality of the Pond will decline. The pond supports good warm water fisheries of bass, pickerel, perch, and black crappie. MDIFW occasionally stocks brown trout, but brown trout are not considered a significant part of the fish population. Land in Canaan, Hartland, and Pittsfield contribute to the Sibley Pond watershed. Canaan makes up 29% or 4,341 acres of this watershed.

Nearly all of the shore frontage of Sibley Pond is developed with private camps, as is much of the "second tier" in. A dam on Sibley Pond located in Canaan is an important feature especially for controlling pond water levels.

It should be noted that Canaan is a part of the watersheds of other lakes and ponds that are outside of Canaan's borders. These include Great Moose Lake (126 acres, 0.1%), Morrill Pond (464 acres, 24.4%), and Oakes Pond (29 acres, 4%). The Water Quality Map at the end of this report shows how much of Canaan is covered by lake watersheds.

Carrabassett Stream is an outlet to Sibley Pond and makes most of its journey to the Kennebec River in Canaan and along the Canaan/Skowhegan border (about 11 miles of its length is in Canaan). Most of the Carrabassett, about 2/3 of it, is classified as deadwater which makes for good canoeing on certain sections. The average depth of the deadwater is 4.4 feet. MDIFW occasionally will stock brown trout in Carrabassett Stream. The dam on the Carrabassett Stream may affect water levels on Sibley Pond, although levels may be controlled naturally by sills on the stream. Shorefront owners on Sibley Pond should be concerned with this issue.

Water quality testing on the West Branch of Black Stream shows it to be low quality and poor habitat for many fish. Its summer temperatures are quite high and it contains very little oxygen. The main stem of Black Stream, however, supports a good population of brook trout. Water temperatures are relatively cool and oxygen levels are good.

Canaan contains the upper portions of Twelvemile Brook. Not only is this stream excellent for brook trout, but the surrounding wetlands are considered "high" value habitat for waterfowl by MDIFW.

Current land use controls that attempt to protect Canaan's surface waters include the Town's shoreland zoning ordinance, the subdivision ordinance as well as Maine's Natural Resource Protection Act. The shoreland zoning ordinance regulates the type and extent of development within setbacks from surface waters and the subdivision regulates subdivisions located in the watershed of a great pond or adjacent to a river or stream. The Natural Resource Protection Act simply regulates activities that disturb soil within or adjacent to these waters and establishes certain criteria to prevent runoff from acceptable activities.

Considering all of the valuable water resources within the Town it is important for the community to identify both voluntarily and regulatory strategies to further protect waterways and to find ways to improve waterbodies over time. One approach that has been used in other communities is to develop a watershed plan that identifies many ways to improve the waterbodies. A mix of both educational and ordinance regulations would need to be developed to make people aware of how their actions can damage water quality and alert them to the steps they need to take to develop the land in a manner that does not harm water quality. Development standards that specify erosion and stormwater control and phosphorus could be established. These standards would be in effect based upon your location in the watershed. Sites closer to a water way would subject to more standards as

opposed to areas in the watershed farther away from any waterbody.

Groundwater:

Residents rely on two types of groundwater sources in Canaan: sand and gravel aquifers and bedrock aquifers. (An aquifer can be defined as a saturated geological formation containing usable quantities of water.) Although more wells are drilled into bedrock aquifers, a significant portion utilize the sand and gravel aquifers in Town that yield at least 10 gallons per minute. The location of these sand and gravel aquifers in Canaan is a cause for concern because they tend to underlie major north-south roads and thus be subject to development that has the potential to contaminate water in the aquifer. One significant sand and gravel aquifer runs along Route 23 from the Clinton line up to Route 2 where it almost adjoins another smaller aquifer just north of Route 2. Yet another sand and gravel aquifer runs north from Route 2 on Route 23, continues on Brown's Corner Road and then into Cornville. The northern tip of one other sand and gravel aquifer extends about one mile up Pease Road from the Clinton line. Exact locations can be seen on the Water Quality Map.

Both types of groundwater sources can be contaminated by a number of activities including sand and gravel mining, salt storage, waste disposal, underground storage tanks, industrial/commercial activity, junkyards, agriculture, and failing septic systems.

Sand and Gravel - sand and gravel pits can allow quick introduction of pollutants into the groundwater, especially abandoned operations that become a dumping ground for all sorts of items. Canaan has an unusually high number of pits, almost all of which are in the sand and gravel aquifers.

Salt Storage - Canaan's salt pile is located between Carrabassett Stream and a sand and gravel aquifer.

Waste Disposal - the Water Quality Map shows there to be old, unlined landfills located on or adjacent to the Town's sand and gravel aquifers. The most recent municipal landfill sets on top of the aquifer near the Cornville town line.

Underground Storage Tanks - there are a few underground tanks scattered along Route 2 from Skowhegan to Pittsfield.

Industrial/Commercial Activity - lumber yards, sawmills, gas stations, and other commercial activities in Canaan are potential threats to groundwater.

Junkyards - leaking fluids from motor vehicles can threaten groundwater over time. There are some junkyards in located within the Town that should be monitored on a regular basis

Since wells are the primary water supply for the community it is of critical importance that the Town protect its water resources from any source of real pollution. Once an underground water source or aquifer is polluted it will not be usable , often for very long periods of time. At a minimum a set of

aquifer protection standards could be developed that would protect the existing sand and gravel aquifers from inappropriate types of development . Another important concern is how development density can impact water supply for individual wells. Certainly deeper wells can be drilled to accommodate new homes ,however, existing homes will also need to drill a deeper well if long term changes occur in the aquifer. At the present time this is not a major concern , however, it does need to be monitored .

Soils:

One of the most significant limiting factors for any town's future growth and development is its soils. Canaan is no exception. No matter how desperately a landowner may want to build on his lot covered with wetlands, he will be prevented from doing so by the simple fact that the soil will not hold a septic system or support a foundation. Or the landowner with beautiful views from this steeply sloping land will not be able to build his dream home because the soils are too erodible and they, too, will not hold septic. Developing poor soils is usually done at great economic cost or by causing extensive environmental damage. Common sense usually prevents us from building on poor soils, but it does occur from time to time. Canaan's poor soils are primarily associated with bogs, wetlands, or stream corridors, with some on steep slopes.

Certain soils in Canaan are ideal for agricultural purposes. The characteristics that make them ideal for farmland also make them ideal for development and thus threaten their future use for agriculture. These soils are a limited resource -- no more is being created -- and the farmer can use them at the lowest cost with the least environmental damage. Table 6-1 lists those soils that are most suitable for development *and* that are prime farmland for towns in southern Somerset County.

Table 6-1
Soils that are Both Most Suitable for Development and Prime Farmland
Southern Somerset County

<u>Map Symbol</u>	<u>Soil Name</u>
BaB	Bangor Silt Loam, 3 to 8 percent slopes
BhB	Berkshire Loam, 0 to 8 percent slopes
BuB	Buxton Silt Loam, 0 to 8 percent slopes
DxB	Dixmont Silt Loam, 0 to 8 percent slopes
MbB	Madawaska Fine Sandy Loam, 0 to 8 percent slopes
MeB	Melrose Fine Sandy Loam, 3 to 8 percent slopes
PcB	Peru Loam, 0 to 8 percent slopes
PgB	Plaisted Gravelly Loam, 3 to 8 percent slopes
StB	Stetson Fine Sandy Loam, 0 to 8 percent slopes

Soils ideal for producing timber are also a limited resource. The forest products industry is still a large part of the region's economy and it provides an income for some of Canaan's woodlot owners. Town officials thus may want to develop certain woodland soils as cautiously as the farmland soils. Soils that are most suitable for the management of specific tree species have been tabulated by the Soil Conservation Service in its soil survey of Somerset County.

As a final note, it should be stressed that the soils maps accompanying this plan are somewhat general and only give a rough idea of where good and poor soils are located. Site-specific inquiries, such as a small building lot, should be addressed by a soils specialist.

Wetlands:

Wetlands are an integral link between Canaan's land resources and its water resources. They are home to many types of plants and wildlife; they contribute to the water quality of Canaan's streams, lakes, and aquifers; and they even influence the value of streamside and shoreline properties.

Wetlands benefit waterfowl, amphibians, fish, and many mammals by providing essential habitat for breeding, forage, and protection. Many unique plants thrive only in wetlands. Wetlands act like sponges during wet times of the year and soak up excess waters to keep flood levels down. This sponge effect is particularly important to property owners in low land or near surface waters. Water quality is enhanced by wetlands as well. They perform as sinks or traps by filtering and reusing harmful runoff from agricultural fields and other types of development. Aquifers are protected by wetlands that filter pollutants from their recharge areas.

Some of Canaan's wetlands are protected through the Shoreland Zoning Ordinance and Maine's Natural Resources Protection Act. The Town's Shoreland Zoning Ordinance regulates activity within 250' of wetlands that are 10 or more acres in size or wetlands that are contiguous with a water body. The Natural Resources Protection Act applies to these same wetlands, but it requires that anyone disturbing soils in or around them to obtain a permit from the Department of Environmental Protection.

Small wetlands not associated with a water body are left unprotected by the Shoreland Zoning Ordinance and the Natural Resources Protection Act. There may be some of these in Canaan that are providing some of the important functions previously discussed, such as filtering pollutants from an aquifer or providing forage for waterfowl. Canaan's significant wetlands are shown on the Topographic Map at the end of this report.

Unique and Rare Plants:

Maine's Natural Area's Program has listed the Showy Lady's Slipper as the only rare plant species in the Town of Canaan. It was last recorded in Canaan in 1993 and is found in bogs and sunlit openings of mossy woods. The plant's status is regarded as "special concern", meaning that

there have been only five to ten recent documented occurrences in Maine. The Showy Lady's Slipper could become threatened in the foreseeable future.

The Natural Area's Program has no record of any systematic inventories of unique and rare plants in Canaan. The Program is available for technical assistance to conservation commissions or like-minded volunteers that want to survey their town for these features. The Program encourages individual landowners with rare plant habitats to enlist in the Register of Critical Areas. This is a register of landowners who voluntarily agree to conserve or protect the rare or unusual areas on their land. There are no legal or mandated restrictions on the land, however.

Wildlife Resources:

The Department of Inland Fisheries and Wildlife has three basic classifications of wildlife habitat for towns such as Canaan: habitat that supports endangered species; habitat that supports waterfowl and wading birds; and habitat that acts as deer wintering areas (or deer "yards"). The Department has observed no habitat for endangered species in Canaan, but has determined there are 22 locations that provide habitat for waterfowl and wading birds and 10 locations that are deer wintering areas.

The waterfowl and wading bird habitats serve a number of important functions for ducks, geese, and wading birds like herons and egrets. They provide a place for these birds to feed, breed, winter over, rest during migration, and raise young. For 20 of the 22 locations, IFW has not determined or rated the value of the habitat; The Upper Twelvemile Brook wetland is rated "high" and the Canaan Bog is rated "moderate."

The deer wintering areas are dense, evergreen stands that protect whitetail deer during the coldest winter months by blocking wind, reducing snow depth, and holding in radiant heat. They are particularly important in colder states like Maine where a bad winter can kill as much as 35% of the whitetail population. Most of the deer yards in Canaan remain intact and are not immediately threatened. IFW has not evaluated the relative value of any in Canaan.

Essential Habitat areas are shown on the Topographic Map.

Of course there are other types of wildlife in Canaan beside deer and ducks. They each have their own preferred habitats, but many utilize wetlands at some point in their life cycles. Wetlands are essential to many species as areas for forage, breeding, nesting, and travel corridors. Although some of Canaan's wetlands are protected by the Shoreland Zoning Ordinance and the natural Resources Protection Act, there are others that are not protected that may be serving important roles for local wildlife. The subdivision ordinance requires the developer to identify significant wildlife habitat areas and if necessary to mitigate any negative impacts of the development upon the particular habitat.

Scenic Areas:

Canaan is fortunate to have a number of scenic resources within its borders. The Lake George and Sibley Pond, hills, and historic downtown are the predominate attractive features that strike resident and visitor alike. Most scenic areas are retained in private hands.

Views of the lakes from sections of Route 2 (and the lakes themselves) are valued by residents, as are the views from upper Easy Street and the upper portion of Pinnacle Road. Jewell Hill and Chase Hill are attractive features and have beautiful views from their peaks. Other viewsheds include: the view from the Sibley Pond bridge, the view along Route 2 in the center of town looking towards the Sibley Pond bridge, and the view from Route 23 heading towards Hartland looking at Chase Hill. The historic buildings in the village, the dam, the Spiritualist land on Carrabassett Stream, and the old dam remnants off of Moore's Mills Road are other scenic resources in the Town.

Floodplain:

Some land along the town's streams is identified as area covered by the 100 year flood. These areas are generally mapped on the Topographic Map, although actual locations are best left to ground verification. The 100 year floodplain is a significant constraint to development, both by federal law and by common sense. It is best left undeveloped.

Chapter 7: Local Government

The purpose of evaluating local government and its services is to plan out the most efficient long-term use of tax dollars on these services. By looking ahead, we can predict the needs of a growing population, or deterioration of existing facilities. We can avoid costly, last-minute decisions, we can find alternatives or other funding that may save tax money, and we can adjust to Canaan's added service needs. As the town grows, we may eventually need police protection, more fire equipment, paving of more roads, or even village water and sewer. These can be *planned for* which means they will *cost less* when we need them.

More importantly, we can keep the cost of local services down when we know when and where development will happen. Many of our recent expenditures for road improvements, education, welfare, and so on could have been reduced or avoided if the town had managed development in the past, and can be reduced in the future if we act now.

The major impacts on the local budget are items such as new buildings and equipment. These are expensive, and if anything needs to be replaced or upgraded without warning, could really wreck the budget. Fortunately, a little planning enables us to predict when this will happen, and spread the cost over a few years.

Transportation:

The road network of Canaan represents our single largest investment, and routine maintenance of it takes up over 15 percent of our expenditures for the year. This does not include outlays for specific projects such as were done with recent bond issues, nor does it include maintenance and improvement costs for DOT within the town.

Table 7-1 lists the roads in Canaan, with other information. A map showing all roads plus other town facilities is at the end of this report. Condition ratings were based data compiled by the Road Committee and they are current as of early 2002.

Table 7-1: Canaan Road Inventory				
Road Name	Mileage	Surface	Condition	Remarks
Route 2, west , Main Street	1.21	paved	poor	ADT 6800 ,
Routes 2 & 23, Main St.	.48	paved	poor	ADT 5000, needs shoulders, sidewalk
Route 2, east, Main Street	2.54	paved	poor	ADT 4800
Route 23, south, Hinkley Road	3.98	paved	poor	ADT 2000, heavy truck traffic
Route 23, north ,Hartland Road	4.97	paved	poor	ADT, 1300 town road
Adams Road				private road.
Allen Avenue				private road
Anderson Lane				private road
Battle Ridge Road	2.91	paved	good	ADT 200, town road
Berry Drive				private road
Birchwood Drive				private road
Blake Road				private road
Brown Corner Road	4.19	gravel	good	ADT 250, town road
Bush Road (Walker Hill rd)	.43	gravel	good	town road
Cabin Road				private road KOA campground
Camp Road				private road
Carrabassett Drive	.05	gravel	poor	private road
Cedric Court				private road
Chase Hill Road	1.49	gravel	fair	town road
Christopher Lane				private road
Clarke Street		gravel	good	town road
Cliffy Jewel Pasture Road				town road
Coleman Road				private road
Conner Road				private road

Road Name	Mileage	Surface	Condition	Remarks
Destiny Drive	.14	gravel	poor	private road
Dickey Road	.34	gravel	good	town road
Dunlap Lane				private road
Earthways Road				private road
East Road				private road
Easy Street	2.08	paved	average	ADT 400, town road
Ella Gerald Road	.95	gravel	fair	town road
Equipment Lane				private road
Fitzgerald Lane				private road
Fitzsimmons Road				private road
Frank Holt Road	.15	gravel	fair	town road
Golf View Drive				private road
Granite Drive				private road
Halls Bridge Road				private road
Henshaw Road	.59	gravel	poor	town road
Herrin Road	.45	paved	good	town road
Hidden Drive				private road
Hill Road	4.71	paved	good/poor	ADT 850, town road
Hoxie Road				town road
Hubbard Road	.61	gravel	average	town road
Hussey Road				private road
Keaney Road	.39	gravel	poor	private road
Lake George Drive East	.45	gravel	poor	town road
Lancaster Road	1.72	gravel	fair	town road
Land Drive				private road
Lazy Lane	.45	gravel	fair	town road
Loon Road				private road

Road Name	Mileage	Surface	Condition	Remarks
Maheu Lane				private road
Maple Lane				private road
McGovern Drive				private road
Meadow Lane				private road
Merritt Street	.37	paved	good	town road
Millhouse Road	.13	gravel	good	private road
Moores Mill Road	.51	paved	poor	town road
Morrill Pond Road	.23	paved	fair	town road
Mud Run				private road
Nelson Hill Road	2.1	paved	good	town road
North Sibley Road				private road
Notch Road	.14	gravel	average	town road
Notta Road				private road
Oak Pond Road	.14	paved	average	town road
Overlook Drive				private road
Paradise Road				private road
Park Drive				private road
Pease Road	1.45	gravel	fair	town road
Pine Valley Drive	.51	gravel	good	town road
Pinnacle Road	2.58	paved	fair	town road
Ramsdell Road				private road
Red Bridge Road	.17	gravel	average	town road
Relative Family Drive				private road
Roberts Cove Road				private road
Rycole Drive				private road
Salisbury Road	1.77	paved	good	town road
Sand Road	1.12	paved	fair/good	town road

Road Name	Mileage	Surface	Condition	Remarks
Scott Road				private road
Shady Lane	.74	gravel	good	town road
Sharkstew Road				private road
Slate Drive				private road
Smith Hill Road South	.05	dirt	poor	town road
South Sibley Drive				private road
Stoney Park Drive				private road
Strickland Road	1.35	paved	fair	town road
Tobey Road	.18	paved	good	town road
Tozier Drive				private road
Tropical Fish Road	.66	gravel	average	town road
Tuttle Road	1.02	paved	average	town road
Wag Road				private road
Walker Hill Road	.91	gravel	fair	town road
Warren Avenue				private road
Webb Road	.27	gravel	poor	town road
Whitten Road	1.14	paved	good	town road

The total comes to about 13.2 miles of state road and 40.5 miles of town road, not accounting for private roads. All of the state roads are paved. Almost exactly half of town roads are paved. As a general pattern, the paved roads are the more well-traveled collectors, and form the basis of the town's transportation system. Nevertheless, as shown in the land use chapter, a considerable proportion of new development is occurring on the gravel roads.

Table 7-1 also contains information in the remarks column labeled "ADT." This is the amount of annual daily traffic measured on this road in 1993 (other roads were not measured). This gives us some idea of how heavily the roads are used. It also gives us a better idea of which direction people go for work and services.

There are also sidewalks located in the immediate village vicinity. These provide access to the downtown commercial area, but are in generally very poor condition. Improving the sidewalks as part of a DOT project or as a local undertaking is a high priority. There is no bus, rail, or air

services available in Canaan.

Summer and winter maintenance is performed by the elected road commissioner and road crew, with additional work being contracted out. As an example: in 1995, the town budget for winter road maintenance was \$78,500, a \$20,000 increase over the year before, and its budget for summer road maintenance was \$63,700, a \$10,000 increase.

The town owns a minimal amount of road equipment, primarily for winter maintenance. Inventory includes two 1960's era 4x4s with plow rigs, two new trucks with sanders and one 2wd truck with a plow and sander.

Identified Needs:

One means by which the town could be more satisfied about the dollars spent is to assume a stronger role in management decisions. A labor- and money-saving approach is to adopt some form of long-term work plan, whereby the selectmen would adopt an objective priority listing of road repairs. This list would be derived from an inventory of road conditions and repair costs, tempered by budget limitations. One such system, called RSMS (Road Surface Management System), calculates and compares the costs for grading, reconstruction or paving, and prioritizes every road based on current condition and amount of use.

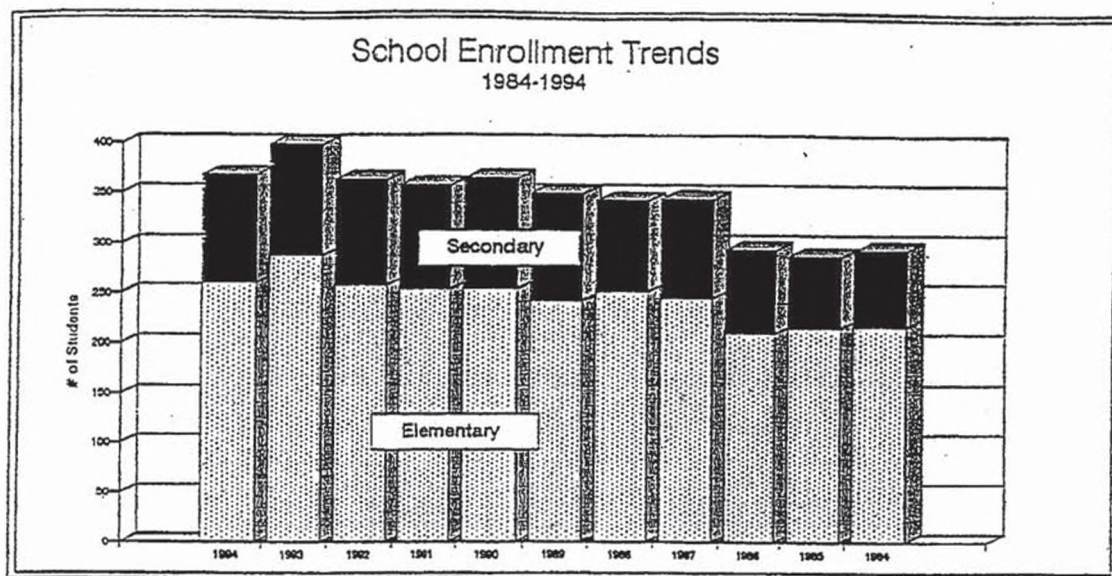
In 1997 the town established a road committee and a road management plan. The road plan is being implemented and it is beginning to show positive results for the community.. A continuing debate within town has been whether we should form our own road department, or contract for road work. As mentioned above, the commissioner and crew do primarily winter maintenance. Summer maintenance and road improvement work are all done with contractors.

Canaan is also mandated to build a shed for storage of its sand-salt pile. According to the state priority list, we are category 4, which means that our building must be completed before 2002. The estimated cost of a building is about \$85,000. The town has acquired land for the building and the site has already been approved by the State.

Education:

Canaan is in SAD 54, with an elementary school located in town and middle and high schools in Skowhegan. The Canaan Elementary School, Grades K-6, is located on the edge of the village area.

The graph below illustrates how the numbers of schoolchildren from Canaan have been growing over the past ten years. 1994 (at the far left) shows a little dip, but the trend is definitely upward over the decade. (Since this graph was prepared, the 1995 figures were released. Canaan's enrollment increased by 27 over 1994, bumping us back up to record levels.)



The growth in enrollment is nearly unique for Somerset County, despite Canaan's population growth. In most towns, even growing ones, enrollments have been stable or slightly declining. Table 7-2 shows that even the fast-growing towns in this area can't keep up.

Table 7-2
Enrollment Comparisons

	<u>1980</u>	<u>1985</u>	<u>% Change</u>	<u>1990</u>	<u>% Change</u>	<u>1995</u>	<u>%Change</u>
Canaan	262	287	+ 9.5%	365	+ 27 %	395	+ 8%
SAD 54	3,165	3,006	- 5 %	3,190	+ 6.1%	3,180	- 0.3%
Cornville	183	195	+ 6.5%	228	+ 17 %	192	- 16 %
Clinton	666	637	- 4.4%	680	+ 6.8%	705	+ 3.7%

Source: Me. Dept. of Education, April 1 Census

Total SAD enrollment as of April 1, 1995 was 3,180. District wide, enrollment has been virtually stable since 1980. Cornville and Clinton have nudged just barely upward in 15 years. Canaan's has gone up over 50 percent. In fact, Canaan's enrollment growth during the 80's totaled 39.3 percent -- 2 percent *faster* than overall population growth.

What does this mean for planning? It is not likely that somehow the birth rate in Canaan is much higher than surrounding towns. As Chapter 2 showed, most of the recent population increase has been from migration. What this means is that *young families* are moving into Canaan, at a much higher rate than other towns. Schools are not the only area we expect to feel pressure. Recreation demand, pedestrian and bike travel, and demand for other government services will be changing as well.

The relationship between enrollment, expenditures, state subsidies, housing prices and styles is a very complicated one, not likely to be easily summarized. The state subsidy to the SAD, and our share of it, is based on town valuation. Large, expensive houses add to our valuation which reduces the state subsidy to the school and we have to pay more. Mobile homes have a low valuation in relation to the number of children they contain, so they can actually help raise the state subsidy. It is probably small consolation that the recent dramatic increases in Canaan's share of the school budget could have been a lot higher!

Commercial valuation (business and industry) produce valuation without any offsetting school children, so is the strongest influence on rising SAD bills. For example, the biomass generating plant in Athens pays over \$100,000 per year in property tax, but that is less than the dollars lost in state subsidy to the school system.

School districts do their own facility planning. As might be expected from the figures above, the Canaan Elementary School has exceeded its capacity, and is operating out of modular classrooms with no expectation of a change in the near future.

Solid Waste:

Since Federal and State Laws brought about the closing of the Town's own Dump, residents are required to make their own arrangements for transporting waste to the WMI facility in Norridgewock. As a result of a recent contract negotiation, the town pays only \$49.50 per ton for that service, but that still works out to over \$20 per person per year, plus the cost of hauling.

The town has been looking at alternatives recently, including increasing recycling, and establishing our own transfer station. However, the costs of a local transfer station appear prohibitive. Recycling, on the other hand, is making great strides in town. Stepped up recycling efforts in 1995 resulted in an actual decrease in waste tonnage produced in town (despite the continued population growth). With an active solid waste reduction board in town, and a recent state grant of \$6,660, as well as Backyard Composting Workshops and improvements to the Recycling Center, more increases in recycling are expected.

The principle of recycling is that we can collect, process, and sell recyclable goods for less cost than trashing them. In Canaan's case, we are paying next to nothing in annual costs, with no site costs and limited equipment cost, and the recyclables get sent to Pittsfield where they are sold, generally for a profit.

A recycling center is located on Route 23 and the total tonnage of recyclable goods for the year 2001 were 81.9 tons. This includes glass, paper, tires, white goods, cardboard, plastic and cans..

Fire Protection:

Canaan's fire protection is provided by an active and well-trained local department. The department is based in a new fire station, located just off of Route 2 in the village. The Town has also adopted a Fire Department and Rescue Department ordinance in September 2001.

The most important criteria for fire service is response time. Two to three miles by road is generally considered the radius of effective response surrounding a station. At that distance, the town's fire station can effectively serve most of the homes and businesses in town, falling a little short only at the southern and northern ends of town.

The Fire Company is supported by town appropriation and private fund-raising. We have mutual aid agreements with Skowhegan and Pittsfield, which help on coverage. It also maintains several water sources (Public Facilities Map).

The Town has for many years kept a record of fire calls, and those for the past few years are reported in Table 7-3, below. The number of calls have increased, generally as would be expected in a rapidly-growing town. A lot of the increase has been due to increased presence at auto accidents and rescue calls. This points up that increasing demands for added responsibilities and training have forced the department's budget upward. New types of construction materials, new types of chemicals and other hazardous materials, and new requirements for testing have combined to make volunteer firefighting a full time job.

Table 7-3 Fire Department Calls 1991- 2001

Source: Town Records

	91	92	93	94	95	96	97	98	99	00	01	Totals
structure	6	7	-	5	2	3	5	3	2	2	8	43
chimney	7	8	10	9	1	3	7	4	5	7	6	67
auto accident	6	13	16	11	12	20	14	9	18	15	27	161
rescue	4	16	38	34	44	60	65	48	58	74	84	525
mutual aid	9	6	5	8	5	5	4	12	11	6	8	79
smoke inquiry	4	4	2	-	4	4	-	4	1	3	1	27
grass fire	5	9	2	2	3	6	3	7	8	5	7	57
vehicle fire	3	2	5	7	1	2	7	6	5	4	3	45
misc.	10	6	1	3	9	24	7	15	10	3	14	92
false alarm	-	3	3	2	1	-	2	1	-	2	-	14

Emergency and Health Services:

Ambulance and Rescue Service is provided out of Skowhegan, with response time to Canaan in the five to ten-minute range. Canaan Rescue in 2001 responded to 84 calls.

The nearest medical facility is Reddington-Fairview Hospital in Skowhegan, which is fairly convenient. All doctor and other medical services are generally available in Skowhegan.

Public Safety:

Canaan police coverage is shared by county and state personnel. The nearest State Police barracks is in Skowhegan, as is the Sheriff's Office.

The town contributes to 911 emergency service out of the Skowhegan Police Department. The town will, in the near future, begin to number all the houses in town in preparation for enhanced 911 service within the next few years.

The town also retains one constable. Up until recently, the constable received small fee per year. But there has been debate recently over whether we now need to have well-trained, regular, local police coverage. The Town also has a part-time Animal Control Officer.

Our street lighting system consists of mercury vapor streetlights. The town pays the charges on seven lights. Any future replacement should be with low-pressure sodium lights, which provide more light with less electricity. However, due to replacement costs, this should be done as the old lights wear out, rather than all at once.

Town Office Functions:

Municipal operations are carried out in the New Town Office located in the middle of the downtown area. The 1831 Town Hall burned in 1995, and had to be razed. The Town Museum and many historic documents were lost in the fire.

Town government is conducted by a board of three selectmen. In addition to selectmen (who are also assessors), the following are elected positions: Five members of the Planning Board, the Road Commissioner, and the Town Clerk.

The Selectmen appoint the following individuals: Treasurer, Constable, Code Enforcement Officer, Sexton, Animal Control Officer.

Full-time employees of the town include the Town Clerk, Tax Collector-Secretary and a part-time, Constable, Animal Control Officer and Code Enforcement Officer. The Road Commissioner and crew are also town employees.

Library:

The town library is open limited hours on Monday, Tuesday Wednesday and Saturday. It has 12,753 books available for borrowing plus audio and video cassettes, and large type books..One computer station is currently available for public use and two computers are dedicated for staff Computer use is on the rise and additional units are needed to meet public demand..However, the library does not have the space necessary to locate another computer work station.

During 2001 a total of 2,173 people were served by the library and 3,053 books were borrowed. This attests to the popularity of the library and all indications show that library usage is on the rise. New and larger library facilities are needed to serve the community and to accommodate associated programs such as computer workstations and reading programs. The existing building is in need of structural repairs and is not handicap accessible.

The library offers a variety of reading programs during the summer through the efforts of many dedicated volunteers, teachers and citizens. summer reading programs and . The library receives town funding and also accepts private contributions and endowments.

Cemeteries:

The town has several cemeteries and an active maintenance and improvement program. Cemeteries (mapped on the public facilities map) include Old Village Cemetery, New Village Cemetery, Walker Cemetery, Tobey Cemetery, Slab City Cemetery, and Fairview Cemetery. Several of these have plots available.

Town Property:

The town has a full inventory of town-owned property. Most parcels are extremely small and dedicated to a single purpose. For example, the old fire station occupies almost all of the 0.2 acre parcel it sits on. The Public Works facility, including the garage and salt pile, sits on 1.9 acres The Town 's new fire station occupies a 2 acre site. The Town does have an interest in the Elementary School (36 acres), and Lake George Regional Park, and has responsibility for the 7.5 acre closed landfill site.

Fiscal Operations:

Table 7-4, on the following page, outlines the fiscal history of the town over the past few years. The information presented is taken from town Audit Reports

Part of the trick to keeping a stable budget and tax rate from year to year is keeping the individual components of the budget stable. If the highway budget were relatively stable, as it was in 1993 and 1994, it would go a long way towards adding predictability to the tax rate. General government seems to be growing by leaps and bounds, but it may be because items are being moved

out of the "unclassified" category.

The most common reason for the fluctuation of the highway appropriation is the need to perform improvements on one particular stretch of road. When it becomes necessary, the improvements are all appropriated in one year. This is a practice common to many small towns. However, some are now establishing a long-range road improvement plan, which allows the town to predict which roads will need attention several years from now. Money would be appropriated and saved one year, to reduce the impact of a major appropriation the next year.

Table 7-4 Municipal Revenues and Expenditures

Revenues	1991	1992	1993	1994	1995	1996
property tax	418,772	607,809	546,082	617,608	819,858	813,774
excise tax	107,466	119,206	118,166	131,980	120,731	150,075
revenue sharing	69,113	54,329	76,866	73,140	86,438	98,224
other revenue	78,922	1,770	58,977	2,326	-	7,159
misc revenue	1,779	378,338	26,931	38,760	62,951	55,689
bond proceeds	500,000	-	-	-	-	-
Total	1,176,052	1,161,462	827,022	863,814	1,089,978	1,124,921

Expenditures	1991	1992	1993	1994	1995	1996
general government	61,469	67,513	66,613	89,468	113,680	99,857
public safety	36,033	28,862	27,151	22,157	27,598	26,701
health & sanitation	15,564	66,918	36,984	38,878	37,175	40,148
recreation	11,955	14,750	16,957	10,739	13,301	17,813
education	354,857	387,595	351,544	374,597	418,096	460,372
public works	128,402	378,304	138,445	140,742	193,249	156,273
unclassified	37,309	41,259	144,855	103,899	103,968	106,897
debt	55,687	139,967	123,908	118,227	112,701	105,750
bond funds	500,000	-	-	-	-	-
Total	1,201,280	1,125,174	856,602	898,705	1,019,768	1,013,826
fund equity at year end	77,201	113,489		133,327	240,280	386,375

Revenues	1997	1998	1999	2000	2001	2002
property tax	802,222	805,655	820,392	849,927	969,786	
excise tax	147,882	175,280	194,634	206,718	233,263	
revenue sharing	105,275	112,045	127,547	254,115	133,456	
other revenue	13,520	110,924	66,492	-	136,272	
misc. revenue	59,408	65,696	70,843	57,154	61,680	
Total	1,128,307	1,269,600	1,279,908	1,367,914	1,534,465	

Expenditures	1997	1998	1999	2000	2001	2002
general government	109,506	120,152	126,382	132,886	138,107	
public safety	33,190	37,115	45,774	46,733	69,850	
health & sanitation	44,452	47,386	51,646	57,314	64,652	
recreation	22,525	20,514	27,116	31,366	39,944	
education	499,975	525,129	541,511	588,376	663,842	
public works	295,635	282,303	365,533	345,638	447,365	
unclassified	113,487	109,570	104,556	126,581	142,488	
debt	-	-	-	-	392	
Total	1,118,770	1,142,169	1,262,588	1,328,894	1,566,640	
fund equity at year end	386,359	480,642	457,708	416,728	356,363	

The primary source of municipal revenue is the local property tax followed by excise tax on vehicles which has risen sharply over the years. State revenue sharing has also rebounded after an economic downturn in the early 90's. over the past 10 years town spending has doubled in response to rising cost, increased responsibilities for local government and new cost associated with growth and development.

Almost every municipal expenditure increased in cost and some public works have increased by a higher percentage. Education spending has increased by 87% in 10 years, however it now accounts for only 42% of the Town's total spending as compared to 50% in 1991. In most other communities, educational cost have taken a larger percentage of the total municipal spending.

State Valuation and Full Value Mill are figures generated by the state for comparison. In

theory, state valuation reflects the actual market price of all the parcels and structures in Canaan. It is often criticized for being inflated by speculation; however, it is consistently inflated. As a result, our full value mill rate has been gradually declining for several years.

State valuation is also consistent from town to town. That allows us to compare Canaan's valuation and mill rate with our neighbors (Table 7-5, below). This comparison includes *all towns in Somerset County between 1,000 and 2,000 population*. It shows that Canaan has one of the highest valuation and largest budget. *But there are four towns with higher mill rates*, and mill rate is, of course the ratio between your budget and your tax base.

What Table 7-5 shows is that a higher tax base doesn't automatically guarantee lower taxes. Note that the highest tax rates on the table are Bingham, which has two sawmills and a good-sized commercial downtown, and Athens, which has an \$11,000,000 power plant. The two lowest mill rates belong to Cornville and St. Albans.

Table 7-5 "Full-Value" Valuation and Mill Rates, 1999			
<u>Town</u>	<u>State Valuation</u>	<u>Assessment</u>	<u>Mill Rate</u>
Cornville	\$ 42,700,000	\$ 551,694	12.92
Canaan	\$ 58,750,000	\$ 859,408	14.63
Athens	\$ 39,650,000	\$ 618,274	15.59
Hartland	\$ 74,650,000	\$ 1,147,815	15.38
Bingham	\$ 34,200,000	\$ 664,051	19.42
St. Albans	\$ 67,700,000	\$ 852,848	12.60
Source: Maine Bureau of Taxation			

Table 7-6 shows the property tax burden for area communities. The tax burden rank in the last column compares tax burden with one being the highest and 488 the lowest. The table is based upon 1999 tax figures as reported to the property tax bureau.

Canaan's overall tax burden is lower than 62% of municipalities throughout the state. In the immediate area Athens, Cornville and St. Albans rank lower.

Town	Mill rate	Median household income	Median house value	Tax on median house	Tax as % of income	Burden rank
Canaan	14.63	31,969	66,433	972	3.04	307
Cornville	12.92	31,766	68,062	879	2.77	345
Clinton	20.35	35,639	65,299	1,329	3.73	195
Pittsfield	23.25	26,290	54,618	1,270	4.83	70
Skowhegan	13.77	25,098	59,753	823	3.28	271
Athens	15.59	23,385	32,928	513	2.20	411
Bingham	19.42	17,859	41,247	801	4.48	105
St Albans	12.60	28,489	53,425	673	2.36	393

Chapter 8: Recreation in Canaan

Recreation is an important element in Canaan. Not just how we spend our spare time, but how we can take advantage of our abundance of recreational assets to boost our local economy and quality of life.

Recreation Facilities and Programs:

Canaan does not have an organized recreation program or dedicated facilities, but is able to take advantage of regional activities to provide some opportunities to residents. The elementary school provides a playground and recreational field, although the field is multi-purpose and cannot be adapted to organized baseball. Also, there is no room for expansion at the school. There are no other park or playground facilities in the village area, although there are some informal walking trails and picnic areas.

The Town has an agreement with the Town of Skowhegan to participate in their recreational program. Skowhegan has a full range of recreational opportunities, including a community center, ballfields and leagues, a swimming program, basketball league, and so on.

The principal recreational facility in the region is the relatively-new Lake George Regional Park, a joint effort of Skowhegan and Canaan. The facility was paid for by the State, but the town's are responsible for management, which is done by the Regional Park Board. The park provides year-round facilities, with programs and events on a seasonal basis. Most used are the park's swimming and boating facilities. The park provides Lake George's only public access and boat launch. Recently, the park has been working to acquire additional lands around the lake, for hiking as well as watershed protection purposes.

Due to the growth in the town's population, and particularly in the younger age groups, there is a definite potential demand for more recreational opportunities. Some of this was expressed in the town wide questionnaire. Though Canaan has a great deal of undeveloped land for passive recreation, we need to think about the future of our children, and the more organized sports they seem to prefer. Compared to other towns our size, Canaan offers relatively few local opportunities.

Recreational Assets:

Canaan has many outstanding recreational assets, and is well positioned to take advantage of them. The town also has some opportunities to expand its recreational assets, and associated local development.

Lake George, on the eastern edge of town, is a major attraction because of the regional park. Opportunities include swimming, boating, fishing, events, picnicking, star-gazing, hiking, and even an archeological dig in the Summer, leaf-peeping in the Fall, snowshoeing, ice-skating, ice-fishing, and skiing in the Winter, and fishing and boating in the Spring. The park, which is mostly in Canaan, has a well-developed set of buildings, a beach and parking lot, as well as a boat launch and trail network.

Sibley Pond, on the Pittsfield line, is another major recreation attraction in town. Most of the pond's shoreline is occupied with private camps, but there is a public boat launch accessible from the Pittsfield side. There is also a site on Carrabassett Stream where people could put in a small, non-motorized boat and backtrack up to Sibley. The pond has a good reputation for boating and fishing; Black Crappie and Fallfish from Sibley Pond hold the state record for size.

The Carrabassett Stream, outlet for Sibley Pond, has some good potential for flatwater canoeing. The Falls and Gorge on the stream which run through the village are a scenic asset, and the town has discussed the prospect of acquiring easements along the stream from the Spiritualists for nature trails.

Northern Canaan has many open space assets. The Scott Paper Company property is open for nature walks, hiking, hunting, x-country skiing and snowmobiling. Favorite hiking destinations include Chase Hill Fire Tower and The Pinnacle.

Canaan Bog, while not a traditional recreational draw, is valuable for nature buffs and hunters.

Snowmobiling is an active wintertime sport, and the town has an active snowmobile club. They maintain an extensive trail network for public use, with elements of the national trail system within town. The Town annually votes to turn snowmobile registration fees over to the snowmobile club for trail maintenance. In turn, the trails attract Winter hikers, x-country skiers, and snow shoers as well as all-season use.

As can be seen in the listing of local businesses (chapter 4), many of them are oriented towards recreation. Many others are dependent on tourism for their livelihood. Canaan could parley its recreational assets into more local business activity, by becoming either a recreation destination town, or by taking advantage of existing tourist traffic on Route 2.

Lake George could become destination points, which would have spinoffs into other businesses. One issue that has been regularly mentioned is the need for a local license agent for out-of-state fishing licenses. Becoming a destination point is also highly dependent on outside publicity, too. It would require investment in brochures and other media outlets. It is notable, however, that the World Wide Web is offering the opportunity to access an international audience with advertising messages at no more than the cost of a local newspaper ad. The rafting companies in Caratunk, and

the museum in Owl's Head are just two examples of how these promotions could work.

Taking advantage of existing traffic is more a matter of capturing tourists on their way to recreate somewhere else. This would involve local promotion. It could be as simple as recommending a local restaurant or the regional park to visitors to our motels or campground. One prerequisite would have to be an attractive downtown. With village improvements, tourists or overnight visitors would be far more inclined to browse the shops or just visit for a while. The Merchant's Association's "Welcome to Canaan" signs are a step in that direction. A directory of local businesses, posted at the local stopping places, would be another.

Chapter 9: A Peek into Canaan's Future

This chapter is all about the future. What will happen to Canaan in the next twenty years? How will it affect our sense of community, our demand for public services, our overall quality of life? Many of these are crystal ball-type questions: can't be answered until you get there. But we can make a good start, by predicting *what kind of conditions we will be living with* five, ten, or twenty years from now. We can project the probable numbers of people, houses, and jobs we are headed towards.

The common perception is that projections are simply estimates of future numbers. This is just one use. Projections also allow you to *manage the future*, or at least to see what the impact will be of managing the present. If you encourage more economic development, for example, or limit home-building, you will be influencing the future population, as well as housing and job growth.

Future Population Growth:

Population projections are a means of putting existing trends into visual images. For this reason, we have prepared more than one population projection. While each one is based on mathematical calculations, they represent different *assumptions*, that is, different ideas about what will happen in the future. We can choose a projection as our preferred one, and thereby judge the amount of housing and jobs necessary to "fulfill the prophecy."

One thing we could do is just use the projections developed by the State Planning Office. The office predicts that Maine will stay virtually stable in population over the next twenty years, gaining maybe 1 percent. All the growth will be accounted for by new births, since there will be more people moving out of the state than in. Using this projection, Canaan would gain very few people. But is it realistic? Not judging from the amount of homebuilding in town, even in the worst of the recession. It is the larger towns, like Pittsfield and Waterville, that are losing population. Somerset County as a whole is growing faster than the state average. It appears that Canaan will continue to grow faster than state estimates.

Just to show how confusing things can get, we have prepared three projections, all based on the statement that "Canaan is growing just about right." In other words, they all start from the trend of our population over the past 20 years. It's just a matter of how you measure it.

Projection 1 (Lowest) is a very conservative interpretation. It assumes that all the growth in town comes from "natural change": the difference between births and deaths. This is sort of the state's estimate, that future growth in Maine will not include migration. In the past ten years, Canaan recorded 208 births and 115 deaths, for a net increase of 93. If we add 93 people per decade, here

is what the projection would look like:

Low Projection: 2010: 2,110 2020: 2,203

This projection, while suitable for comparison purposes, is not very realistic..

Projection 2 (moderate) says home-building is just about stable. We've averaged 20 homes per year between 1990 and 2000, and 17 during the 80's. If we average 18 homes per year, that would translate to about 50 new people per year, or 500 in ten years. If we continued adding 50 people per year, our population would look like this:

Moderate Projection: 2010: 2,517 2020: 3,017

A third possibility is that we would grow at the same percentage rate as we have been. **Projection 3 (high)** assumes continuing our current growth rate. Isn't that growth "about right?" We have been growing about three percent per year for twenty years now. Although the "percent rate" should slow down as the town gets larger, we haven't yet reached any physical reason to stop growing at that rate.

High Projection: 2010: 2,617 2020: 3,217

Which of these three sets of numbers are most accurate? For planning purposes we have selected the Moderate projection

But it is really a matter of how we choose. If we do nothing, any of the three estimates is likely, because outside forces control the growth rate, not local ones. Or, we could do something about it. If we controlled the amount of land available for development, or the number of houses, the low projection would be more likely; If we encourage more housing and commercial development, then the high projection becomes more likely. That is why we need to look not only at population projections, but housing and job projections as well.

Future Housing Demand:

Clearly we will need more houses for more population. And as the household size discussion in Chapter 2 indicated, we will need more houses even if we have no more population.

Actually, it is houses that govern the growth of a town, and population is just a reflection of that. "If you build it, they will come." A town that encourages new housing development will inevitably see a population boom. A town that controls the level of housing also controls the rate of population growth. If the town does nothing, developers will control the rate of housing: If they can sell every one they've got, they'll keep building more; If people aren't buying, they won't be building.

To illustrate this better, let's use the low, moderate, and high projections from the preceding section, but let's add two more. The first is a projection "in reverse": what would happen to the population if no more houses were built (except to replace losses). The second is a projection of housing need from only shrinking household size. The assumption we will make is that, starting with the 2000 household size of 2.6, households will continue to shrink on average 5 percent in the 2000's (to 2.47) and 3 percent in the 2010's (to 2.4).

The table below (9-1) summarizes the results..

<p style="text-align: center;"><u>Table 9-1</u> <u>Housing Projections for Canaan: 2010 and 2020</u></p>					
	2000		2010		2020
<u>Assumption:</u>	<u>Pop.</u>	<u>Pop.</u>	<u>New Houses</u>	<u>Pop.</u>	<u>New Houses</u>
No Housing Growth	2017	1915	0	1861	0
No Population Growth	2017	2017	41	2017	65
Low Projection	2017	2110	79	2203	142
Moderate Projection	2017	2517	244	3017	482
High Projection	2017	2617	284	3217	565
<p style="text-align: center;">Source: Kennebec Valley Council of Governments</p>					

The moderate projection selected for our housing projections envisions building 482 new houses in 20 years. Is that out of line? That's just 24 a year. We averaged 17 a year in the 1980's, and 20 per year so far in the 90's. Those figures probably would have been unthinkable in the 1960's, when they were building less than four houses per year.

Future Demand for Jobs:

The final major ingredient in growth is jobs. If we are not to have major unemployment, and if we are to maintain population and income growth, we need to see more jobs created. And just like the trends in housing, the trends in job growth are actually outpacing population. Consider the following:

In 1980, 70 percent of the men over age 16 were in the work force (working or looking for work). Only 42 percent of the women were. In 1990, the percentage of men in the work force had risen to 74 percent, but the percentage of women had jumped over 15 points to 57.6. By 2000 the percentage of men in the work force had dropped to 70 percent but women rose again to 59 percent. The bottom line is that the population may have grown in 2000 by 381, *but the workforce grew by 207*. about one job for every two new residents.

In 2000, Canaan had 423 residents aged 5-17, and 194 aged 55-65. That means that in the

next ten years, *almost two times as many residents will be entering working-age as entering retirement age.* This will continue until after 2011, when the first baby boomers will retire.

Table 9-2 shows projections for workforce needs based on population projections from above. It includes the following assumptions:

- The proportion of females in the workforce will continue to increase. In 2010, 62 percent of women will be in the workforce; In 2020, 65 percent will.
- The proportion of men in the workforce will also increase, but mostly because there will be more men of working age.
- There will be no significant change in unemployment rates, or in the type and wage rate of resident jobs.

<p style="text-align: center;"><u>Table 9-2</u> <u>Workforce Projections, 2000 -- 2010</u></p>				
<u>Projection</u>	<u>2010</u>		<u>2020</u>	
	<u>Population</u>	<u>NEW Workforce</u>	<u>Population</u>	<u>NEW workforce</u>
Low	2110	46	2203	93
Moderate	2517	250	3017	500
High	2617	300	3217	600

Source: Kennebec Valley Council of Governments

In every case, the projections call for one new job to be added for every two new residents. And, as in the discussion about needing more housing units simply to keep a stable population, we would also need to add more jobs just to keep the population we have. Even if we had no population growth at all, in 15 years we would be adding new people to the labor force.

In actuality, it will probably not be Canaan that adds jobs, but somewhere in the regional economy. But what would be the practical effect if job growth did not keep on track? Without income to drive the demand for housing in Canaan, population growth would shrink or disappear, and property values would stabilize or fall.

If new housing is built without jobs, it will weaken the regional economy by raising the unemployment rate and vacant housing rate, driving property values down. If jobs are created without housing, it would drive down wages at the same time as driving up housing prices. If neither housing nor jobs are created, it does not result in a stable population; It results in a gradual loss of population and vitality in the town.

Future Development Patterns:

Incidental to the creation of new housing and business is the location of those activities. This, too, we can predict from existing patterns of development. And like housing and the local economy, there are some things the town can do about it if we don't like the prospects. In fact, with development patterns, the town has more control than with any other aspect of growth.

Current development patterns are fairly obvious. For commercial development, Route 2 or Route 23 south are the preferred locations. As traffic continues to increase (daily traffic tends to grow at about twice the rate as population), more business will be attracted to Canaan. Unfortunately, some of this business will be attracted because Skowhegan and Pittsfield no longer have land left on their commercial strips. These are businesses looking for easy access onto a major road.

For commercial development, the most critical factor affecting the town is not necessarily design or land consumption; It is access onto the public roads. The more businesses locate on Route 2, the more access points will be created. This will slow traffic down and create hazardous left turns on the high speed highway. As Route 2 turns into a commercial strip, it is no longer a high speed highway, and it has congestion. There are several examples of this happening on Route 2 already, notably Farmington and Newport. Yes, those are larger than Canaan. But Canaan, too, will be larger ten and twenty years from now. We can look forward to Route 2 being busier and a more hazardous road to drive on.

What can the town do about it? Short of limiting local development, there is a means of ensuring a safer road in the future. We can control where they put their access points. In order to be safe, access points must be visible and they must be well separated. It would be a relatively easy thing to require, for example, single driveways into small businesses, good visibility in both directions from driveway entrances, or sharing entrances for multiple businesses.

Residential development patterns, too, are obvious. We are chewing up the existing road frontage at a respectable rate. And we are building more on gravel roads than paved ones, and more in the rural areas than the built up ones. It can be anticipated that, in ten or twenty years, nearly every road in town will have a house or mobile home every 200 feet on both sides its entire length.

This will have a big impact on several aspects of our lives. For one, it will be an access problem, just like commercial development on Route 2. How many of us have had to suddenly slow down when the car in front of us abruptly turned into his driveway? Multiply that by a house every 200 feet, and you get rural roads with a lot of stopping and turning. It also becomes an access problem for the back land. How many developers are leaving rights-of-way to their back parcels when they build up front? When all the frontage is built, we will need those back lots for further development. Will we be able to get to them? Or will it be so expensive to buy right-of-way that developers will look elsewhere, to the next rural town, and Canaan's growth will bottom out? Even

if the land is undeveloped, farmers need access, too. In fact, there may be so much development in the rural areas that it won't be worth the hassle of dealing with local residents for farmers or timber cutters, either.

Finally, roadside development along the rural arteries will have a subtle impact on our perspective of Canaan, too. It is difficult to maintain the image of a small-town, rural lifestyle when all you can see driving down a country road is front yard after front yard.

Rural development itself is a public service issue. The trend is towards more houses, 20 or so per year, on gravel roads, outside of the village, away from centrally-located services. When we have another 200 or 400 houses in the rural area, and none in the village, are we going to be willing to pay that much more to pave more roads, run more school busses, provide better fire protection?

These are issues that the Town and the Planning Board will have to deal with over the next few years. Even if the Town chooses not to control development through regulation, there are many ways to persuade developers to do things with the good of the community at heart.

Chapter 10: Land Use Plan

ISSUES AND OBSERVATIONS

Land use planning is the aspect of local planning that brings together everything else: natural resource protection, economic development, public facilities provision, affordable housing, historic preservation, among others. The land use plan balances competing priorities in order to come up with the most efficient use of limited land. It also must take into account individual rights, ownership patterns, and expectations. The town has the right to protect its citizens from harmful uses of property, and to enhance property values when it can, but it does not have the right to dictate the use of property to its owners.

This report contains an analysis of issues that should be taken into consideration in developing a land use plan for Canaan. In addition to issues raised in other reports (housing, natural resources, public facilities, etc.), there are many things going on in town that have an effect on the location of land uses. These include past trends, future possibilities, and public opinion.

Trends:

- The historic land use development pattern in Canaan is typical of that in rural Maine: the village was the original concentration of manufacturing, business and culture, and the residence of people who worked in those trades; the countryside was mostly farms.
- In the 20th Century, and the past thirty years particularly, development patterns have changed. Easy, cheap transportation is the reason. Canaan's farms could not compete with larger farms on better land in the south and west, and when cheap transportation bought those goods to local markets, local farms folded. Nor could local businesses compete with larger, better equipped businesses in nearby cities, so the commercial part of the village sort of died as soon as it became easy for anyone to drive to Skowhegan or Waterville.
- The current rural development trend is well-established. Because a large proportion of rural land is not used profitably for farming or timber anymore, it is relatively cheap and plentiful. Because transportation is so cheap, it is also cheaper to live on rural land than near commercial and employment centers. In the past years, there have been only a few homes built within a ½ mile radius of the village center in Canaan. The Village Green Subdivision recently approved consist of 14 housing lots.

The catch is that much of the rural development is only economical where cheap transportation, i.e. town roads, exists. Nowadays, we would not think of building a house without road frontage. Though Canaan does have more than its share of private subdivision roads, the majority of new housing in town is along the frontage of existing town roads. This trend not only creates more of a feeling of suburban clutter than there actually is; It makes it far more expensive to develop land on "back lots," which will have to happen if Canaan is to continue growing.

- By contrast, the development trend in the village is still in doubt. Except for the Village Green Subdivision, which is relatively new, there has been virtually no new housing development in the village. It is difficult for village-oriented business to grow if its customer base does not. And it would be fatal for a business in Canaan village to try to compete head-on with Skowhegan businesses. The village is struggling for an identity that will be a niche different from urban-area businesses, yet not totally dependant on walk-in patronage from village residents.

The fact that the village is located along Route 2, a major east-west corridor through Maine for commerce and tourism, will help, in that there is a built-in potential market. However, that does not give the village any particular leg up over other locations along the highway. The problem of potential strip development in Canaan is real. From a practical perspective, a developer is more likely to want to develop a large, cheap parcel along a rural stretch of Route 2 in Canaan, than he is to try to work with an existing building and undersized lot in the village.

Future Possibilities:

- If things continue as they are now, residential development will continue to spread out throughout the rural part of town. There are no existing ordinances that favor development in one part of town over another, and there is no persuasive or economic reason (such as availability of town sewer) to build closer to the center.

- As the frontage of rural roads becomes completely developed, the price of vacant land will rise (supply and demand at work). Judging from the rate at which development is taking place, this is pretty close to happening now. The first signs of this happening is that development shifts to the roads that are in poorer condition. An inventory of development in rural Canaan shows that in 1984, 78 percent of the houses were on paved roads; In 1994, just ten years later, only 69 percent of the houses were on paved roads. That suggests that a lot of new houses were built along gravel roads (especially since some of the gravel roads were paved in those ten years).

Indeed, on 16 of Canaan's 26 gravel roads, there have been more houses built within the last ten years than ever existed before. By contrast, on Canaan's 22 paved roads, only four of them have more new houses than old ones. The roads with a really significant amount of new development over the past ten years are Hill Road, Sand Road, Ella Gerald Road, Shady Lane, Warren Ave., Pine Valley Drive, and the Brown Corner Road. Of those, only Hill Road Shady Lane and Sand Road are paved.

- As prices continue to rise, either of two things will happen. Either the rate of new housing will slow down immensely -- at which point Canaan will stop growing and may even lose population, or developers will begin to subdivide the back lots. The back land will be subdivided when the cost of obtaining the right-of-way and building roads can be added into the price of lots and still be cheaper than frontage property. Whether that can happen depends to some extent on whether the town and the individual landowners care to plan ahead to make it an economical option.
- There may also be another trend developing in the rural area -- commercial business. With the increasing rural population, some types of businesses may recognize that there is enough potential clientele that they can get by without the traditional location in a commercial center. This type of development has advantages and disadvantages. It can cut down on vehicle trips, as many people don't have to go clear into town for convenience items. However, in the long run, it may encourage more people to move to a rural location.

Another type of business may locate in the rural area simply because the land is cheap and the owner feels that location doesn't really matter. These types of business are much less beneficial. For one thing location does matter. Somerset County is littered with empty commercial buildings in rural areas that were neither near sources nor customers. Also, if the price of land is a great consideration, the business is probably not real well capitalized to start, and has a good chance of failing.

- The village area is an area of great opportunity. It still has a good inventory of useable buildings. There is a very good nucleus of business -- retail, restaurant, motel, etc. -- to build on. There is a base of public buildings (post office, town office, schools, churches) to bring people into town.

In order to make the village work, there needs to be some reinvestment done. This could be considered seed money. On the public side, infrastructure could be improved. This is already being done on a small scale. On the private side, there is still room for some improvements to downtown buildings. In other towns, private reinvestment has a snowball effect. In essence, once a few landowners spruce their buildings up, all property values go up, and the other landowners find it worth their while to fix theirs up, too.

- Route 2 itself will be a factor in future development patterns. The road currently carries over 6,000 vehicles per day, on the average, a 50 percent increase from just ten years ago. A large proportion is commercial traffic; another chunk is recreational traffic. There is also a great deal of developable land on Route 2.

We must keep in mind that Route 2 is "cheap, rural land" to entrepreneurs from neighboring urban areas looking to relocate. They will see good access and a good customer base in addition to the plentiful land. However, those same factors do not apply to the village. Therefore, there is a good possibility of gradually increased strip development along Route 2 over the next twenty years.

Citizen Attitudes:

The public opinion survey conducted by the planning board in 1993 and again in 2002 attempted to measure public sentiment about land use and development. The survey was very broad-based, and there were some messages that came through of benefit in gauging what approaches we should take.

- Most of the respondents do not want to see a rapid growth rate in town, although the vast majority feel that the current growth rate is about right. There is a growing awareness that development sprawl will be an issue in the future.
- The people generally favor more residential development, particularly in the area of conventional and vacation homes, and more agriculture and forestry. They are cool toward apartments, mobile homes and industrial development..
- Residents strongly (82 percent) feel that there is a need to preserve undeveloped land in Canaan. Asked where, many identified either the Pinnacles area, or lake and stream frontage.
- Residents feel that there are areas where development should be encouraged and other areas where it should be discouraged.
- People view establishment of some standards to regulate air and water pollution, lighting and noise, and revitalizing the village center as important issues in Canaan. They do not support traditional zoning and would prefer a performance based approach such as site review to address growth and development.

Constraints:

As we look at the physical management of development in Canaan, we have to take into account some of the physical and cultural "constraints," or limitations on development. In most cases, these are not absolute limitations on development -- with enough money and engineering you can overcome any of them. Rather, they are factors which will raise the cost of development either to the developer or the public, and which would make good economic sense to take into consideration.

Land:

Some land is harder to develop (more costly) than other land. These areas basically break down into two categories: wetlands and steep land.

Wetlands are areas where the water table is too close to the surface. The section on natural resources contains a full description of wetlands and their location in Canaan. Wetlands and other areas with high water table are characterized by soil types known as "hydric soils." Hydric soils lack the stability to support a road base or house foundation, but more importantly, effluent from a septic system won't drain away. Therefore, the state plumbing code will not allow septic systems to be installed in hydric soils. Since Canaan does not have public sewer, that means that basically all hydric soils in town are off-limits to residential or commercial development. That includes all wetlands, and also considerable extent of low-lying, poorly drained land near Black Stream, Twelvemile Brook, Canaan Bog, and between Route 23 and Battle Ridge Road.

Steep land has the opposite problem from wetlands. On steep topography, it is not impossible but expensive to install roads, foundations, and septic systems. Not only does it cost more to build, but there is the danger of unstable slopes and erosion. The stability of the slope varies with soil type, but usually a 25 to 30 percent slope is considered the steepest you can build on. Canaan has some slopes steeper than that, near Lake George, Goodwin Hill, Chase Hill, and a few places along the Carrabassett Stream.

Land which is prime for farming or forestry should also, technically, be considered as constrained for development. Even though much of this land is the best development soils you can find, there is only a limited amount of it. Every acre that is developed is an acre less for someone to make a living on, and when it's all used up, we will have lost the link with the land that brought most of us to Canaan in the first place. Up to 30 percent of the town is covered by commercial forest land (mostly north of Wheeler and Lancaster Roads), and there are large expanses of farmland in the southern half of town.

Water:

There are two categories of water that could act as a constraint on development, too. One is surface water, such as rivers, streams, and lakes. The other is underground water, i.e. aquifers. Both are addressed to some extent in the natural resources section.

Surface water is an attractant to development. Land which abuts or overlooks lakes and streams has a higher price tag. There is a great deal of seasonal development in Canaan close to its lakes. However, building too close to the water can create the potential for pollution, erosion and sedimentation of the water body, which would decrease its value and the value of all the other properties surrounding it.

While the town's shoreland zoning regulates development of properties immediately adjacent to water bodies, we must also look at the potential for polluted runoff from other development within the watershed. The watersheds of Lake George, Morrill Pond, and Sibley Pond, alone, cover nine square miles, or 22 percent of the area of Canaan. Most of the land in Lake George's watershed is steep and has no access, but Sibley Pond's watershed include many summer camps as well as portions of Routes 2 and 23.

Aquifers are the source of drinking water, and in Canaan, without public water supplies, nearly everyone relies on groundwater. If our groundwater were to become polluted, it would be a serious and costly problem to fix. One of the options would be to look to an abundant source of groundwater for a public or community supply, which in Canaan consists of a "significant" sand and gravel aquifer. "Significant" means that it has the capability to yield commercial quantities of water. It is therefore doubly important that we prevent pollution of these significant aquifers.

Pollution can potentially come from anything left on the ground that can be carried into the water table. That includes septic waste, solid waste, chemicals, petroleum products, and many other household items. Some pollutants, such as residential wastes, can be rendered nearly harmless if they are in low enough concentrations. That is why ordinary residential development isn't usually a problem over aquifers. Others, such as petroleum, carry a much higher risk. If these are located over significant aquifers, we risk long-term contamination of a vital resource. In Canaan, unfortunately, our best aquifer runs right through the village and is pretty much bisected by Brown's Corner Road, and Route 23 clear into Clinton.

Public Facilities:

One of the functions of government is to provide suitable public services to its taxpayers. And it is certainly advisable, these days, to accomplish that as economically as possible. There is a big difference in the cost of services between, say, 50 houses on 5,000 feet of road within ½ mile of the fire station, and the same number of houses spread all over town. It follows that there are going to be some locations in town where development is going to result in most costly public services than others.

Roads. The better a road surface is, the more traffic it can take for the same amount of maintenance dollar. Development on gravel roads is more costly to the town than development on paved roads -- unless, of course, the gravel road is private, in which case it's more costly to the homeowners. Canaan has a large number of gravel roads, and even paved roads with poor surfaces, on which new development is costing taxpayers more than it is bringing in. Poor roads should be considered a constraint on development.

Fire Protection. The commonly accepted rule of thumb is that any development more than 2-3 miles from a fire station is at greater risk of fire damage. Insurance rates go up, resulting in greater costs to homeowners and businessmen, and the town goes to extra time and expense building a rural protection system. On unpaved roads, there is also the risk of homes being completely inaccessible during certain times of the year.

FUTURE LAND USE PLAN

Our Land Use Plan

The land use plan will reflect the wishes of the people of Canaan in a manner that also addresses the requirements contained in the State Growth Management Law. A particular concern that must be discussed is the identification of growth areas where new development will be directed and rural areas where traditional land uses and low densities will be encouraged. The land use plan seeks to balance many different views and expectations with respect to property, development, and growth. The approach Canaan selected for its land use plan relies upon the identification of a variety of special areas within the community that reflect both environmental resources and market/man-made development patterns. Each of the special areas was chosen because it reflects a particular character of the town and is deemed important by the community.

The second major component of the land use plan recommends the development of various performance standards organized in a site review ordinance to guide new development in the Town which is tailored to the unique character of each special area. The site review format was selected because citizens did not support a zoning document. Site review differs from zoning because it does not specify where a particular use may be located. Site review deals with how a project is developed considering the environment and the character of the area. While zoning might limit or prohibit an activity in a certain area; the site review method seeks to make sure that a project is designed in manner that does not damage the land or create nuisances for neighboring properties.

Description of Canaan's Special Areas

Village

The village is the historic center of the community and a mix of new development will be encouraged. The area can accommodate new commercial ventures and housing. While the village will continue to be dependent upon private water and septic disposal it can nevertheless still attract well planned housing and commercial projects. Development proposed within the village should be designed so as to respect and mirror the existing traditional design patterns of the area.

Rural Residential Neighborhoods and Clusters

These areas contain housing clusters of both individual homes and subdivisions that market forces have grouped together over the years. The clusters vary in size and all are able to support additional growth. New housing will be encouraged to locate in these areas due to available land and a strong housing market preference.

Scenic Elevation Areas

These areas contain land in the highest elevations within the community and often are important scenic viewsheds. Development within this area must be sensitive to how it impacts the scenic character of the area. Performance standards that require the preservation of a portion of the existing tree canopy will be developed. These areas are intended for low density development.

Route 2 Corridor

The Land areas along Route 2 extending in an easterly and westerly direction away from the village are to be included in this area. The land along the corridor is valuable for commercial development due to high traffic counts. Development along the corridor needs to be designed so as to portray the rural character of the community and make wise use of landscaping and other commercial design standards dealing with parking, lighting, signs and noise. The restriction imposed by the Department of Transportation for road access will also ensure that the corridor is designed in a safe manner.

Route 23 Corridor

The corridor is an important gateway into the community and it is important that the remaining rural road landscape be protected. Performance standards will be used to ensure that development along the road keeps the rural mix of forests and fields. Rear lot development will be encouraged and it is intended that this corridor does not develop a suburban look. Development will be encouraged in the southern portion of the corridor and discouraged in the northern portion.

Rural Forestry Area

The rural forestry area encompasses most of the northern part of the town and much of the land is owned by paper companies. This area is designed primarily for forestry and other low intensity uses.

Rural Areas

The remaining land areas within the Town contain the more rural sections of the town and consist of open land, agricultural uses, forest, and low density housing. Development within the rural area will be discouraged and its existing character will be respected through the use of performance standards.

Elements of the Land Use Plan

– Site Review Ordinance

New development will be guided by a site review ordinance which will contain various performance standards applicable to different types of activities and different locations in the community. The purpose of the ordinance is to address how a project impacts the environment, respects the character of the Town and its particular location and eliminates negative impacts for neighboring properties. The ordinance will be user friendly and will be designed so that the application and the applicable standards for a project will be integrated.

- **Basic Performance Standards**
All development will need to address certain basic performance standards to protect the environment and neighboring properties from negative impacts. These will include the following: erosion control, stormwater runoff from the site, water quality standards for streams, brooks, ponds, rivers and wetlands, preservation of significant wildlife, fish and plant habitat areas as identified by the Department of Inland Fisheries and Wildlife, preservation of archeological and historic sites as identified by the Maine Historic Preservation Commission, and basic traffic access provisions. These standards will also be customized for various types of activities in consideration of their impact.
- **Commercial Development Standards**
Commercial performance standards will be developed to address the following items: lighting, noise, signs parking, storage of outdoor materials, buffer areas, landscaping, and traffic access. These standards will also be designed so as to respect the character of there particular location.
- **Basic Dimensional and Design Standards**
Basic standards will be developed covering some of the following dimensional items such as setbacks from property lines and road setback, height, density, buffer areas, roadside features ,and parking lot layouts. These standards will be flexible so that they can be used to reflect the character , size, scale and development pattern of different parts of Town. Instead of a one size fits all approach. The standards will allow new development to be in harmony with the existing patterns of its surroundings and neighborhood .
- **Minimum Lot Size**
A minimum lot size of at least one acre of land suitable for development will be established. The following areas will not be used to calculate the minimum lot size for new lots: wetlands, brooks, streams, rivers, ponds, stormwater drainage areas, resource protection areas as defined in the Town's Shoreland Zoning ordinance, areas within the floodway as defined in the Town's Floodplain Management Ordinance, and areas within a public and private right-of-way.
- **Rear Lot Access**
Rear lots will be permitted in order to maximize density along existing roadways. Rear access lots using a driveway or a common driveway may be established without having to conform to road frontage requirements but will be subject to special provisions governing driveway and common driveway construction.
- **Phosphorus Standards**
All new development within the direct watershed of Lake George and Sibley Pond will have to address phosphorus control requirements. Standards will offer various options and be tailored to the environmental impact of a particular project and its location within the watershed.

- **Agricultural and Forestry Activities**

Agricultural and forestry activities shall be encouraged throughout the community. Related activities such as greenhouses, small farming operations, sawmills, horse stables, orchards, food processing operations and similar traditional rural operations will also be encouraged. The site review ordinance will have a streamlined review process for all of these activities.

- **Rural Recreational Activities**

Rural outdoor activities involving snowmobiles, hiking, golf, skiing, trails, and similar activities will be encouraged.

- **Agricultural Enhancement Provisions**

Potential conflicts between housing and agricultural activities such as farms, pasture lands, borrow pits, sawmills, greenhouses and horse stables will be minimized by the use of good neighbor standards. The standards might specify that any new residential building adjacent to a farm be set back at least 100 feet for the property line or include provisions for buffer areas.

- **Special Area Provisions**

The land use Map identifies the following special areas :

- Village
- Rural Residential Neighborhoods and Clusters,
- Scenic Elevation Areas
- Route 2 Corridor
- Route 23 Corridor
- Rural Forestry Area
- Rural Areas

The site review ordinance will contain performance standards tailored to guide new development in these areas in manner that respects the character, existing land use pattern and the dominant land activities. These standards will be based upon the purpose descriptions contained in this plan.

- **Good Neighbor Guide**

The Town shall distribute a good neighbor guide to new residents especially when permits are obtained. The good neighbor guide will discuss the realities of rural living and offer ideas for reducing conflicts between homes and rural land activities such as farming and forestry. The guide is designed to be an educational tool and not a regulation.

- **Subdivisions**

The Town shall maintain its current subdivision ordinance which was recently updated and contains many provisions that respect the rural character of the community. The ordinance also contains an open space development option that applicants may use to design the project.

- Floodplain Management Ordinance and Hazard Planning
The Town shall continue to enforce its Floodplain Management Ordinance and update the document as necessary to keep current with State and Federal requirements. The Town shall also in cooperation with state and county officials develop a Hazzard Mitigation Plan as per FEMA guidelines.
- Shoreland Zoning
The Town shall continue to maintain its current Shoreland Zoning Ordinance and update the document as necessary to keep current with State law. The town shall continue to enforce the ordinance and will support on-going training for the Code Enforcement Officer, Planning Board and the Board of Appeals.
- Telecommunication Ordinance
The Town shall maintain its current Telecommunication Ordinance and amend the document as necessary as per local concerns and Federal Laws and Regulations.
- Ordinance Review
The Planning Board shall periodically review all of the Town's land use ordinances and determine if revisions are needed to address new concerns or changing land development patterns and density.
- Building Standards
The Town shall explore the benefits of adopting a local building code similar to the BOCA Code that would regulate all structural components and safety of all building construction.
- Mobile Home Standards
The Town shall adopt minimum standards that cover the installation of mobile homes and the safety of older units. Standards will be based upon applicable state and federal guidelines.
- Mobile Home Parks
Mobile home parks proposed using a minimum lot size of 20,000 square feet per lot shall only be permitted on soils identified in the Somerset County Soil Survey as having a high or medium potential for subsurface wastewater disposal systems.
- Aquifer Protection
Performance standards will be developed to protect significant aquifers from certain types of development that pose a higher hazard to the aquifer.

Chapter 11: What We Think of It All

(Public Opinion Survey)

Having seen the future, we now need to deal with it. Is this the future we want? If so, we need to keep it going. If not, we need to change town policies to create a different future. The one thing we *cannot do*, is nothing. If we just "leave well enough alone," we do not get what we want for Canaan; We get what someone else wants.

The question is, what do we want? The only way to answer this question is to ask it. So we did. In 1993 and again in 2002, the Planning Board asked everybody in town what they thought about the issues, now and in the future -- a town wide public opinion survey. The comprehensive planning committee is using this survey as one of our guides in writing a new plan for the town. Here are some of the more important things we found out from both surveys :

- Townspeople are generally in favor of more residential development (moderate growth rate) along with commercial/industrial development and farming, but opposed to more mobile homes , apartments and industrial development.
- The single most-often stated reason for living in Canaan is that it is a peaceful, quiet small-town. There was no single reason to dislike living in Canaan, but the most frequent complaints had to do with town officials and trailer parks.
- The people who answered the survey identified "commercial development" as the best way to expand the tax base. Asked what kind of commercial development would be appropriate, many answered that it should be something in the village or something tourist/recreation-oriented.
- The most important local government issues are: education (by far), community planning and housing.
- Other issues ranking as important include:
 - ✓ improving the surface of local roads and establishing a formal paving program,
 - ✓ assuring public access to lakes and streams,
 - ✓ setting standards for gravel pits,
 - ✓ establish minimum building codes for housing,
 - ✓ more housing for the elderly,
 - ✓ improving trash collection,
 - ✓ improving school facilities and curriculum,

- ✓ coordinating our planning with neighboring communities, and
 - ✓ revitalizing the village center.
- Residents feel that there is a need to preserve more undeveloped land in the community, including setting aside large tracts of land or green ways along highway and river corridors.
 - Residents feel that area where development is encouraged or discouraged is desirable and do not feel that random mixing of residential and commercial uses in town is a particular problem.

Here are some of the other things we found out from the survey:

Length of Residence: The number of responses are insufficient for a statistically valid answer. However, comparison with census data and our experience with other surveys indicates that the response does not represent newcomers (under 10 years) accurately.

Growth Rate: Clearly no one wants a rapid growth rate, with the consensus being slow-to-moderate, but 20 percent marked "remain the same", which, in Canaan's case, is the most rapid growth rate in Central Maine!

Good Ideas: The "good ideas" questions ask about what seems to be a good idea for Canaan. The only No votes we got were for establishing a camping area and doing something about residential/commercial mixing. Only the strongest Yes votes should be considered significant: endorsement of a recycling program, developing a comprehensive plan, and preserving undeveloped land.

Need for recreation facilities: Most-mentioned were water-related facilities (6 times), followed by a community center (5), playground (5), hiking, hunting (5), and biking (4). The only significant item in this list is the higher-than-expected mention of biking needs.

Transportation: The most important transportation issue is road improvements, followed by paving standards, formal paving program, expansion of sidewalks, improvement of sidewalks, improving signage, improving traffic control, and expanding parking (well down the list).

Recreation: Top of this list was water access, followed closely by gravel standards and removal of dilapidated buildings. Further down, in order, were removing litter, improving structures, recreation center, junk cars, establishing a park, landscaping in the village, shade trees, sign ordinance.

Housing: Top of this list was establishing a building code, followed by elderly housing, standards for substandard housing, occupancy codes, expanding rental housing, and expanding low income housing. The housing issues, by the way, were not ranked very highly compared to issues in the other categories.

Community Services: Improving trash collection is viewed as being most important, followed by improving tax assessment and access to community services.

Education: Improving library facilities was most highly-ranked, followed by curriculum, vocational training and pre-school. This order may seem surprising until you recall that the survey response is short on newer residents, who are more likely to be young families.

Planning: On average, the top issue was coordination with neighboring communities, though "revitalizing the village center" received most "most important" votes. The rest, in a close group, fell out as land use/zoning plan, financial planning, air-water-noise control, community land, and areas for commercial development.

Most important issue: 13 respondents had a problem with government (of which assessment(3), and welfare(3) were most-mentioned), 11 with some aspect of development (four mentioned lack of planning, four mentioned mobile home parks), and five with some public facility.

Participating with neighbors: Nine respondents identified some form of solid waste cooperation, seven mentioned environmental issues, another seven mentioned recreation, and four mentioned cooperation on emergency services.

These responses have been used to develop the recommendations which follow, in Chapters 12 and 13.

Chapter 12: Canaan's Local Goals and Policies

We have seen in prior chapters how Canaan's continuing growth will change the town. There are likely to be close to 500 *new* homes in Canaan in the next twenty years. That's as many as we had *total* in 1980. Half of them will be mobile homes. New construction will consume at least one square mile of Canaan which is not now developed. Our total population will be close to what Norridgewock's is now.

Though those are the conditions we expect in twenty years, it does not mean we are powerless to choose or change the future. Nor do we have to wait for state government to tell us what to do. We have the power and authority to make the Canaan of twenty years from now a better place, by encouraging good development, limiting bad development, and making town government more efficient and more responsive to its citizens.

This chapter is about issues and goals. We need to solve the problems we have now and those we expect to crop up in the future. It's taken 50 pages, more or less, to describe how Canaan has dealt with its problems past and present. Our current problems are more complex than those of the past, and our future ones will be even more so. That means some tough decision-making by all the townspeople. *If the problems are not simple, the solutions won't be, either.*

LAND USE AND DEVELOPMENT: *If we want to maintain Canaan's small town feel and community character, we must encourage orderly development of the village and rural areas.*

How is Canaan going to develop over the next twenty years? That is perhaps the key issue that affects all others. The pace of development, and its location, will dictate much of what we see over the next two decades, including impacts on the environment, the cost of government, and most importantly how we feel about living in Canaan. Our public opinion survey showed what we have always expected: we mostly like Canaan because it is rural and quiet, with lots of open space and not much traffic. Will we feel the same when the population is doubled, and the roads look like suburban Waterville?

Fortunately, with development we can have our cake and eat it, too. We can use the home rule authority of the town to work with landowners and developers to create new development that adds to the character and quality of life in Canaan, not detract from it.

The principal tool for local government to affect private development is land use regulations. Regulations can be used to control aspects of a development that would add to our tax burden, degrade the environment, or ruin the neighborhood. This does not mean zoning, and *the town chooses not to establish zoning*. It does mean using the existing regulations and authority of the

town to assert limited control over the way private land is developed, in the interest of the taxpayer. In establishing and revising these regulations, the following policies are adopted:

1. The town should implement the land use plan and revise its existing regulations to guide new development towards areas where it is encouraged.
2. Commercial development of a certain size should be subject to local review in the same way as subdivisions are. This becomes even more important since the state has passed a law passing much of the responsibility for "site location" permits to municipalities.
3. All development should be treated fairly and equally. This applies regardless of whether they are subdivisions, mobile home parks, single lots, or commercial activities and buildings.
4. The Town should monitor development and be ready to modify the plan in response to changing growth and development patterns.

TOWN SERVICES: *If we want to provide good services without raising taxes, we need to implement an efficient system of public services and facilities that will accommodate growth and development.*

How (and how much) we develop has an enormous impact on the cost of government. In essence, some development makes government cheaper; Some makes government more expensive. To meet the goal of providing more efficient public services, we have to anticipate what our needs will be as a result of the development, and as a result of normal evolution of the town. Most of these needs will be the result of simple growth. More people mean more solid waste, more fire calls, more road maintenance, longer town office hours, not to mention a larger elementary school. Logically, that can be covered by the increased tax revenue from tax base.

But there are also leaps ahead in public service requirements expected of larger towns, that will add costs for us all. Canaan is already the largest town in Somerset County without a town manager or administrative assistant. Except for Palmyra, Canaan is also the largest town without a paid local police force. We can see these in our future. There are also state mandates based on population: At 2,000 people, we are required to appoint a building inspector (we have already done so); At 2,500, in five years, we will be required to assume local review of DEP Site Location applications.

Even without growth, there are some serious bills facing us. We will have to build a shed for salt storage in the next five years. We also have to replace some public works vehicles..

The bottom line is that larger towns cost more, not less, to run, and we are growing. In a recent Kennebec and Somerset County study, *the average town of 1,800 paid \$279 per capita in property taxes. But the average town of 2,300 paid \$431 per capita.* Unless we plan smart, that is what we have to look forward to.

We have just a few choices. We can use the personnel and equipment we have more efficiently, and plan what we need for future needs. We can do without, beginning a downward spiral of poorer services. Or we can increase the local budget, which means raising taxes. In an effort to improve efficiency and plan for the future, we adopt the following policies:

1. Ensure that paid town personnel make the most efficient use of their time and effort.
2. Prioritize and plan for major local expenditures by developing a capital improvements plan..
3. Take advantage of opportunities for supplementing local funding with state, federal, or private grant opportunities.

ECONOMIC OPPORTUNITY: *If we want good, local jobs, we must improve and encourage local economic opportunities.*

Economic opportunity is a key component in growth. Without a constantly growing job market, any population growth we have will be unstable. In fact, as Chapter 9 illustrated, we need almost one new job for every two new residents.

Nevertheless, we should not expect the town of Canaan to be responsible for creating all the new jobs necessary. In 1990, 690 workers lived here but only 230 jobs were located here. And 1/3 of those jobs were held by non-residents. Local jobs do have some advantages: it keeps the money in town, creates less commuter traffic, and results in more tax base. So we do not pursue local job growth through necessity but by choice.

Local government can have a role in creating jobs, by promoting the town as a place to do business, and by having rules and regulations that are "business-friendly." The first step, though, is determining what assets we have to sell ourselves. We are not going to be attracting any business that needs rail lines or sewer service. In fact, the chance of us attracting any single large business is remote. But we should recognize that we have a lot of small business opportunity, especially associated with the village, and that small business in America creates more jobs than large business ever has. And not just any small business; Canaan has a great opportunity to use its natural assets -- location on Route 2, Lake George Park, Sibley Pond, and other open spaces -- to focus on recreation and tourism-oriented business. This focus is reflected in the following policies adopted:

1. Revitalize and promote Canaan village by cooperating with local merchants and by developing a Downtown plan that addresses sidewalks, parking, signs, landscaping and business development..
2. Promote Canaan as a tourist and recreation destination.
3. Promote existing and potential local small business.
4. Continue to support regional economic development efforts that will provide job opportunities, similar to the Town's commitment to the Oakland Development park.
5. Develop and install gateway signs for the community upon entering the village and at other central corridors.

HOUSING: *If we want decent housing opportunities, we must encourage affordable, safe, and sanitary housing development in Canaan.*

Housing is one of the basic human needs, so basic that government has never had much to do with it. But protecting the health and well-being of citizens is an essential government function, and when the quality of housing affects that, we need to get involved in a limited way.

Also, we believe that our children and our parents are a vital part of our community. It would be a loss if they were forced to move to Skowhegan or another big town, because there were no homes left in Canaan that they could afford.

Government, at least in Canaan, is not about to start building or managing housing for its citizens. But there are many things that we can do to see that our citizens have decent and affordable homes, including the following policies:

1. Strictly enforce basic sanitary requirements for all housing, including the requirement for all housing units to have subsurface waste water disposal.
2. Promote and encourage any plans to build housing for first-time buyers or elderly citizens, especially in or near the village.

NATURAL RESOURCES: *If we want to enjoy where we live, we must preserve the quality of our land and water resources, including our lakes, streams, and ponds, groundwater, wetlands, mountainsides, and wildlife habitat.*

Living in a small town of great natural beauty, it is easy to take our environment for granted. Yet Canaan's land and forests provide the base for an income for many of the town's residents, as well as for growth and development. Maintaining environmental quality is what preserves

productive forest and farm land, drinkable water, our recreational attractions, and the overall natural beauty of town.

Development, too, is both desirable and inevitable. One of the functions of natural resource planning is to ensure that development, when it comes, comes without the tradeoff of destroying our natural environment. It is possible, but it requires foresight.

As the town develops, we must consider the neighbor's well water, the lakes and open spaces that attract tourists, and the wetlands which soak up floods, resupply our groundwater and provide wildlife habitat.

Some parts of town will be more suitable for development than others, and some forms of development have more potential impacts than others. What we need to do is work with development, to see that landowners and developers do what they want to do, but in such a way that it does not damage the overall value of their land, their neighbor's land, or the waters that belong to all of us. The following policies are adopted to promote this idea:

1. Reduce the impact of development on erosion and pollution in lake watersheds. All development will be subject to basic erosion and stormwater standards
2. Protect our underground aquifers.
3. Regulate development of our shorelands and wetlands.
4. Preserve and enhance wildlife habitat, including deer wintering areas. Development proposed within an identified significant wildlife habitat area will be subject to review in order to ensure that the resource is not damaged.
5. Develop phosphorus standards for all development located within the watershed of our Ponds.

FARMING AND FORESTRY: *If we want to keep the land as a pillar of the local economy, we must preserve so far as we can, farming and forestry as a viable activity.*

Like its neighbors, Canaan grew up as an agricultural community. The land provided a lifestyle and source of income for our grandfathers, and basically built this town. There are still some who say that our whole economy begins with the land, whether it's food or lumber or stone.

Forestry is still alive and well in Canaan. The majority of land is forested, including large

tracts of industrial forest land. Hundreds of acres are set aside in Tree Growth, and there are always some active harvesting operations. If there is a threat to the forest, it is occasional poor cutting practices.

Farming is, on the other hand, dying rapidly. There are only remnants left of former large farms. Most of the best land is either being built on or threatened by development. Large farms are not supported by this economy, though in several places small, labor-intensive farms with specialty crops are gaining.

Short of the State-mandated tax programs for farms and tree growth, there is little the town can do to support these enterprises. But there is nothing we should do to hasten their decline. The following policy is adopted to make that clear:

1. All resource-related activities -- agriculture, farmstands, wood-cutting and sawmills, to name a few -- shall be exempt from local regulation, except Shoreland Zoning.
2. Develop performance standards for housing proposed adjacent to agricultural uses that will allow farming operation to continue without being subject to complaints of nuisances due to noise and odors.

HISTORIC PRESERVATION: *If we want to remember where we came from, we must preserve physical reminders of our heritage.*

Part of Canaan's sense of community is our appreciation of the past. This is evident through our efforts to preserve the village, our support for the town's museum, and other things going on in the community. We must continue to preserve both the artifacts and the sense of history in Canaan, through adoption of the following policies:

1. Preserve artifacts from the town museum and seek to relocate them as soon as possible.
2. Protect historic structures and archeological sites throughout town.
3. Preserve the historic sense of the village area.
4. Any development proposed within an identified archeological or historic site or place will be reviewed by the State Historic Preservation Commission prior to construction.

OUTDOOR RECREATION: *If we want to keep Canaan a fun place to live, we have to preserve its outdoor recreation opportunities.*

Recreation is an essential part of our lifestyles. For children, all of life, it seems, is

recreation. And we have a responsibility to see that our children have good recreational opportunities. But adults, too, have recreational needs. They are much more diverse, from adult basketball, to hunting and fishing, to taking quiet walks around the village. And much of what we call recreation are really means for bringing us together as a community. Whether or not we provide recreational opportunities to local residents is our own decision, and one that we make every year at Town Meeting.

Recreation isn't just a good way to pass the time; It's a money-maker. Canaan's outstanding recreational assets have great potential to draw tourists. Lake George Regional Park, Morrill Pond, Sibley Pond, our many streams, open areas, local hiking and snowmobile trails all combine to make this a potential tourist destination if we can preserve and market the opportunities. We need also to consider opportunities for local citizens: hiking, hunting, fishing, and organized sports.

The following policies are designed to preserve our own opportunities for outdoor recreation as well as recognize its potential for economic development.

1. Support Lake George Regional Park.
2. Promote and enhance local recreational assets.
3. Encourage the establishment of local businesses oriented to recreation.
4. Develop a local booklet that describes all of the recreational attraction in the Town.
5. The Town should maintain a working relationship with regional groups such as the tourist associations in order to promote Canaan.

Chapter 13: Canaan Action Plan

Goals and policies are just fine, but they don't accomplish anything without some concrete actions to back them up. The following tables list a series of recommendations for steps that can be taken to carry out the policies laid out in the previous chapter.

Policy	Action	Responsibility
LAND USE AND DEVELOPMENT		

Implement the recommendation contained in the Land use plan.	The Planning Board shall make the necessary changes in the Town's ordinances in order to implement the recommendation of this plan.	Planning Board Ordinance change 2005
Commercial development of a certain size should be subject to local review in the same way as subdivisions are.	Develop performance standards for commercial development and incorporate them into the site review ordinance	Planning Board Ordinance change 2005
A site review ordinance shall be developed to implement the land use recommendations contained in the plan.	The Planning Board shall develop a site review ordinance and incorporate the performance standards for each of the special land use areas.	Planning Board Ordinance change 2005
A minimum lot size and basic dimensional provisions should apply to all development throughout the town.	A minimum lot size and basic dimensional requirements as already contained in the subdivision ordinance shall apply to the entire community.	Planning Board 2005
Voluntary strategies that promote land development should be encouraged.	The town shall develop a good neighbor booklet containing strategies that will make rural living more enjoyable.	Planning Board 2006
The Town should undertake a study to determine if it should adopt a building code.	The selectmen shall appoint a committee to look into the question of whether the town should adopt a building code.	Selectmen 2004
Development proposed within an aquifer shall be subject to performance standards that will protect the groundwater.	Aquifer protection standards shall be placed in the site review ordinance.	Planning Board 2005

TOWN FACILITIES AND SERVICES		
Ensure that paid town personnel make the most efficient use of their time and effort.	Prepare job descriptions for paid staff.	Selectmen Administrative 2004
Prioritize and plan for major local expenditures.	Establish a Capital Improvements Plan (see next table)	Selectmen Administrative 2003
	Train for and implement Road Surface Management System	Planning Board as soon as DOT course is offered again.
Supplement local funding with state, federal, or private grant opportunities.	Keep abreast of CDBG, DEP, recreation, private, and other grant opportunities. Support applications for community projects.	Selectmen and Planning Board ongoing
	Follow up on DOT application for Route 2 village improvements.	Selectmen, 2003
ECONOMIC OPPORTUNITY		

Revitalize and promote Canaan village.	Cooperate with Merchants Assn. on projects to improve downtown. Establish a tree and flower planting program in the village. Support Quality Main Street app.	Selectmen, Planning Board, ongoing SW Reduction Board, 2003 Town policy
Promote Canaan as a tourist and recreation destination.	Work with Merchants Assn. to develop advertising plan for town. Support private efforts to create golf course or other commercial rec. opportunities in town	Selectman, delegate committee, 2003 Town policy
Promote existing and potential local small business.	Help find low-interest loans or grants to fix up businesses. Establish local business directory.	Planning Board, CEO, ongoing Selectmen, delegate committee, 2003
HOUSING OPPORTUNITY		
Strictly enforce basic sanitary requirements.	Support CEO training and enforcement efforts.	Selectmen, administrative, ongoing
Promote and encourage any plans to build housing for first-time buyers or elderly citizens, especially in or near the village.	Appropriate provisions in revised subdivision ordinance.	Planning Board, Ordinance change, 2003
NATURAL RESOURCES		

Reduce the impact of development on erosion and pollution in lake watersheds.	Require erosion control plans for new development in watersheds. Develop phosphorus standards for all development in the watershed of a pond. Do educational campaign with Sibley Pond Assn., Lake George Park.	Planning Board, ordinance change, 2004 Planning Board, administrative, 2003
Protect our underground aquifers.	Establish strict controls on use or storage of hazardous or toxic materials over mapped aquifers.	Planning Board, ordinance change, 2004
Regulate development of our shorelands and wetlands.	Continue to update and enforce shoreland zoning. Count wetland area as unbuildable in minimum lot size.	Planning Board, ongoing and 2003
Preserve and enhance wildlife habitat, including deer wintering areas.	Distribute information on forest cutting practices to enhance deer habitat to forest landowners.	Town office, begin in 2003
FARMING AND FORESTRY		
All resource-related development shall be exempt from local regulation, except shoreland zoning.	Establish exemptions in commercial development review.	Planning Board, ordinance changes, 2004
HISTORIC PRESERVATION		

Preserve artifacts from the town museum and seek to relocate them	Find space for a new town museum	Selectmen, CIP
Protect historic structures and archeological sites throughout town.	Form historic committee or society	Selectmen, organize persons, 2003
	Identify and protect historic or archeological sites in town by requiring review of any development proposed within a site.	Planning Board, Ordinance changes, 2004
Preserve the historic sense of the village area.	Identify and publicize historic homes and structures in village	Historic committee, project, 2004
	Prepare a historic walking tour	Historic committee, project, 2004
OUTDOOR RECREATION		
Support Lake George Regional Park.	Provide administrative and financial support to the park where feasible.	Selectmen, ongoing
	Seek funding and support for a bicycle/pedestrian/ski path between Lake George and the village	Rec. Committee, 2004
Promote and enhance local recreational assets.	Form a Recreation Committee	Town Meeting, 2004
	Develop better public access to Sibley Pond.	Rec. Committee, administrative, 2004
	Apply for snowmobile trail grants when available.	Selectmen, on request
Encourage the establishment of local businesses oriented to recreation.	Develop a public park/nature walk along the Carrabassett Stream in village.	Planning Board and Rec. Committee, 2004
	Work with Merchant's Assn. to develop tourist brochure.	Selectmen, delegate committee, 2004

A crucial part of our recommendations is a plan for how we will spend our money on things we will need as a town. It's a long list. We need to start now, either saving or looking for alternative sources of funding. The table below shows what we need, and how we plan to deal with it.

CAPITAL INVESTMENT PLAN			
Capital Expense	Priority	Cost Estimate	Source of Funds
	Year		
Town Office	Finished	\$90,000	Insurance
Fire Station	Finished	\$140,000	Bond, donations
New Pumper	Finished	\$150,000	Bond, reserve
Sidewalks in village	ASAP	\$25,000	DOT, taxes, private
Parking in village	ASAP	unknown	DOT, taxes, private
Library	2005	unknown	unknown
Museum	2005	unknown	none
4wd Maintenance Truck	2002	\$40,000	Taxes, reserve
Recycling Facility	2004	none	Taxes
Salt-Sand Shed	2005	\$85,000	Bond, state
One ton plow truck	2005	>\$50,000	Bond reserve
School playground	2005	\$50,000	Grants,
Community, Gateway Improvements	2003	\$15,000	Grants & Taxes
Pumper truck	2008	\$100,000	Grants & Bond
Road Improvements	annual	\$150,000	Taxes