

2006

# Town of Clinton Maine Comprehensive Plan

Clinton, Me.

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# **TOWN OF CLINTON**

## **COMPREHENSIVE PLAN**

**Adopted March 9, 1991**

**Revised June 13, 2006**

## **Introduction**

### **The Role of the Comprehensive Plan**

The comprehensive plan is a guide for managing change within the community for the next ten to twenty years. The plan is an expression of the community's vision of its future and it provides a framework for future policy decisions.

The goal of the plan is not to predict the future. The planning process is designed to inventory and then analyze the present conditions within the community. Policies are then developed to address both current and anticipated needs of the town. Each policy recommended in the plan is assigned to a town committee or combination of committees and municipal employees to develop further. The work of these committees will be presented to the town for consideration as long range plans, ordinances, town policies or fiscal recommendations.

The comprehensive plan is not the end of the planning process but just the beginning. The various existing and recommended committees assigned to develop the plan's policies will further refine the plan's recommendations to make them responsive to the changing needs of the community. The comprehensive plan committee put together the plan by fitting together the various areas of local government into a single, coherent document. The plan committee sought to combine, and when necessary, weigh competing interest and outcomes into a plan acceptable to the entire community, and capable of being put into action.

It is important to note that the comprehensive plan is not an ordinance, nor a law of any kind. It is an advisory document that will form the basis of the town's future policy decisions. Any revised or new ordinance and town policy will, as always, be placed on the Town meeting Warrant for the Voters consideration.

### **Past Planning Activities**

The 2006 plan revision builds upon the foundation established by the 1991 Clinton Comprehensive plan and subsequent implementation of townhead plan over the past 14 years. The Clinton Downtown Improvement Plan and related data also plays a significant role in updating the plan.

### **Plan Organization**

The plan is organized into two parts. The first part consists of the goals, policies and implementation strategies and the land Use Plan. This is essentially the Action portion of the plan. It sets out how the town should address a wide range of municipal concerns and issues.

The second part is the inventory section which contains all of the background data and analysis collected and eventually used to form the policies and implementation strategies. The inventory section is divided into various categories corresponding to the many layers and responsibilities of the town.

### **Acknowledgments**

Comprehensive plan Committee

## **Goals, Policies and Implementation Strategies**

The goals policies and implementation strategies consists of recommendation for future action by the community. The goals are based upon the Maine Growth Management Program. The policies and implementation strategies are specific recommendations that have taken into consideration the findings and analysis of the plan inventory and public input.

The section is divided into areas that match the inventory section of the plan. Policies and implementation strategies that relate to specific areas, like housing or recreation are therefore listed in one place.

However, what might be recommended as a housing policy might have implications for land use or the economic health of the community.

### **The Task of Putting the Plan into Action**

The task of putting the plan into action over the coming years will require a great deal of time, commitment and most importantly people.

The comprehensive plan committee recognizes that any planning document is only valuable or beneficial if the community has the commitment, interest and excitement to carry out the recommendations contained in the plan.

## **Population**

**Goal:** To plan for orderly growth and development throughout the community and to respond to changes in the population.

**Policy:** The town should monitor demographic trends especially population, age distribution, school enrollments and housing and incorporate any significant changes into the comprehensive plan. Applicable policies and growth estimates should be revised depending upon the data.

*The Town Manager, and the Planning Board will examine available demographic data from the Census Bureau, Department of Human Services and Kennebec Valley Council of Governments when it becomes available. Significant changes and trends will be reported to Town officials and committees. Whenever appropriate the comprehensive plan shall be modified.*

**Timeline:** *On-going*

## Housing

Goals: To encourage and promote affordable housing opportunities for all residents of Clinton To provide a variety of types and densities of housing available to households of different sizes, ages and incomes.

### Policy:

1. The town shall work closely with existing organizations and groups that promote affordable housing such as Habitat for Humanity, KVCAP and MSHA to offer affordable housing opportunities for all residents.

*The Town Manager shall maintain an ongoing relationship with affordable housing groups and encourage them to offer services in the community.*

*Timeline: On-going*

2. The affordable housing goal shall be to have at least 10% of new housing units affordable for households earning 80% of the median income for the town.

*The Town shall monitor our housing affordable status using MSHA and other local information to make sure that affordable housing is available for families, single householders and the elderly. The town shall take steps to promote affordable housing whenever it exceeds the 80% median income threshold.*

*Timeline: On-going*

3. The town shall explore the feasibility of adopting a minimum housing/property code which would contain safety and other basic occupancy standards to ensure that all housing was safe, clean, and suitable for human habitation.

*The Planning Board shall develop a housing code for public review and comment.*

*Timeline: 2008*

4. The town shall maintain and revise the zoning ordinance and subdivision ordinance to make sure that residential development is being located and constructed in a manner appropriate for the district in which it is located. Provisions relating to dimensional standards, and cluster standards shall be reviewed periodically.

*The Planning Board shall monitor the effectiveness of the land use ordinances and make revisions as necessary.*

*Timeline: on-going*

5. The town shall continue to provide an opportunity for a variety of housing types and prices to be located within the community. Residential housing in the village area shall continue to be permitted on smaller lots since they are served by municipal water and sewer.

*The Planning Board shall maintain the flexibility of housing dimensional standards.*

*Timeline: on-going*

## Economy

Goal: To promote an economic climate that increases job opportunities and overall economic well-being.

### Policies:

1. The town shall use the Downtown plan as the template/guide to redevelop the downtown area in order to promote existing businesses and foster a more pedestrian friendly environment.

*The Economic Development and Community Development Committees shall implement downtown improvements.*

*Timeline: 2009*

2. The town shall promote existing and new agricultural operations as a vital part of the community's economy and whenever possible cooperate with regional, state and national programs.

*The Economic Development Committee and the Planning Board shall find strategies to promote our agricultural operations especially Dairy farms.*

*Timeline: On-going*

3. The town shall promote new commercial and industrial development to locate in areas near the downtown: Route.95, and the railroad line in order to take advantage of municipal services and transportation services.

*The Economic Development Committee and the Planning Board shall promote the commercial districts for new development.*

*Timeline: On-going*

4. The town shall, in cooperation with the state, neighboring communities and private companies, make sure that the entire community is served by high speed internet service in order to maintain the competitive advantage of our community for new business ventures

*The Town Manager and the Selectmen shall develop a strategy to have high speed internet service available throughout the community.*

*Timeline: 2008*

5. The town shall, in cooperation with the school District, neighboring communities, local colleges and the: State, promote continuing education in order to encourage our workforce to improve their skills.

*The Economic Development Committee and the Town Manager shall in cooperation with neighboring communities expand education opportunities for adults.*

*Timeline: 2010*

## Archeological and Historic Resources

Goals: To preserve the town's historic and archeological resources.

### Policies:

1. The Town shall undertake a comprehensive inventory of all the archeological and historic resources within the community

*The Town Manager and the Historic Society shall seek funds to undertake a comprehensive survey of the town.*

*Timeline: 2015*

2. The town shall support the on-going efforts of the Clinton Historic Society and whenever appropriate raise funds to support their projects.

*The Selectmen and the Town Manager shall maintain communication with the Historic Society and seek ways to support and fund their projects.*

*Timeline: On-going*

3. All proposed development shall in the permit review process check available resources to see if the project would impact an archeological or historic site. Appropriate standards for review shall be placed in the Land Use and the Subdivision ordinances as applicable.

*The Planning Board shall revise the Land Use and Subdivision ordinances to provide for the protection of archeological and historic resources from inappropriate development.*

*Timeline: 2009*

4. The town shall identify its scenic resources and inform the public about their location and importance for the community. A community forum shall be held to determine how the town should protect these areas for future generations.

*The Planning Board and the Community Development Committee shall identify and map scenic resources and schedule a public forum to determine how the town wants to protect these areas.*

*Timeline: 2010*

## Recreation

Goals: To promote and protect the availability of recreational opportunities for all citizens including access to surface waters.

Policies:

1. The town shall support the on-going efforts of the Recreation Committee to improve recreational facilities and programs.

*The Selectmen and the Town Manager shall support the efforts of the Recreation Committee and help them locate funds to undertake new projects.*

*Timeline: On-going*

2. The Town shall increase recreation opportunities along the Kennebec River and the Sebec River including greater water access.

*The Recreation Committee shall develop a plan for increased river access including the Downtown Mill Site.*

*Timeline: 2010*

3. The town shall develop a Master Trail Plan for the Community that provides for one or more trails for a variety of activities including walking, snowmobiles, horseback riding, ATV's and Bicycles. The plan shall whenever possible provide connections to neighboring communities and shall be developed in cooperation with local and regional groups such as the snowmobile associations.

*The Recreation Committee and the Planning Board shall develop a master trail plan for the community.*

*Timeline: 2010*

4. The town shall cooperate whenever feasible with neighboring communities, and other recreational groups to develop programs and facilities that will improve the recreational opportunities of our citizens.

*The Recreation Committee and the Town Manager shall maintain communication with neighboring communities and other recreation providers and promote shared programs and ventures.*

*Timeline: On-going*

5. The Town shall develop a recreation plan for the community which addresses deficiencies in recreation programs and facilities and also identifies ways to finance these improvements.

*The Recreation Committee and the Town Manager shall develop a recreation plan for the community including funding sources whenever possible.*

*Timeline: 2009*



## Transportation

Goals: To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

### Policies:

- 1 The town shall increase the availability of parking in the Downtown.

*The Community Development Committee shall develop a parking improvement plan for the downtown.*

*Timeline: 2010*

- 2 The town shall continue to repair, maintain and rebuild its road infrastructure according to its existing process.

*The Road Committee and the Town Manager shall continue to implement the town road improvement plan.*

*Timeline: On-going*

- 3 The town shall continue to budget funds to cover both short and long term road infrastructure improvements in a manner that will not place a financial burden on the town in any single year.

*The Budget Committee, Road Committee and the Town Manager shall work together to finance road improvements*

*Timeline: On-going*

- 4 The town shall work with the Department of Transportation to identify solutions to a number of road and safety items identified in the plan.

*The Town Manager and the Road Committee shall work with the MDOT to develop a plan to remedy our identified road and safety deficiencies in a timely manner.*

*Timeline: On-going*

- 5 The town shall work in cooperation with the Department of Transportation and neighboring communities on road corridor planning especially for Route 11/100 and other roadways as appropriate in order to improve traffic flow and safety.

*The Town Manager and the Selectmen shall work on joint transportation planning projects with the MOOT and neighboring communities.*

*Timeline: On-going*

- 6 The town shall seek transportation funding for local and state road projects including road improvements, bike and walking trails and other projects

*The Town Manager shall monitor transportation funding sources and whenever appropriate locate funds for community projects.*

*Timeline: On-going*

## Public Services

**Goals:** To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development. To develop and maintain public services that are designed to be responsive to the citizens of Clinton.

### Policies:

1. The town should continue to foster volunteer citizen participation on various municipal committees and find ways to improve communications with residents through the internet and other media.

*The Selectmen and the Town Manager shall seek a high level of citizen participation and seek feedback from residents.*

*Timeline: On-going*

2. The town shall continue to support its core municipal services including, fire protection, police protection, solid waste, and public works and seek ways to improve these services in a cost effective and efficient manner for the benefit of residents.

*The Town Manager and department staff shall work jointly to provide a high level of municipal services for the community. Emphasis shall be placed upon innovation, regional cooperation and training in order to provide competitive and cost effective services.*

*Timeline: On-going*

3. The town shall work in cooperation whenever possible with the Water District to ensure a quality water supply and efficient collection system. Planning and other forms of mutual cooperation shall be encouraged especially relating to expansions and system upgrades and improvements.

*The Selectmen and the Town Manager shall maintain a positive and open working relationship with the Water District.*

*Timeline: On-going*

4. The town shall continue to support the Library and its programs.

*The Selectmen shall continue to support library funding and expansion of its services.*

*Timeline: On-going*

## **Fiscal Capacity**

Goals: To finance an efficient system of public facilities to accommodate anticipated growth and economic development.

### **Policies:**

1. The town shall continue to maintain sound fiscal planning and ensure adequate oversight of the town's fiscal affairs.

*The Selectman and the Town Manager shall manage the town's fiscal affairs wisely and seek ways to improve the town by capital planning, taking advantage of training as appropriate, and keeping updated with new laws especially LD 1 and similar laws.*

*Timeline: On-going*

2. The town shall continue to use a capital improvements plan as a way to finance major capital items. The plan should be reviewed annually and sufficient funds should be set aside as appropriate.

*The Selectmen and the Town Manager shall maintain a capital improvement plan.*

*Timeline: Annually*

3. The town should take the necessary steps to plan for and appropriate sufficient funds to implement the policies contained in this plan.

*The Selectmen shall recommend appropriate funding.*

*Timeline: Annually*

4. The town shall explore grant funding opportunities to finance capital improvements.

*The Town manager shall keep informed of grant opportunities to finance capital items.*

*Timeline: On-going*

5. The town shall plan on-going expenditures and capital improvements in a manner that does not impose large tax increases in any one year. The town should also seek to maintain its tax assessment capacity in order to identify valuation increases due to improvements and new development.

*The Budget Committee, Selectmen, and the Town Manager shall provide wise fiscal planning and whenever possible anticipate large capital expenses.*

*Timeline: On-going*

## Agricultural and Forestry

**Goals:** To safeguard the town's agricultural and forest resources from development that threatens those resources.

### Policies:

- 1 The town should identify ways to promote agriculture and forestry within the community including farmland preservation easements, land trust, education and outreach to farmers and foresters, and participation in regional and state programs.

*The Planning Board and the Community Development Committee shall in consultation with local farmers and foresters discuss ways to strengthen local agriculture and forestry operations.*

*Timeline: Annually*

- 2 The town shall monitor land development patterns especially in the rural parts of the community to watch for any negative impacts development may have upon farming and forestry operations.

*The Planning Board shall monitor development trends and identify appropriate strategies to address conflicts with farming and forestry.*

*Timeline: Annually*

- 3 The town shall maintain its current land use provisions to protect farming including, buffers, cluster design requirements for subdivisions over 10 lots in rural areas and shall employ new strategies as appropriate to promote and protect agriculture and forestry.

*The Planning Board shall periodically review the effectiveness of current land use standards designed to protect farming and forestry.*

*Timeline: On-going*

## Natural Resources

Goals: To protect the quality and manage the quantity of the town's water resources including rivers, streams, ponds and aquifers. To protect the town's critical natural resources including wetlands, wildlife and fishery habitats, shoreland, scenic vistas, and unique natural areas.

### Policies:

1. The town shall maintain its current aquifer protection/wellhead protection rules.

*The Planning Board and the Water District shall jointly monitor the effectiveness of the aquifer protection rules.*

*Timeline: On-going*

2. The town shall continue to enforce its existing ordinances that protect natural resources such as Shoreland Zoning, Floodplain management, Aquifer protection, and other environmental standards contained in the Land Use and Subdivision ordinance. Changes and revisions shall be made as appropriate to comply with state and federal regulations.

*The Planning Board and the Code Enforcement Officer shall monitor the effectiveness of ordinances and propose changes to reflect changing State and Federal regulations, and to address new problems or issues in the community.*

*TimeLine: On-going*

3. The town shall cooperate with local and regional watershed groups to protect our water resources especially the Kennebec River, Sebasticook River and wetlands.

*The Planning Board, Code Enforcement Officer, and the Town Manager shall actively in participate watershed protection and planning efforts.*

*TimeLine: On-going*

4. The town shall incorporate the Beginning with Habitat natural resource data into appropriate land use standards. Emphasis shall be placed upon the identification of water resources including wetlands and endangered species habitat.

*The Planning Board shall review the beginning with habitat data and make revisions to the land use ordinance as appropriate.*

*TimeLine: 2007*

## Land Use

**Goals:** To encourage orderly growth and development in appropriate areas of town, while protecting the town's rural character, making efficient use of public services and preventing development sprawl.

## Policies

1. The town should monitor demographic and other growth changes within the community to make sure that the goals and policies of the comprehensive plan are adequate to address any new changes. The town should as necessary propose new revisions to the plan to respond to new circumstances and challenges as they occur.

*The Planning Board and the Town Manager will periodically review building permits, demographic data and other information to identify trends not envisioned by the comprehensive plan. Changes should be proposed to the plan as needed to meet changing circumstances.*

*Timeline: On-going*

2. The town should implement the recommendations proposed in the Land Use Plan.

*The Planning Board shall make the necessary revisions and changes to the Zoning ordinance and other ordinances in order to implement the recommendations proposed in the land use plan.*

*Timeline: 2010*

## **Land Use Plan**

### **Introduction**

The land use plan provides the framework for many other sections of the comprehensive plan. The land use plan is one of the most visible outcomes of the planning process. The proposed land use policies will guide development within the community for the future. The land use plan will balance competing priorities and goals with a range of different ideas, attitudes and opinions concerning land use regulation, growth and development. The plan is designed to be fair and present ideas that will be acceptable to the entire community.

Quite simply the land use plan presents the existing development patterns within the community, discusses any negative implications, and offers a set of proposals to remedy any negative factors by establishing a clear set of goals, policies and implementation measures.

The foundation of the land use plan is the data collected by the comprehensive plan and the ideas and direction supplied by the public. The land use plan acts under the premise that the town will change and that the change should occur in a manner that reflects the wishes of its residents. Therefore the plan should set a clear direction for future development while preserving those features cherished by its residents.

All planning depends upon an accurate assessment of current trends to make reasonable predictions of future growth. If conditions change then the plan will need to be revised appropriately. Monitoring growth patterns is very important for the town and the planning board and other should be ready to make changes as necessary.

### **The 1991 Comprehensive plan**

The 1991 comprehensive plan recommended many substantial changes for the town ordinances and as a result a new zoning ordinance and subdivision ordinance were created and adopted by the community. The town has lived with these ordinances over the previous 13 years.

### **Current Development Patterns**

Current development patterns have remained consistent over the past 15 years. The rate of growth between 1990 and 2000 amounted to 184 new buildings and between 2000 and 2005 the total was 94 structures. The annual average rate of growth over 15 years has remained at 18 new units. The majority of the new building is residential housing and most is located outside of the existing village area. Most new housing is placed on individual lots and subdivision development has been slow.

### **Anticipated Growth**

The growth projections for the next 15 years points to a further continuation of our current patterns. New housing should average near the 18 unit average per year and population growth will rise very slowly mostly due to a declining household size. Rural lot development will also remain popular, however, opportunities may exist for some housing development in the village areas especially designed for the elderly or retirees. The increase in the number of baby boomers reaching retirement age will create a new demand for housing catering to households that may want to downsize their homes in favor of a more active lifestyle that includes travel and other opportunities.

### **Our Vision for the Future**

The land use recommendations implemented from the 1991 comprehensive plan created the current land use ordinances and district map. These ordinances have served the town well and should be continued into the future. The town appears satisfied with the ordinance provisions and district locations. The town also appears satisfied with our current rate of growth. Recommendations contained in this plan are designed to further enhance the existing land use ordinances and also to monitor future growth in order to respond to changes that we have not anticipated.



### **Specific Land Use Recommendations**

The following land use recommendations are designed to enhance our existing ordinances which were developed as a result of the 1991 comprehensive plan.

1. Maintain the existing standards contained in the Land Use and Subdivision Ordinances.
2. Upgrade the Subdivision ordinance to reflect changes in the State Subdivision law.
3. Revise the format of the Land use and Subdivision ordinance in order to make them more user friendly.
4. Maintain the Aquifer protection standards and adjust the map to take into account the location of the second Water District Well.
5. Examine the dimensional requirements in the downtown in order to find ways to provide greater flexibility and respect older development patterns.
6. Implement downtown improvements using the Downtown plan as a template.
7. Create a plan for the Former Mill Site along the Sebasticook River.
8. Review the Cluster Subdivision Standards periodically and make revisions to keep them current with market conditions and new research.
9. Explore the need for elderly housing which addresses the contemporary demands of our residents.
10. Maintain the environmental standards in the Land Use and Subdivision Ordinances and make revisions to reflect state and federal laws and changing circumstances in the community.
11. Continue to identify ways to promote housing to locate in the village.
12. Monitor home occupation standards to make sure that they can meet contemporary demands.



## Population

### Purpose

The collection of demographic data is not only interesting but it provides a great deal of information about ourselves. The data will confirm our own intuitions about what is happening in the community and more importantly it can show new patterns and trends.

### Historical Trends

Between 1920 and 1970, Clinton's year-round population grew at a relatively constant rate, reaching a level of 1,971 persons by 1970. During the 1970's, the Town grew by 37%, reaching a level of 2,696 persons in 1980. Between 1980 and 1990, the town gained 636 people for a gain of 23%. However, since 1990, the Town's population has remained virtually unchanged. Clinton's historical population figures, as well as those for Kennebec County and the State of Maine, are shown in Table 1 below. Since 1960, Clinton's growth has exceeded the growth rate of Kennebec County and the State.

<b>Table 1</b> Population of Clinton, Kennebec County, and Maine 1920-2000			
Year	Clinton	Kennebec County	Maine
1920	1,230	63,844	768,014
1930	1,354	70,691	797,423
1940	1,436	77,231	847,226
1950	1,623	83,881	914,950
1960	1,729	89,150	970,689
1970	1,971	95,247	992,048
1980	2,696	109,889	1,124,660
1990	3,332	115,904	1,227,928
2000	3,340	117,114	1,274,923
1970-80 change	37%	15%	13%
1980-90 change	23%	5%	9%
1990-00 change	0%	1%	4%
1960-00 change	93%	31%	29%

Source: U.S. Census, 2000

Factors contributing to Clinton's growth between 1960 and 2000, during which time the Town's population almost doubled, include the national trend to migrate from urban to rural areas, the proximity of Clinton to Waterville, and the relatively low cost of land.

### Comparative Population Change

Table 2 contains a summary of population changes over the past 20 years for Clinton and a number of nearby communities, Kennebec County and the State. As shown in Table 2, *Clinton* was one of the fastest growing towns in the 1980's, but was *one of only three communities that showed no growth or lost population during the 1990's*.

<p style="text-align: center;"><b>Table 2</b> Comparative Population Change 1980 – 2000</p>					
	1980	1990	2000	%Change 1980-90	%Change 1990-00
Clinton	2,696	3,332	3,340	23	0
Benton	2,188	2,312	2,557	6	11
Burnham	951	961	1,142	1	19
Canaan	1,189	1,636	2,017	38	23
China	2,918	3,713	4,106	27	11
Fairfield	6,113	6,718	6,573	10	-2
Norridgewock	2,552	3,105	3,794	22	6
Skowhegan	8,098	8,725	8,824	8	1
Vassalboro	3,410	3,679	4,047	8	10
Winslow	8,057	7,997	7,743	-1	-3
Kennebec Co.	109,889	115,904	117,114	5	1
Maine	1,124,660	1,127,928	1,274,923	9	4

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

## Age Distribution

Table 3 contains a summary of age distribution for Clinton, Kennebec County and the State for 2000. Clinton's age distribution is very similar to that of Kennebec County (Clinton has a slightly higher percentage of pre-schoolers and school-age children). Both Clinton and the County have a smaller "18 - 44" population than the State, but a larger "45-64" population. Only 9% of Clinton's population is the "65 and over" category, compared to 14% in both Kennebec County and the State.

<b>Table 3</b> <b>Population by Age Category, 2000</b>						
	<b>Clinton</b>		<b>Kennebec County</b>		<b>State</b>	
	<b>#</b>	<b>%</b>	<b>#</b>	<b>%</b>	<b>#</b>	<b>%</b>
<b>Under 5</b>	222	7	6,388	5	70,726	6
<b>5-17</b>	666	20	21,537	18	230,512	18
<b>18-44</b>	1,311	39	43,410	37	583,894	46
<b>45-64</b>	825	25	29,174	25	206,389	16
<b>65 and over</b>	316	9	16,605	14	183,402	14
<b>Total</b>	3,340	100	117,114	99	1,274,923	100

Source: U.S. Census, 2000

Table 4 provides an overview of how the town's population changed during the 1990-2000 decade. The Town actually lost population in the "under 5" category and in the "5-17" category. The largest gains were in the "45-64" category and in the "65 and over" category.

<b>Table 4</b> <b>Clinton Population Growth by Age Category, 1990-2000</b>				
	<b>1990</b>	<b>2000</b>	<b>1990-2000 Change</b>	
			<b>#</b>	<b>%</b>
<b>Under 5</b>	234	222	-12	-5
<b>5-17</b>	771	666	-105	-14
<b>18-44</b>	1,436	1,311	-125	-9
<b>45-64</b>	615	825	210	34
<b>65 and over</b>	276	316	40	15
<b>Total</b>	3,332	3,340	8	1

Source: U.S. Census, 1990, 2000

## Household Type

Table 5 contains a summary of households by type for Clinton and the State of Maine, as shown in the 2000 Census. Clinton has a higher percentage of family households (74.6%) than the State (65.7%), as well as married couple families (59.25% vs. 52.5%). Conversely, the Town has a lower percentage of non-family households (25.4% vs. 34.3%) and householders 65 years and over living alone (6.8% vs. 10.7%). There are six people in Clinton reported to be in group quarters.

<b>Table 5</b> Household By Type 2000				
	Clinton		Maine	
	#	%	#	%
All Households	1,278	100.0	518,200	100.0
Family Households	954	74.6	340,685	65.7
Married couple Families	757	59.2	272,152	52.5
Female Householder, no male	117	9.2	49,022	9.5
Non-Family Households	324	25.4	177,515	34.3
Householder Living Alone	243	19.0	139,969	27.0
Householder 65+ and Alone	87	6.8	55,483	10.7
Persons in Households	3,340	99.8	1,240,011	97.3
Persons in group Quarters	6	0.2	34,912	2.7
Institutionalized	-	-	13,091	1.0
Other	6	0.2	21,821	2.7

Source: U.S. Census, 2000

## Educational Attainment

Based on 2000 Census data, the population of Clinton that is 25 years and older has less formal education than the County or State as a whole. Approximately 80% of the Town's population has at least a high school diploma (compared to 85% at the County and State levels), and 9% has at least a bachelor's degree (compared to 21% at the County level and 23% at the State level).

**Table 6**  
Educational Attainment 2000

	Total# of Persons 25+ Years	%High School Grad Or Higher	%Bachelor's Degree Or Higher
Clinton	2,167	80%	9%
Kennebec County	79,362	85%	21%
Maine	869,893	85%	23%

Source: U.S. Census, 2000

## Median Household Income and Poverty

Based on 2000 census, the median household income in Clinton (\$32,419) is lower than that of Kennebec County (\$36,498) and the State (\$37,240). The percentage of the Town's population living below the poverty level (13.0%) is higher than in the County (11.1%) and in Maine as a whole (7.8%).

## Population Projections

In January of 2002, the State Planning Office released population projections by age category for every community in the State. Overall, the Town's projected growth rate is expected to be very modest. The projections for Clinton show very little growth in the "under 5" categories, declines in the "5-17" and "18-44" categories, but growth in the "45-64" and "65 and over" categories.

<b>Table 7</b> <b>Town of Clinton Population Projections</b>												
Age Group	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
0-4	233	235	237	239	241	242	244	247	248	249	250	249
5-17	580	564	548	534	522	513	506	502	500	502	504	507
18-44	1,282	1,273	1,262	1,254	1,245	1,237	1,230	1,228	1,229	1,231	1,234	1,233
45-64	939	963	988	1,008	1,023	1,040	1,053	1,064	1,061	1,058	1,056	1,058
65+	320	319	322	325	328	334	341	345	356	367	377	389
<b>Total</b>	<b>3,354</b>	<b>3,354</b>	<b>3,357</b>	<b>3,360</b>	<b>3,359</b>	<b>3,366</b>	<b>3,374</b>	<b>3,386</b>	<b>3,394</b>	<b>3,407</b>	<b>3,421</b>	<b>3,436</b>

Source: Maine State Planning Office

Table 8 shows how Clinton's population is expected to change between the year 2000 and 2015, and the extent to which the older age categories will dominate the anticipated increases. Growth in the "45-64" and 65+ categories will account for most of the Town's future growth.

<b>Table 8</b> <b>Clinton's population Growth, 200-2015</b>						
	2000 Population		2015 Population		Change, 2000-2015	
	#	%	#	%	#	%Change
Under 5	222	7	249	7	27	12
5-17	666	20	507	15	-159	-24
18-44	1,311	39	1,233	36	-78	-6
45-64	825	25	1,058	31	233	28
65+	316	9	389	11	73	23
<b>Total</b>	<b>3,340</b>	<b>100</b>	<b>3,436</b>	<b>100</b>	<b>96</b>	<b>3</b>

Source: U.S. Census, 2000 and Maine State Planning Office

The demographic changes expected to occur in Clinton are not unique to the community, but reflect statewide population dynamics. The final population table provides a comparison of Clinton's future population with that of Kennebec County and the State of Maine in the Year 2015. Clinton's "5-17" category will be about the same as the State's. There will be a slightly greater percentage of people in the "under 5," "18-44," and "45-64" categories, but fewer in the "65 and over" categories.

<b>Table 9</b> <b>Projected Population by Age Category, 2015</b>						
	Clinton		Kennebec County		Maine	
	#	%	#	%	#	%
Under 5	249	7	6,482	5	73,048	5
5-17	507	15	18,425	15	202,619	15
18-44	1,233	36	40,579	33	454,223	33
45-64	1,058	31	37,097	30	410,609	30
65 and over	389	11	20,064	16	221,746	16
<b>Total</b>	<b>3,436</b>	<b>100</b>	<b>122,647</b>	<b>99</b>	<b>1,362,245</b>	<b>99</b>

Source: Maine State Planning Office

#### Issues

1. The town needs to monitor demographic trends so that applicable plan policies may be modified to respond to changing conditions.
2. The town's population between 1990 and 2000 remained almost unchanged. Population projections anticipate an increase of only 96 persons in 2015.
3. Population increases that exceed projections need to be quickly identified.
4. Younger persons between 5 and 17 years old decreased in numbers between 1990 and 2000. This trend is expected to continue. School enrollment will be impacted.
5. The population is getting older. The median age increased from 30.8 years in 1990 to 35.7 years in 2000.
6. An older population will place different demands upon the community especially with respect to housing, health care and recreation.
7. What steps should the community take to respond to demographic changes?
8. How will demographic changes impact municipal spending priorities?

## **Housing**

### **Purpose**

The housing section will deal with a variety of housing related issues such as affordable housing, mobile homes, residential growth patterns, neighborhoods, building activity, subdivisions, multi-family housing, rural land development and future housing needs.

### **Neighborhoods**

Clinton has a traditional village with a mix of residential and commercial uses along its Main Street and a number of rural neighborhoods that have evolved over the years. The village area has old roots to a time when the town was fairly self-sufficient providing goods, services and jobs to many of its residents.

Other areas evolved into neighborhoods or into housing clusters over time sometimes as a result of subdivision development and other times homes clustered around an intersection or other land feature. The following is a list of some of the most prominent residential neighborhoods:

#### **Village:**

The village extends on both sides of Route 11/ Main Street beginning at Baker Street and extending towards Silver Street. It consist of a mix of residential, commercial, service and governmental uses. The area is also bounded by the Seabasticook River and the railroad line.

Pleasant Street: An area extending south of main Street towards Seabasticook Drive.

Bellsqueeze Road: An area extending from the Benton Town Line beyond the intersection with the Hinckley Road.

Route 23: Along Route 23 in the vicinity of the intersection with the Hinckley Road.

### **Subdivisions**

Subdivisions play a major role in housing development throughout the community. An advantage of a subdivision over incremental development is that a greater amount of planning goes into a subdivision project. The town has a subdivision ordinance that was updated as per the recommendations of the previous comprehensive plan. The following is a subdivision inventory for the town.



## Changes in Total Housing Stock

Table 10 includes a summary of the changes in total housing stock since 1980 in Clinton, a number of adjacent communities, Kennebec County and the State of Maine. Between 1980 and 1990, and total housing stock in Clinton grew by 280 units, or 30%. The Town's rate of increase was far greater than that of Kennebec County (14%) and the State of Maine (17%), and the fourth highest of all communities shown in the table. Between 1990 and 2000, Clinton grew by 183 housing units or 15%. This rate of growth was higher than the County and State rates (9% and 11%, respectively), and was tied for fifth highest of all communities shown in the table.

<b>Table 10</b> <b>Changes In Total Housing Stock</b>							
	1980	1990	2000	#	%	#	%
Clinton	946	1,226	1,409	280	30	183	15
Benton	737	876	1,069	139	19	193	22
Burnham	486	534	649	48	10	115	22
Canaan	560	792	979	232	41	187	24
China	1,224	1,703	2,029	479	39	326	19
Fairfield	2,271	2,658	2,801	387	17	143	5
Norridgewock	902	1,215	1,389	313	35	174	14
Skowhegan	3,301	3,895	4,165	594	18	270	7
Vassalboro	1,393	1,602	1,838	209	15	236	15
Winslow	2,845	3,274	3,591	429	15	317	10
<b>Kennebec County</b>	45,478	51,648	56,364	6,170	14	4,716	9
<b>State of Maine</b>	501,093	587,045	651,901	85,952	17	64,856	11

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

## Housing Types

The predominant housing type in Clinton is the single-family dwelling. Table II contains a breakdown of housing units in 2000 by housing type, as reported in the 2000 Census. In 2000, 63.7% of the housing units in Clinton were single family dwellings (detached and attached). This is less than the figure for Kennebec County (65.7%) and Maine (69.6%). Clinton had a much higher percentage of mobile homes (28.7%), than either the County or State (11.1% and 9.8%), but a lower percentage of multi-family dwellings (3.48%) compared to the other two jurisdictions (15.7% for the County, 14.7% for the State).

<b>Table 11</b> <b>Total Housing Units by Type of Structure, 2000</b>						
	Clinton		Kennebec County		State	
	#	%	#	%	#	%
Single-family, detached	885	62.8	36,247	64.3	439,459	67.4
Single-family, attached	13	0.9	789	1.4	14,387	2.2
Mobile home	405	28.7	6,250	11.1	63,902	9.8
Duplex	54	3.8	4,126	7.3	36,565	5.6
Multi-family 3-4 units	18	1.3	3,450	6.1	38,117	5.8
Multi-family 6-9 units	17	1.2	3,062	5.4	27,835	4.3
Multi-family 10-19 units	12	0.9	1,037	1.8	11,087	1.7
Multi-family 20+ units	0	0	1,332	2.4	18,738	2.9
Boat, RV, Van, etc.	5	0.4	71	0.1	1,811	0.3
Total	1409	100	56,364	100	651,901	100

Source: U.S. Census, 2000

### Growth by type of Structure, 1990-2000

As shown in Table 12, between 1990 and 2000, most of the housing growth in Clinton was in the form of detached, single-family dwellings (122 units). The number of mobile homes increased by 38. The number of duplexes and multi-family dwellings increased by 6 (in 1990, duplexes were statistically lumped with multi-family dwellings).

### Housing Projections,

The housing stock increased by 183 units between 1990 and 2000 and between 2000 and 2005 it increased by 94 units. The annual average growth rate has remained at 18 units per year for the past 15 years. It is prudent, based upon our historical growth rate and development patterns to project this current pattern to continue for the next 10 to 15 years.

**Table 12**  
Clinton Growth in Housing Types, 1990-2000

	1990	2000	#Increase	%Increase
			1990-2000	
Single-family, detached	763	885	122	16
Single-family, attached	13	13	-	-
Mobile home	367	405	38	10
2-4	65	72	7	11
5-9	18	17	-1	-6
10 or more	0	12	12	-
Boat, Rv, Van	-	5	-	-
Total	1,226	1,409	183	15

Source: U.S. Census, 1990, 2000

### Owner Occupied vs. Renter Occupied Dwellings

As shown in table 13, the percentage of owner-occupied dwellings in Clinton grew from 84% in 1980 to 90.7% but remained relatively constant in Kennebec County and the State. Clinton's year 2000 percentage of owner occupied year-round dwellings (90.7%) was much higher than Kennebec County's (70.9%) or the State's (71.6%).

<b>Table 13</b> <b>Owner Occupied vs. Renter Occupied Housing</b>					
	Total Occupied	Owner Occupied Dwellings		Renter Occupied Dwellings	
	#	#	%	#	%
Clinton					
1980	914	768	84.0	146	16.0
1990	1,153	981	85.1	172	14.9
2000	1,278	1,054	90.7	224	9.3
Kennebec County					
1980	38,579	26,909	69.8	11,670	30.2
1990	43,889	31,098	70.9	12,791	29.1
2000	47,683	33,933	71.2	13,750	28.8
Maine					
1980	395,184	280,377	70.9	114,807	29.1
1990	465,312	327,888	70.5	137,424	29.5
2000	518,200	370,905	71.6	147,295	28.4

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

## Housing Values and Costs

Based on 2000 Census data as shown in Table 14, the median value of a home in Clinton (\$77,100) was much lower than it was in Kennebec County (\$87,200) and the State as whole (\$98,700). Median owner costs with a mortgage (\$734) were also lower than those in Kennebec County (\$859) and the State (\$923), while median owner costs without a mortgage (\$281) were somewhat lower than in the County (\$303) and State (\$299).

Gross rent in Clinton (\$470) was higher than in Kennebec County (\$439) but lower than in the State (\$497). The percentage of people in Clinton paying 30% or more of their income on homeowner costs (24.0%) is higher than in the other two jurisdictions, and the percentage of renters paying 30% or more for rent (36.2%) is also higher than in the other two jurisdictions.

<b>Table 14</b> 2000 Housing Costs						
		Median Owner Costs			Median Rental Costs	
	Median Value Owner Occupied Unit	With Mortgage	Without Mortgage	30%or more of Income	Gross Rent	30% or more of Income
Clinton	77,100	734	281	24.0%	470	36.2%
Kennebec County	87,200	859	303	18.6%	439	35.7%
State of Maine	98,700	923	299	20%	497	24.7%

Source: U.S. Census, 2000

## HOUSING AFFORDABILITY

Based on information obtained from the Maine State Housing Authority, the median home in Clinton is affordable for the household with a median income, although prices have risen somewhat between 2000 and 2002. As shown in Table 15, Clinton had an affordability index of 1.42 in 2002 (an index greater than 1 is affordable; and index less than one is unaffordable).

<b>Table 15</b> Town of Clinton - Affordability Index					
Year	Index	Median Income	Median Home	Median Income can Afford	Income Needed
2000	1.47	32,419	58,450	85,678	22,116
2001	1.28	37,350	77,500	98,817	29,293
2002	1.42	35,667	69,750	25,149	25,149

Source: Claritas as indicated year/2000 Census and Statewide Multiple Listing Service

Table 16 shows that housing in 2002, the median home in Clinton was less in absolute dollars, and more affordable in terms of median household income, than in the Waterville housing market, Kennebec County, and the State of Maine. Table 17 shows that in 2002 in Kennebec County as a whole, the median home and the median rental was affordable for the median income household, as well as low income households, but not for very low or extremely low households.

<b>Table 16</b> 2002 - Affordability Index Comparisons					
Jurisdiction	Index	Median Income	Median Home	Median Income can Afford	Income Needed
Clinton	1.42	35,667			
Waterville	1.23	34,383			
Kennebec County	1.22	39,729			
Maine	0.89	42,029			

Kennebec County- 2002 HUD Income Limits and Home and Rental Affordability

Homes				Rental			
Income Range	HUD Income	Can Afford	Median Home	Index	Can Afford	Rent	Index
Extremely Low	12,950	33,877	89,900	0.38	324	555	0.58
Very Low <50%	21,550	58,136	89,900	0.65	539	555	0.97
Low<80%	34,500	94,745	89,900	1.05	863	555	1.55
Median	43,100	119,001	89,900	1.32	1,078	555	1.94
Moderate <150%	64,688	178,605	89,900	1.99	1,617	555	2.91

Source: 2002 HUD income limits, Statewide Multiple Listing Service, Quarterly Rental Survey and Maine Revenue Services

## HOUSING NEED

The Maine State Housing Authority has prepared an estimate of the overall housing need in Clinton. As summarized in Table 18, there is a need for 61 affordable rental units for families, and 7 affordable rental units for senior 65 years and older. In terms of seniors, there is an overall need for 8 affordable rental units, but one household is currently receiving a Section 8 rental voucher, leaving a need for 7. The extent to which the housing needs of these seven households are being met is not known. Based on similar evaluation which the Maine State Housing Authority conducted for the Waterville Labor Market area, there is a need for 246 subsidized rentals for seniors.

Table 18 Clinton Housing Need Summary		
	Families	Seniors 65 & Over
Number of renter households at 50% of median income	80	8
Number of subsidized units available	19	1
Non-project based (Section 8 Vouchers)	19	1
Number Affordable Rental Units Needs	61	7

## **Housing Condition**

Most of the housing stock was constructed since 1970. A total of 68.5% of housing was constructed between 1970 and 2000. The remaining 31.5% was constructed prior to 1969 and 18.3% was constructed 1939 or earlier. It is interesting to note that between 1970 and 1989 a total of 685 housing units were constructed accounting for a 48.6% of the town's housing stock.

The housing stock should be in relative good condition considering its age. The town has used CDBG Housing Programs in previous years to address sub-standard housing. It would be beneficial to continue interest in this program to address housing affordability and poor housing conditions.

## **Mobile Homes**

Clinton has 405 mobile homes which make up 28.7% of the housing stock. The town has one of the highest percentage of mobile homes in Kennebec County. Mobile homes provide many families an affordable housing opportunity and the current trend is the placement of a mobile home on a individual lot usually in the rural areas of town.

## **Housing Affordability**

An important goal of the Growth Management Law is for towns to plan to have at least 10% of its new housing affordable for households earning up to 80% of the median income. The town will reach this important goal by monitoring housing prices and by cooperating with local and regional affordable housing groups such as the Kennebec Valley Community Action Program, MSHA and Habitat for Humanity.

## **Issues**

- Despite the slow population growth between 1990 and 2000 the number of new housing units increased by 183 units.
- 2 Can existing municipal services handle increased housing?
  - 3 Where is new housing being located?
  - 4 Between 2000 and 2004 the town added 79 new housing units - an average of 19 units per year.  
The average between 1990 and 2000 was 18 units per year.
  - 5 Since the population is not increasing despite the increase in housing it would appear that this discrepancy is due to a declining household size.
  - 6 Seasonal housing does not play a significant role in the town.
  - 7 Is there a need for elderly housing?
  - 8 Mobile home make up a significant portion of the town's housing stock
  - 9 What are the housing and life quality issues for the community? Junk Yards?.
  - 10 Should new housing be directed towards the village and neighborhoods?
  - 11 How is the existing zoning working? Is new development being directed into the village and residential districts?
  - 12 Are the subdivision standards promoting open space design subdivisions working?



## Economy

### Purpose

The economy section of the plan seeks to describe trends in the local economy and identify opportunities in public policy to enhance the attractiveness of Clinton for economic growth and development.

The following tables summarize the State's projections for Maine and Kennebec County.

Table 1. Population projections (Kennebec County's rate is 11th out of 16)					
	1990	2000	2005	2010	Average Annual Rate 2000-2010
Maine	1,231,719	1,276,961	1,303,524	1,335,757	0.5%
Kennebec Co.	116,293	117,149	117,866	119,317	0.2%
Table 2. Population Projections (Kennebec County's rate is 8th out of 16)					
	1990	2000	2005	2010	Average Annual Rate 2000-2010
Maine	706,932	795,485	868,702	945,047	1.7%
Kennebec Co.	72,948	75,313	80,941	85,978	1.3%
Table 3. Population Projections (Kennebec County's rate is 9th out of 16)					
	1990	2000	2005	2010	Average Annual Rate 2000-2010
Maine	8,929.60	13,889.50	17,128.10	22,668.80	5.0%
Kennebec Co.	815.00	1,129.00	1,496.00	1,891.20	4.5%
Table 4. Population Projections (Kennebec County's rate is 11th out of 16)					
	1990	2000	2005	2010	Average Annual Rate 2000-2010
Maine	17,473	25,380	31,659	39,165	4.4
Kennebec Co.	19,032	25,309	31,132	37,710	4.1

The bottom line for the Town of Clinton is that the community is located in a region of the State that is expected to experience only modest growth during the next few years. It is logical to assume that conditions in downtown Clinton can improve along with the local economy, but that the overall gains will be modest for the foreseeable future.

## Employment Levels

As shown in Table 5, the labor force in Clinton has remained relatively constant during the 10-year period from 1993 to 2002. The unemployment rate was over 10% in the early 1990's, then gradually improved before beginning a slight increase in 2001. Table 6 shows that Clinton's unemployment rate has always been a point or two above the unemployment rate in the Waterville Labor Market Area, and even higher than the overall State unemployment rate.

<b>Table 5</b> Clinton Employment Levels 1993-2002				
Year	Labor Force	Employed	Unemployed	Unemployment Rate
2002	1,664	1,543	121	7.3
2001	1,674	1,568	106	6.3
2000	1,703	1,597	106	6.2
1999	1,668	1,546	122	7.3
1998	1,651	1,516	135	8.2
1997	1,675	1,515	160	9.6
1996	1,655	1,519	136	8.2
1995	1,605	1,457	148	9.2
1994	1,664	1,482	182	10.9
1993	1,714	1,537	177	10.3

Source: Maine Department of Labor, 2004

**Table 6**  
Local, Regional and State Unemployment Rates, by Percent

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Clinton	10.3	10.9	9.2	8.2	9.6	8.2	7.3	6.2	6.3	7.3
WLMArea	9.3	9.1	7.8	6.8	7.0	6.0	5.1	4.1	4.4	5.3
Maine	7.9	7.4	5.7	5.1	5.4	4.4	4.1	3.5	4.0	4.4

Source: Maine Department of Labor, 2004

## Place of Work

According to the 2000 Census, of the 1,413 residents of Clinton who reported their job locations, 282, or about 20%, were employed by businesses located in Clinton (see Table 7). The remaining 1,131 or 80% of the total, worked outside of town. The principal job locations outside of Clinton were Waterville (500 persons or 35%), Fairfield (153 persons or 11%), and Augusta (111 persons or 8%). As shown in Table 8, there were 633 people in 2000 who reported working in Clinton. Of these, 282, or 45%, lived in Clinton.

Table 7 Place of Work- Clinton Residents					
Place			Place		
	#	%		#	%
Clinton	282	20	Skowhegan	83	6
Augusta	111	8	Waterville	500	35
Bath	18	1	Winslow	42	3
Benton	18	1	Other	156	11
Fairfield	153	11	<b>Total</b>	<b>1,413</b>	<b>100</b>
Pittsfield	50	4			

Source: U.S. Census, 2000

Table 8  
Residents of People who work in Clinton

Place			Place		
	#	%		#	%
Clinton	282	45	Skowhegan	16	3
Benton	39	6	Waterville	15	2
Canaan	25	4	Winslow	24	4
Fairfield	35	6	Other	170	27
Pittsfield	27	4	<b>Total</b>	<b>633</b>	<b>101</b>

Source: U.S. Census, 2000

### Means of Commuting to Work

As shown in table 9, a greater percentage of Clinton residents (85.9) drove alone to work by car, truck or van than at the County (79.2%) or state level (78.6%). Mean travel time to work for Clinton Residents (22.2 minutes) is what is for Kennebec County (22.6 minutes) and the State of Maine (22.7 minutes). Approximately 4.8% of the workforce in Clinton worked at home in 2000. Comparable figures for the County and State were 4.2% and 4.4%, respectively.

Table 9 Commuting to Work						
	Clinton		Kennebec County		Maine	
	#	%	#	%	#	%
Workers 16 & over	1,444	100.0	55,351	100.0	615,144	100
Car, Truck, Van or drove alone	1,240	85.9	44,606	79.2	483,317	78.6
Car, Truck, Van or carpooled	90	6.2	6,435	11.4	69,208	11.3
Public Transportation	-	-	424	0.8	5,217	0.8
Walked	34	2.4	2,003	3.6	24,700	4.0
Other means	10	0.7	515	0.9	5,740	0.9
Worked at home	70	4.8	2,368	4.2	26,962	4.4
Mean Travel time to work in minutes	22.2	-	22.6	-	22.7	-

Source: U.S. Census, 2000

## Employment by Industry

In 1990, approximately 21.5% of the Town's work force was employed in manufacturing. Over the years, the statewide decline in manufacturing jobs, including those in the paper mills, has had an impact on Clinton. Based on 2000 Census data, just 15.9% of the town's population was employed in manufacturing. However, this is still higher than in Kennebec County (11.9%) or Maine (14.2%).

Table 10 contains a breakdown of the labor force by industry for Clinton, Kennebec County and the State of Maine as reflected in the 2000 Census. The largest single employment category for Clinton residents is "education, health and social services" (24.1%). The Town has a higher percentage of its workforce employed in "agriculture, forestry, fishing, hunting and mining" (5.4%) than the County (1.5%) or State workforce employed in "agriculture, forestry, fishing, hunting and mining" (5.4%) than the County (1.5%) or State (2.6%). Clinton has a higher percentage of workers employed in "wholesale trade (6.5% vs. 4.2% and 3.4% in the County and State), but lower percentage in "retail trade" (9.9%, vs. 13.1% and 13.5% in the County and State).

Clinton has a higher percentage of workers employed in "transportation and warehousing, utilities" (10.0%) than the other jurisdictions (5.0% and 4.3%), and a smaller percentage employed in "finance, insurance, real estate, rental and leasing" (6.2%), as well as "professional, scientific, management, administrative" (2.0%) and "arts, entertainment, recreation, accommodation and food services" (3.2%).

<p><b>Table 11</b> Labor Force by Occupation- 2000</p>						
	Clinton		Kennebec County		Maine	
	#	%	#	%	#	%
Management, professional & related	318	21.3	18,951	33.2	196,862	31.5
Services	240	16.1	8,467	14.8	95,601	15.3
Sales & Office	362	24.3	15,228	26.7	161,480	25.9
Farming, fishing & forestry	36	2.4	430	0.8	10,338	1.7
Construction, extraction, maintenance	203	13.6	6,145	10.8	64,064	10.3
Production, transportation, materials moving	332	22.3	7,829	13.7	95,666	15.3
Total	1,491	100	57,050	100	624,011	100

Source: U.S. Census, 2000

The US Census provides another way to view the workforce, and that is by class of worker. The breakdown shown in Table 8, as reported in the 2000 Census, is very different for Clinton, Kennebec County and the State of Maine. The biggest difference may be that Clinton has a higher percentage of "private wage and salary workers" (81.2%) than the County (69.9%) or State (75.9%).

**Table 12**  
Class of Workers

	Clinton		Kennebec County		Maine	
	#	%	#	%	#	%
Private wage & salary workers	1,210	81.2	39,858	69.9	473,794	75.9
Government workers	173	11.6	12,217	21.4	90,388	14.5
Self employed workers in own not incorporated business	108	7.2	4,808	8.4	58,153	9.3
Unpaid family workers	-	-	167	0.3	1,676	0.3
Total					624,011	100

Source: U.S. Census, 2000

## Income Levels

As shown in Table 13, median household income in Clinton(\$32,419) is lower than it is in Kennebec County (\$36,498) and the State (\$37,240). Clinton has higher percentages of its households in the lower income brackets than either Kennebec County or the State.

Table 13 Household Income 1999						
	Clinton		Kennebec County		Maine	
	#	%	#	%	#	%
Less than \$10,000	100	7.8	5,073	10.6	53,259	10.3
10,000-24,999	388	30.2	10,976	23.0	115,864	22.4
25,000-49,000	479	37.2	16,103	33.7	168,462	32.5
50,000-99,999	269	20.9	12,819	26.9	143,764	27.8
100,000-199,999	34	2.6	2,314	4.9	30,214	5.8
200,000 or more	16	1.2	453	0.9	6,809	1.3
Total	1,286	99.9	47,738	100	518,372	100
Median household income	32,419	-	36,498	-	37,240	-
Persons below poverty	435	13.0	12,637	11.1	135,501	10.9

Source: U.S. Census, 2000

## Income Sources

As shown in table 14 a little under 80% of the households in Clinton reported income from earnings, with mean earnings of \$39,351 - significantly below mean earnings of \$44,841 at the County level and \$46,912 at the State level. A little less than a quarter of Clinton's population (23.9%, compared to 28.4% at the County and 29.9% at the State level) reported income from social security, while just 13% reported receiving retirement income.

In Clinton, the mean social security income was \$10,593 (higher than County or State figures) and the mean retirement income was \$21,405 much higher than the County figure of \$15,756 and the State figure of \$15,211.

Table 14 Income Sources						
	Clinton		Kennebec County		Maine	
	#	%	#	%	#	%
With earnings	1,019	79.2	37,079	77.7	406,912	78.5
Mean earnings	39,351	-	44,841	-	46,990	-
With social security Income	307	23.9	13,556	28.4	149,727	29.9
Mean social security Income	10,593	-	10,035	-	10,569	-
With supplemental Security Income	55	1.3	2,417	5.1	23,712	4.6
Mean supplement Security Income	7,124	-	5,998	-	6,084	-
With public assistance income	78	6.1	2,487	5.2	24,918	4.8
Mean public assistance income	1,660	-	2,196	-	2,173	-
With retirement income	168	13.1	8,742	18.3	90,049	17.4
Mean retirement income	21,405	-	15,756	-	15,211	-

Source: U.S. Census, 2000



## Consumer Taxable Retail Sales

Consumer taxable retail sales provide a measure of retail market strength. As shown in Table 15, per capita retail sales in 2000 in Clinton \$1,455 were significantly below the State figures \$9,542. Clinton's growth in retail sales was significantly below the State's growth. Between 1985 and 2002, taxable retail sales in Clinton increased from \$3.1 million to \$5.066 million, or about 63%, while taxable sales at the State level grew from \$5.710 billion to \$12.977 billion, or about 127%. The lag in local taxable retail sales is likely to continue because of the proximity of Clinton to service center communities and the fact that 80% of the town's work force is employed outside the community.

**Table 15**

Total Consumer Taxable Retail Sales (in thousands of dollars)			
(per capita expenditures for 2000 in italics)			
	Clinton <i>\$1,455</i>	Waterville Economic Summary Area	State of Maine <i>\$9,542</i>
1985	3,100	261,237	5,709,977
1989	3,630	292,068	6,362,236
1998	4,618	399,661	10,734,751
1999	4,777	423,396	11,638,157
2000	4,860	429,722	12,165,700
2001	4,824	448,793	12,413,335
2002	5,066	488,231	12,977,160

Source: Maine State Planning Office

## Issues

- 1 The town supports the First park Development in Oakland.
- 2 Most residents work in Waterville.
- 3 A high percentage of workers are employed in manufacturing as compared to Kennebec County.
- 4 Only 9% of persons over 25 years old have a Bachelor's degree or higher, as compared to 21% in Kennebec County.
- 5 The median household income of \$32,419 is lower than the Kennebec County median of \$36,496.
- 6 The median income has remained close to the 1999 levels reported in the Census, despite higher projections listed in other studies.
- 7 The workforce is dependent upon the health and vitality of the regional economy.
- 8 How does the town participate in regional economic planning?
- 9 What should be the town's economic strategy in addition to the recommendations contained in the Downtown Study?
- 10 How should the town continue to support agricultural and forestry?
- 11 Home occupations will continue to be popular activities?
- 12 How is the town served by high speed internet service?

## Archeological and Historic Resources

### Purpose:

The purpose of this section is to identify the town's archeological and historic resources and to identify strategies that will preserve the distinctive archeological and historic characteristics of the town. The task of preserving the places, buildings and memories of the past is important for the legacy of the community. The remaining evidence of our ancestors whether it consists of cemeteries, old homes, records and books, or prehistoric sites, all contributes to the individuality and identity of our town.

### Brief History of Clinton:

The following information on Clinton's history was obtained from *History of Clinton, Maine* written by Major General Carleton Edward Fisher in 1970.

The area which is now known as Clinton was obtained in the 1700's by the Kennebec Purchase Company. In 1763 the Company offered settlers 200 acres lots if they settled on the land, built a house to certain specifications, worked the land, and lived there for at least seven years. This was done with the hope that homesteading some of the land would make the remaining land worth more money. The town ultimately benefitted from this method of settling the land since it grew in an orderly, systematic fashion.

The first settlers who arrived before 1782 were poor but industrious and daring, as evidenced by their leaving well-established towns in Massachusetts and New Hampshire and entering the wilderness. The area was inhabited with Indians and the white settlers were beyond the protection of Fort Halifax. It was not until after the war of 1812 that the settlers felt safe from Indian threats. The first white settler in Clinton was Ezekiel Chase JR. Who settled at some point between 1761 and 1768 before the Kennebec Purchase Company claimed the area.

The area was officially incorporated by the Commonwealth of Massachusetts in 1795. Captain Samuel Grant, a highly respected citizen of the town, was in the revolutionary war under General Clinton, whom he deeply admired, and chose the name Clinton to honor him. The town began a system of annual town meetings. The first Clinton Town hall was built in 1893.

Prior to 1795, there was no formal education available for the children in Clinton. However, in 1795, the townspeople began to appropriate money for schools. One man school committees were set up for various districts within the town and classes were held in private homes until some of the districts constructed their own school houses. There are no records to determine when the first school houses were built. By 1856 the town realized the need for consolidation and established a system of three school supervisors to oversee education in the town. The Clinton High School was established in 1873; the building was closed in 1967 and burned in the early 1970's. Five students graduated from the first class in 1902. In 1965 Clinton joined with Benton and Fairfield to establish School Administrative District 49.

Mills were a major part of Clinton's economy from the first fifty years of the town's history. The first mills were sawmills which provided lumber and shingles to build cabins. The first sawmill was established by Jonathan Philbrook who settled in the town in 1773. Eventually gristmills were set up, followed by manufacturing mills for furniture, coffins, doors and other products.

Water was the primary method of transportation in Clinton before the first railroad came to town in 1855.

Goods were brought up the Kennebec River and some early settlers also arrived by boat. A map in 1796 show one road located along the east bank of the river. More roads were built after 1798 when the town began to appropriate money for this purpose.

In 1900 the Brown memorial Library was opened to the public. The library was given to the town by William W Brown, a Clinton native. Between 1877 and 1909, the Clinton Advertiser, the town's first newspaper, was established by Benjamin T. Oster. The first Clinton Post Office was erected in 1811 and the first telephone system in town was Independent Telephone Company. The Seabasticook Lodge No. 146 A.F.& A.M. is the oldest fraternal body still active in the community.

## Prehistoric Archeological Sites

Prehistoric archeological sites reveal information about native American inhabitants which did not leave any written records. The following four types of sites are significant:

Habitation/workshop sites are next to canoe-navigable waters. Lithic quarries are places where stone raw materials are gathered.

Cemeteries are found on well-drained sandy or gravelly sand soils usually near a river or lake. Rock art sites are found immediately next to canoe-navigable waterways on bedrock outcrops.

The Maine Historic Preservation Commission has identified four prehistoric archeological sites, one on the banks of the Sebasticook River, one on the bank of the Kennebec River and two on Carrabassett Stream.. Professional archeological survey in Clinton has been limited to new powerline/gas p pipeline corridors. The Maine Historic Preservation Commission has supplied the map titled" Areas Sensitive for Prehistoric Archeology.

A prehistoric archeological site survey could reveal additional locations and would be a worthy project for the town to undertake. The Historic Preservation Commission has recommended a professional archeological survey in advance of ground disturbance on the banks of the Kennebec and Sebasticook Rivers, Carrabassett Stream, an on sandy outwash soils near small streams and hill tops.

If a survey cannot be performed in a timely manner then finding other ways to protect potential sites is important. The State Subdivision law and the Shoreland Ordinance both require that a review of existing records be conducted to determine whether any archeological or historic sites will be affected by the proposed development. The Shoreland Zoning Ordinance also requires a 75 or 100 foot setback from waterbodies which already provides some protection for potential sites that may be located adjacent to waterbodies. The town needs to make sure that the Code Enforcement Officer and the Planning Board are properly applying these existing protection measures in order to provide some level of site protection.

An additional level of oversight would be requirement that all development check available data for potential archeological or historic sites prior to development, and a requirement that mitigation be required if a site is identified. The Maine State Historic Preservation Commission can provide data and predictive maps showing those areas that require attention.

## Historic Archeological Sites

The Maine State Historic Preservation Commission has identified the Clinton Iron Foundry as a historic archeological sites in the community. The site is identified as an American ironwork. The potential for locating additional sites is possible. Professional survey for historic archeological sites has not been conducted in Clinton. Future fieldwork could focus on agricultural, residential and industrial sites relating to the earliest Euro-American settlement of the town beginning in the 1770s.

## Historic Buildings/Structures and Objects

The Maine State Historic Preservation Commission has identified the Brown Memorial Library as the only building listed on the National Register of Historic Places. A comprehensive survey of the town's above-ground historic resources would be beneficial to identify other properties that could be eligible for nomination to National Register of Historic Places.

## Local Historic Sites and Places

The following is a partial list of significant places in the town.

- 1 Brown Memorial Library
- 2 Former Town Hall
- 3 Former Clinton Mill Site
- 4 Cemeteries:
  - Potter Cemetery
  - Town House Hill Cemetery
  - Evergreen Cemetery
  - Joy Cemetery
  - New Village Cemetery Village
  - Cemetery Nobles Ferry Cemetery
- 5 Museum located at the Fairgrounds
- 6 Clinton Gore (Achieved fame during the Clinton presidency)
- 7 Clinton Fairgrounds
- 8 Barns and other agricultural structures
- 9 Civil War Statue
- 10 A group of Victorian homes in the village.
- 11 Grange hall
- 12 Baptist Church on Route 23 and the River Road
- 13 Church Meeting House
- 14 Former High School
- 15 Town Hall (The storage site of many historic town records. The records are not currently cataloged.)
- 16 Site of a former Axe Handle Factory
- 17 Site of the Former Eastland Woolen Mill
- 18 Railroad

## **Clinton Historical Society**

The Clinton Historical Society has a long record of promoting the town historic resources. They maintain historic artifacts and records at the Brown Library. The society would take a lead role in implementing policies recommended in this plan to promote and preserve archeological and historic resources.

## **Scenic Resources**

Although scenic resources may not traditionally be considered as historic resources, they nevertheless can be highly valued by citizens. Often scenic vistas are viewed by residents as part of their towns identity. The following is a partial list of some scenic areas. The scenic areas identified are only those which can be viewed from public locations or roads.

Two scenic views along the Hill Road  
Battle Ridge Road  
Upper Bellsqueeze Road, Holt Road  
Lions Club Fairgrounds  
Golf Course  
View from the Dam  
Old barns and other agricultural structures.  
Views of farms and pasture from roadways.

## **Issues**

1. The town needs to conduct surveys to determine locations of archeological and historic sites. How should these surveys be funded?
2. What additional steps should the town take to protect archeological and historic sites from development?
3. Are the existing provisions in the Subdivision and Shoreland Ordinances adequately used to identify potential archeological and historic sites prior to development?
4. How can the town continue to support the efforts of the Historic Society?
5. How should the town maintain its historic records and artifacts?
6. How should the town deal with its scenic resources? Should these areas be afforded some protection?

## Recreation and Cultural Resources

### Purpose

The purpose of this section is to inventory all of the town's recreational and cultural facilities and programs and to identify current and future needs.

### Public Facilities for Clinton and the Region

Name of the Facility	Location and Brief Description
Clinton Elementary School	Facilities include a gym and playground
MARA recreational area	Ball Fields
Lake George	Located on Route 2 in Canaan it offers swimming and boating.
Clinton Fairgrounds	Lion's Club Fairgrounds located on Route 100
Sebasticook River access	Boat launch along the Sebasticook River
Cindy Blodget Park	Park located behind the Town office
Kennebec River boat access	A boat launch is located in Hinckley along Route 23 in Fairfield

### Youth Recreation Programs

The Clinton Parks and Recreation Board and PAL operates the majority of the youth recreation programs. Activities take place at the MARA Sports Complex and the Cindy Blodget Park. Activities include: baseball, softball, basketball, volleyball and soccer.

### Private Recreational Facilities

The following table shows some of the local private recreational and cultural facilities. Clinton residents may also take advantage of recreational opportunities in neighboring communities especially Waterville.

Private Recreational Facility Table

Facility	Description
Snowmobile Trails	Trails maintained by the Town and Country Trailriders.
Clinton Golf Course (Nine Hole Course)	Clinton Golf Course ( Other area golf courses are located in Albion, Belgrade, Waterville, and Vassalboro)



### **Private Use of Public Lands**

A great deal of outdoor recreation including hunting, fishing, hiking and trails occurs on private land with the generous permission of individual landowners. Maine has a strong tradition of access to private lands for recreation and a similar tradition for how the public should respect the land. Unfortunately in some situations people have abused this privilege and caused property damage. Landowners often feel they must post their land to stop further abuses. The result is that many areas are off limits for public recreation. Another reason for the reduction of public access is residential development into rural areas. Currently there appears to be ample land available for public access, however, this situation should be monitored by the community.

### **Walking and Biking Trails**

Both walking and biking are popular activities for many residents. The village area offers some sidewalks and roads with a lower speed limit than the state and rural roads.

The Hinckley Road has paved shoulders and is also suitable for safe bike and pedestrian traffic. Other roadways with gravel shoulders are less desirable for bike traffic but are suitable for walking depending upon the shoulder width.

The Recreation Board is currently working on a trail connection between the Sebasticook River landing and the MARA recreational area.

### **Recreational Programs for Adults and the Elderly**

A variety of outdoor recreational opportunities can be found in Clinton and surrounding towns including: walking, snowmobile trails, hunting, fishing, and boating. Likewise active recreational activities such as bowling can be found in Waterville. Targeted activities for the elderly are available through regional groups such as Senior Spectrum. It will become increasingly important to address adult recreation due to the increasing number of older citizens.

### **Water Access for Recreation**

A boat access site and adjacent park is available along the Sebasticook River. An annual river boat race takes place along the river between Burnham and Clinton. The town does not have swimming access to any of its waterways. However, public swimming is available at Lake George in Canaan. A boat launch site on the Kennebec River is also located in Hinckley.

## Clinton Parks and Recreation Board

The Parks and Recreation Board consists of five members and is responsible for the town's recreation programs and facilities. They also work in cooperation with other groups such as PAL..

### Parks and Recreation Comparison Table

The Bureau of parks and Recreation provides recreation facility standards based upon the bureau's standards and small town averages. The following table has been adjusted to reflect Clinton's population of 3,340 persons. The comparison is only intended to inform a municipality about how their recreational programs and facilities compares with other communities. Each town will identify their own recreational needs based upon the interest of their citizens.

Activity	Clinton	Small town Average	Bureau Standard
Park acreage		33.8 acres	n/a
Baseball Fields	3	1.5 fields	.56 fields
Softball fields		1.4 fields	1 field
Multi-use fields	1	1.4 fields	.73 fields
Basketball courts	2	1.4 courts	1.6 courts
Tennis courts	0	1.9 courts	1.6 courts
Recreation hall	1 gym/hall	.33 halls	3.3 halls
Playgrounds	1	1.9 playgrounds	1.6 playgrounds
Picnic tables	2	8.3 tables	6.6 tables
Swimming pools	-0-	2,617 square feet	3.3 pools
Boat ramp parking		14.6 spaces	N/A
Nature trails	0	1 mile	3.3 miles
Exercise trail	0	n/a	3.3 miles
Bike route	0	n/a	n/a
X country ski trail	0	3.7 miles	3.3 miles
Ice skating	1 outdoor rink	8,976 square feet	n/a
Sled areas	0	n/a	n/a



## **Recreation Needs**

The following are some of the town's recreational needs: walking trails, multi-purpose trails, band stand, community open space, and river access sites.

The Downtown plan also recommends an establishment of a nature/walking trail connecting existing green spaces in the downtown. Sidewalk improvements along Main Street and other village streets are also recommended. The plan also recommends additional recreational access and facilities along the Sebasticook River throughout the Downtown including a trail along the river.

### **Issues:**

1. Provide additional Kennebec and Sebasticook River boat access.
2. Are there ways for the town to cooperate with other communities to provide some recreational programs and facilities.
3. What recreational programs will be needed to address the needs of adults and the elderly?
4. Should we develop a long term plan with MOOT to pave road shoulders in order to accommodate bike travel?
5. Should the town develop a master trail plan for the community?
6. What are our recreational needs?
7. Improving recreational access such as trails and water access in the Downtown.

## **Transportation**

### **Purpose**

The purpose of this section is to inventory and analyze the town's transportation system, including roads, rail, airports and pedestrian ways.

### **General Transportation**

The town is dependent upon the automobile for access to work, shopping, services and recreation. Most residents work in Waterville which is the major service center for the immediate region. Bangor which is easily accessible by Route 95 provides residents with a wider range of goods and services.

Route 95 extends through the south eastern portion of the town and includes the Hinckley Road Exit which connects Route 23 and Route 100. Route 23 is located in the north western portion of the town and extends only a short distance in Clinton connecting Fairfield and Canaan. Route 100 runs through the southern eastern portion of town and serves our Main Street/Downtown connecting Benton and Pittsfield.

The town has identified a number of transportation priorities including significant recommendations contained in the Downtown plan for improving Main Street, parking, sidewalks, road landscaping, traffic improvements and gateway signs. The following is a list of our major transportation priorities:

1. Implement the transportation related recommendations contained in the Downtown Plan to improve the Main Street and surrounding area.
2. Improve the sidewalks in the Downtown area and provide trail connections to other parts of the town.
3. Include the rail transport in all transportation and land use planning especially relating to commercial and industrial activities.

### **Road Condition Summary**

The town has invested significantly over the past 10 years on a number of road improvement projects Roads are in generally good condition, however, some areas still require attention. On-going road maintenance is an annual expense that always requires attention and sufficient funding.

Major road work in previous years was financed largely from the town surplus fund balance. The fund can no longer sustain significant withdraw for future road projects. Future projects will need to be funded from the general fund or bonded.

### **Road Committee**

Road projects are planned by the Road Committee and the Town Manager The public works department handles most road maintenance tasks and major road work and snow plowing are performed by contract. The existing process works well and has enabled the town to adequately maintain its road infrastructure.

### **Road Condition Table**

The following table shows all of Clinton's roads and provides mileage, and road condition.

## Traffic Count

The Traffic Count Table shows the Average Annual Daily Traffic (AADT) which is the average number of vehicles that pass by a given point on a road during a 24-hour period. The Maine Department of Transportation takes these counts typically ever three years.

Road Name	Traffic Count Location	1996	1998	2001	2002	2003
95 south	North, off ramp to Hinckley Road			8,710		9,360
95 south	North, on ramp from Hinckley Road			8,410		8,910
95 north	North, on ramp from Hinckley Road	7,233		8,260		8,510
95 north	North, off ramp to Hinckley Road	7,283		7,770		8,010
Route 11	East of Railroad Street	4,620	5,080	4,460	4,680	
Route 11	West of Pleasant Street	6,390	7,030		6,570	
Route 11	South west of Greenlawn Cemetery			3,260		2,980
Route 11	Northeast of Channing Rd	2,580	2,790	2,480		2,490
Route 23	East of location # 567	2,590	2,550	2,860		2,880
Route 23	At the Fairfield town line	3,640	3,880	4,200		4,330
Baker St.	West of Route 11		4,680	4,420		4,770
Hinckley Rd.	West of Route 95 south bound ramp					2,360
Hinckley Rd.	South east of location # 569	1,340	1,280	1,510		1,330
Hinckley Rd.	North west of location# 569	1,160	1,210	1,310		1,190
Railroad St.	North of Route 11	2,940			3,090	3,320
Pleasant St.	South of Route 11	1,370		1,570	1,390	1,350
Pleasant St.	South of Pearl Street		860			900
Hill Rd.	North west of Mutton Lane	1,540				1,610
Mutton Lane	North of Hill Road	960				990
River Rd.	South of Route 23	1,050	950	990		1,190
Battle Ridge	North east of location # 462	560	550	660		610
Tardiff Rd.	South west of location# 462			980		830
Morrison Av	North west of Route 11					520
WinnAve.	East of Railroad Ave.					280
Channing Rd.						290

Overall traffic has remained stable or risen modestly throughout the town. Traffic at the Hinckley Interchange on Route 95 has risen at a steady pace since 1996. While The traffic along Route 11 appears to have peaked between 1998 and 2001. The traffic count along Route 11 has declined as per the 2003 data. Traffic on Route 23 has risen modestly and activity along the Hinckley Road has remained stable.

Route 11 is classified as a collector and is the most active corridor through the town. The Route 11 corridor including Baker Streets through the Downtown comprise the most intensively traveled areas of the community. The area along Baker extending to the Hinckley Road should also be included. This area already serves as the civic, commercial and social hub of the town and in deserves special attention by linking land and transportation planning. The Downtown Plan already contains many recommendations to improve the immediate Downtown area and this effort should be expanded throughout this corridor.

#### **Maine Department of Transportation Traffic Access Rules**

Traffic access rules govern the design, placement and construction of all driveways and entrances onto all State and State Aid Roads generally driveways would be used by homes and other low traffic land uses and entrances would be used by commercial and other high traffic activities. All driveways and entrances must met basic standards for sight distance, minimum widths, drainage, distance from road comers, intersection angles radius of edges and provide a turn-around for vehicles. Entrances on arterials and major collectors are also subject to additional requirements.

Traffic access rules are designed to allow vehicles to safely enter and exit the roadway and to allow for the smooth flow of traffic along the road. The following roads in Clinton will be subject to the State Traffic Access Rules: Route 11, Route 23, River Road, Baker Street, Hinckley Road, and Pleasant Street. Land use activities in addition to meeting local zoning and site review requirements will also need to comply with the State Traffic Access requirements.

#### **Local Traffic Access Provisions**

The existing Zoning ordinance in the Site Review Section basic traffic access provision which will apply to most commercial and high traffic activities throughout the town. Likewise subdivisions roads must also conform to road construction standards. It would be beneficial for the town to periodically review the effectiveness of its existing traffic access requirements to make sure that proposed driveways, entrances and new roads are safely designed and constructed.'

#### **Parking Requirements**

The existing zoning ordinance contains minimum parking requirements. The Downtown plan recommends that the Downtown parking requirements be revised to allow greater flexibility, allow for shared parking and be less stringent. These recommendations along with the installation of a public parking lot and related traffic and sidewalk improvements deserve attention.

## **Sidewalks**

The Downtown and some of the adjacent roads have sidewalks in varying condition. The Downtown Plan recommends the following:

1. Upgrade existing main Street sidewalks.
2. Extend sidewalks on the river-side for Maine Street from the Clinton Variety to the Mill Site.
3. Extend sidewalks on the following roads: Pleasant Street, Silver Street, Church Street, Comshop Road, Spring Street and Morrison Avenue.
4. Construct new sidewalks on Lamb and Winn Avenues. Ensure that all sidewalks are ADA compliant.

### **Install Crosswalks in appropriate places.**

Improvements to Downtown sidewalks will also connect to plans for recreational trails and providing exercise opportunities for adult and elderly residents. Sidewalk and trail connections could tie the Sebasticook River and outlying rural portions of the town..

## **Downtown Plan**

Some specific elements contained in the Downtown Plan which is included as an appendix to the comprehensive plan are discussed throughout the Transportation Section. The plan contains many recommendations and are included as policies in this plan.

## **Traffic and Road Problem Locations**

The following is a list of traffic and road problem areas including high accident locations. Some areas will require co-operation with MOOT because it involves a State Route and others will require local solutions.

The map on the preceding from the MOOT page shows High Crash locations and scheduled for repair.. The Sebasticook River bridge is scheduled to be rebuilt in 2006.

Portions of Route 11/100 through the village.

Railroad tracks and road crossings through the village area need attention. Goodridge

Road near the Canaan town line need pavement work.

Speeding is an issue along Route 11/100 from the water tower through the downtown. Water flooding occurs on the Johnston Flats Road near the Pittsfield town line. Speeding is an issue on Pleasant Street.

There is poor sight distance at the intersection of Water and Pleasant Streets. Goodridge road needs to be paved.

Whitten Road needs to be paved.

A portion of the Upper Bellsqueeze Road needs to be paved.

## **Alternative Transportation Resources**

The principal mode of transportation in a rural community is the automobile. Nevertheless other modes of transportation such as rail, air, and bus service both directly and indirectly impact the community. The following is a discussion of other transportation modes.

1. The Maine Central Rail Line, owned by the Guilford transportation Industries, runs through Clinton's urban area. This is a main trunk line extending from Portland to Northern Maine. The railroad carries freight mostly consisting of paper, pulp, Lumber and wood products. Future transportation and land use planning should include the rail line's potential for growth. The location of the Intermodal facility in Waterville, increased trade with Maritime Canada and rising transportation and fuel cost may improve the viability of the rail line.
2. International and scheduled domestic airport service is available in Bangor, Portland and Manchester New Hampshire. Connections from these airports and from ground services such as bus are also available into Logan Airport in Boston. Airport services are also available in Waterville, Norridgewock, and Pittsfield for private planes..
3. Interstate bus service is available from Waterville..Service is provided into Boston and points south. Local bus service is not available.
4. Other public transportation services are provided by private taxi cab companies and from the Kennebec Valley Community Action Agency which offers income eligible residents rides for shopping and other appointments.
5. Pedestrian modes of travel such as walking and biking are somewhat limited due the rural nature of the community. However, a limited sidewalk system in the downtown area allows village residents to walk to services along Main Street. Bike travel especially along rural roads and state roads is limited to the extent paved shoulders are available. The State Bicycle route map does not show routes through Clinton due to inadequate shoulders. The recreation section of the plan also discusses pedestrian travel and recommends the creation of trails and improved bike routes..

## **Transportation Issues**

1. The sidewalk and roadways through the Downtown need to be improved.
2. The Downtown plan will improve the main street area.
3. Are the town current road design and construction standards adequate?
4. The town should participate in corridor planning with MDOT and neighboring communities?
5. Is the existing road planning and maintenance policy working adequately?
6. Does the town appropriate adequate funds toward road maintenance and improvement?
7. Public Services



## **Purpose**

The purpose of this section is to examine all of the public services currently offered by the town and to identify areas for improvement or the creation of new services.

## **Town Government**

Clinton has a Town meeting form of government with five Selectmen and a Town Manager. Other significant municipal committees, employees and board include the following:

Office Manager, Town Clerk and Deputy Clerk One  
F/T and One P/T highway employees Police Chief and  
two Officers

Fire Chief and 3 firefighters  
Librarian and Library Clerk Animal  
Control Officer

Three Transfer Station employees  
Five member Planning Board  
Four member Cemetery Committee  
Civil Constable  
Nine member Community Development Committee Five  
member Economic Development Committee Three  
member Personnel Advisory Board  
Code Enforcement Officer  
Assessing Agent

Five member Board of Appeals Ten  
member Budget Committee Five member  
Recreation Board Three member Road  
Committee Three MSAD #49 School  
Directors Three Library trustees  
Sealer of Weights and Measures  
Health Officer

## **Town Hall**

The town constructed a new town office building and hall in 1993. The building is occupied by the police department and town staff. The building also has two meeting rooms including a large room with kitchen facilities. A town park including ball fields and ice rink are located adjacent to the building.

## **Fire Department and Emergency Medical Services**

The department responds to approximately 500 calls per year. Nearly 80% are for emergency medical calls and the balance are fire related and vehicle accidents. The fire station is located on Church Street and was recently expanded.

The department has a Fire and EMS Director and three fire fighter/EMT's in addition to Volunteers. Mutual aid agreements are in place with the neighboring communities and Delta also provides back-up for the town.

The department's major equipment includes a 1968 pumper, 1798 pumper, 1995 tanker, 1989 brush truck, and a 2002 ambulance. The town received a Fire Service grant in 2005 for a new fire vehicle. Volunteer staffing is an on-going concern for small departments throughout Central Maine. Training requirements, time commitments and jobs located outside of town all make finding and keeping volunteers difficult. Greater regional cooperation among departments will need to be developed in order to compensate for a decline in volunteers.

## **Police Department**

The Clinton Police Department is staffed by a Chief and two Officers and provides the majority of police protection for the community. Service is not completely around the clock coverage due to staffing levels. The State Police and the Kennebec County Sheriff Department provides the necessary coverage as necessary.

The department responds to over 2000 calls per year which is significant for a town of our size. The department equipment includes two police vehicles which are replaced on a regular cycle.

Dispatch is provided by Kennebec County. The police department is located in the town hall and does not have adequate space for its activities. The town will need to explore increased space requirements for the department.

## **Brown Memorial Library**

The library building was donated to the town in 1900 and is listed on the National Register of Historic Buildings. The building is granite with a slate roof and is in very good condition. The library has 1,400 volumes and serves at least 700 patrons a month. The library is supported by a Board of Trustees and operates with a librarian and a clerk. The library is currently opened 25 hours a week and also provides broadband internet connection. The town supports the library with an annual appropriation of approximately \$30,000.

## **Highway Department**

The town highway department is staffed by a foreman and one laborer. The department is responsible for road maintenance and public buildings. Major road work and snow plowing is contracted to private companies. Major equipment includes a one ton truck, Back Hoe and a tractor. Capital needs include a new garage to store equipment and perform maintenance. The town constructed a new salt and sand shed in 1991.

## **Transfer Station**

The transfer station collects waste and recycling items for Clinton and Benton. The facility sends its waste to the MSW/ Waste Penobscot Energy Recovery Company and items that can be recycled including metals. Paper and plastic are sold to various sources. The 2004 recycling rate as reported by the State Planning Office is 30.69%



## Schools

Clinton along with the towns of Fairfield, Benton, and Albion are part of MSAD # 49. Clinton students from grades K through 6 attend the Clinton Elementary School located on Morrison Avenue. Middle school grades and high school students attend school in Fairfield located on High Street. The District is responsible for all school buildings and has their own infrastructure improvements plan.

The following table Clinton's school enrollment in the District for the Years 1997 and 2005.

YEAR	Total school Enrollment	Elementary school Enrollment	Secondary school enrollment
2005	615	426	189
2004	620	435	185
2003	616	427	189
2002	610	420	190
2001	616	432	184
2000	615	428	187
1999	654	443	211
1998	661	447	214
1997	670	451	219

Between 1997 and 2005 total school enrollment decreased by 55 students. The projection is for school enrollments to continue to decline..

## **The Water System**

The Clinton Water District is a quasi-municipal corporation that owns and operates the water system that serves the village area. It was formed in 1945 when the system was first built. The district serves a mix of both residential and commercial customers. A service map shows the general service area.

Water is supplied by two gravel wells which is protected by a well protection ordinance. Water storage is provided by a 600,000 standpipe located on Gospel Hill off of Route 11/100. The water distribution system is maintained and upgraded by the district and is system is capable of additional expansions. A community source water protection map and the following page shows the district wells and the accompanying aquifer.

## **Sewage Treatment System**

The Clinton Water District also operates the sewage collection and treatment system which also serves the village area.. The collection system is a combination of both gravity and pumping stations. The treatment facility was put into operation in 1989 and is adequate to serve the community. Between 1985 and 1989 significant improvements were made in the collection system. The system is separate from the stormwater collection system. The service area map shows the area served by the treatment district. The district is capable of further system expansion.

## **Issues**

- 1       What is the status of town communications such as web site, newsletter etc?
- 2       What are the future facility and equipment needs of the town?
- 3       Does the water and sewer department have the capacity to accommodate new growth?
- 4       Can the town increase regional or inter-local agreements for some public services?

## Fiscal Capacity

### Purpose

The purpose of this section is to describe the town's fiscal situation and to find out whether the town can meet future growth and development.

### Tax Base

The property tax is the main source of revenue for the town. All property and structures in the town are assigned a value based as closely as possible upon current market conditions. Certain forms of personal property such as business and industrial equipment are also assigned a value for taxation. The total value of all taxable property including land buildings and personal property is called the valuation. The money required to finance town government is called the tax commitment. The town also receives other sources of income from state and federal grants and programs.

The valuation for the town consists of many taxable categories. The following table shows the valuation listed in each category for the 2003 tax year.

Valuation Category Table

Source: 2003 Municipal Valuation Return Statistical Summary

Category	Amount	Percent of total valuation
Total Municipal Valuation	101,477,700	100%
Land Values	37,613,700	37%
Building Values	58,658,400	57.8%
Production Machinery	5,091,100	5%
Business Equipment	114,500	0.1%
Other Personal Property	-0-	0%

Land and buildings account for 94.8% of the town's total; valuation and machinery and business equipment accounts for 5.2% of the total.

Other types of property including Federal, State, municipal, and nonprofit organizations are exempt from taxation. Their property is assigned a value, but taxes are not assessed. The following is a list of the major non-taxable categories in Clinton. The total of all the various exemptions amounts to 2,017,800.

State	9,500	Municipal Corporations	183,600
Fixtures, Hydrants.	205,300	Charitable	193,400
Literary & Scientific	157,700	Churches	683,100
Fraternal	137,600		

Residential properties and provides most of the town's tax base.

## Municipal Revenue and Expenditures

Municipal Revenue Table: 1999- 2004

	2004	2003	2002	2001	2000	1999
Taxes	2,290,149	2,217,222	2,109,708	2,220,121	2,198,066	2,070,512
Inter-gov	458,393	496,916	467,975	533,426	547,335	353,133
Interest	12,248	44,074	93,161			43,977
Service charge	590,526	281,749	278,587			189,007
Misc.	21,059	25,627	34,583	266,098	388,484	34,067
Property sale		51,102				
Total	3,372,461	3,116,690	2,984,014	3,019,645	3,133,885	2,690,696

Municipal Expenditure Table: 1999-2004

	2004	2003	2002	2001	2000	1999
General Gov.	273,267	243,943	197,227	226,317	228,721	219,942
Public safety	472,603	487,525	394,575	339,077	297,254	357,361
Public works	352,291	561,623	476,505	254,782	301,997	265,959
Health& sanitation	595,253	315,633	351,633	269,306	316,701	333,851
Special assessment	1,680,632	1,605,333	1,517,779	1,405,217	1,373,968	1,292,045
Leisure services	56,341	56,189	65,394	45,693	81,855	37,644
Unclassified	47,841	32,462	26,262	18,811	20,833	7,519
Debt Service	58,383	37,639	62,072	50,526	51,675	57,896
Capital outlay	13,280	444,769		60,410		
TIF District				58,325	44,705	
Library				30,131		32,915
Total	3,549,891	3,785,420	3,091,447	2,758,595	2,717,709	2,605,132

## Budget Process

The budget is developed for Town Meeting consideration by the Town Budget Committee which works with the Town Manager. The town has tried to balance its infrastructure and on-going expenses with the ability of citizens to pay for these services. Over the past years a significant amount of the surplus fund balance was used for long term road work. The town is now planning to keep at least three months of working/operating capital in the fund.

## Revenue Analysis

The special Assessment Budget category includes funding for the County and the School District.

Schools account for 42% of the budget ( 2004 budget)  
County Tax accounts for 3.6% of the budget (2004 budget)  
Municipal Spending accounts for 54.9% of the budget ( 2004 budget)

School spending as percentage of the total budget varies from a high of 46% in 1999 to a low of 38% in 2003.  
The breakdown is as follows:

1999 school percentage is 46%  
2000 school percentage is 46.9%  
2001 school percentage is 47%  
2002 school percentage is 44%  
2003 school percentage is 38%  
2004 school percentage is 42%

Between 1999 and 2004 total spending increased by \$944,759 ( 36%).  
School spending increased by \$308,586 ( 25.7%) County tax  
increased by \$32,324 ( 34%)  
Municipal spending increased by \$603,849 ( 42%)

### Capital Investment Plan

Over the past 15 years the town has undertaken many capital investment projects including the following: constructed a town hall, constructed a salt and sand shed, expanded the fire station, purchased a fire vehicle, library repair, and recreational improvements. Currently municipal infrastructure is in fairly good condition and the following capital investment plan table only lists a few items that will deserve attention over the next decade.

#### Capital Investment Plan

Capital item	Estimated Cost	Funding Source	Funding Range in Years
Highway garage	\$189,000	General fund	2006- 2010
Historic and Archeological surveys	\$20,000	Grants	2006-2020
Recreation ( trails and other items)	\$50,000	Grants	2006-2015

## **Agriculture and Forest Resources**

### **Purpose**

The purpose of this section is to inventory agricultural and forestry resources and to describe their importance for the town's future.

### **Introduction**

A land use inventory and analysis is an important part of a comprehensive plan because it identifies past trends, areas of seemingly incompatible uses, and areas where future growth is likely to occur. All of these factors provide valuable input for planning the future of our agricultural and forestry resources.

This section provides a brief analysis of how land is used in Clinton and is accompanied by three maps. Two of the maps show the approximate location and type of structures in Town; and the third map shows commercial/industrial land, agricultural and commercial forest land. These maps, which are on file in the Town office, provide valuable tools for developing a land use plan for the future which will promote orderly growth, protect rural character, make efficient use of public facilities and services, and prevent urban sprawl.

The Town of Clinton has a total land area of approximately 24,796 acres. It is located approximately 10 miles northeast of Waterville. There is a small village center located in the southeastern portion of the community, surrounded by rural areas served by an extensive rural road network. The Interstate divides the Town, creating a small southern portion which includes the village center, and a larger, more rural northern part. At one time, most of the non-farm dwellings were located in the village center. Within the past 20 years, non-farm development has occurred along the Town's rural road network.

In 2003 a total of 6,533 acres of land are enrolled in the tree growth, farmland and open space tax programs. Land placed under one of these tax programs are currently removed from being developed. However, a landowner may withdraw from the tax program, usually after paying a monetary penalty.

Between 1980 and 1990 residential development in Clinton has been substantial. In 1988, there were an estimated 1,171 dwelling units in the Town, which represents an increase of 230 units, or 24.4%, over the level of 941 units in 1980.

For the most part, the newer dwellings have been either single-family dwellings or mobile homes. The residential growth boom of the 1980's is by far the most conspicuous evidence of land use change in Clinton. Most of the newer site built homes have been located along the Town's rural road network, either in small subdivisions or on single lots, where they are served by their own on-site water and sewer systems. Some of the more significant concentrations of growth have occurred on Hinckley Road, the Bellsqueeze Road, Hill Road, and Mutton Lane. An analysis of single family dwellings built since 1987 indicates that 45 of them, or 85%, have been located north of the Interstate.

Development between 1990 and 2004 has added 262 housing units and like the previous decade most has occurred in the more rural areas of the town.

Most commercial and industrial uses are located in or adjacent to the village center and near Route 95.



## Agriculture

Farming, and in particular dairy farming, has been the dominant land use activity in the rural areas of Clinton. Farmers own 47.2%, or almost half of the land area of the Town. This percentage is not an accurate indication of active farm land because it includes not only active farm land, but forest land, wetlands, and other land not used for farming purposes. On the other hand, a number of farmers, including many dairy farmers, lease other lands to carry on their operations. Nevertheless, the percentage of land owned by farmers gives an indication of the importance of agriculture in Clinton, and its importance to the local and regional economy.

The town has 82 parcels amounting to 812 acres of land enrolled in the farmland tax program as of 2003. The largest concentrations of farms are located north of the Interstate along concentrations of farms are located north of the Interstate along Hill Road, Battle Ridge Road, upper Hinckley Road, and River Road (see Map 2-4). There are 14 landowners in Clinton who own 300 acres or more for a total combined acreage of 8,380 acres, or 34% of the total acreage of the Town. Ten of the 14 largest landowners are dairy farmers. The largest dairy farm in the State is located in Clinton.

According to the Soil Conservation Service, there are 2,964 acres of prime farmland in Clinton and 3,997 acres of farmland of State-wide importance, for a total of 6,961 acres, or 24% of the Town's total land area. There are 29 farmers who are SCS "cooperators" in Clinton.

Clearly, the agricultural resources of Clinton are a significant element in the rural character of the Town. Farmlands and fields make up a large percentage of the open space in Town. The land is flat and open along many of the Town's rural roads, so that any conversion to houses, subdivisions and other developments would be usually quite noticeable unless concentrated in small areas and screened from view. Scattered developed has contributed to an impression of sprawl in some areas.

Many of the Town's farms have been in the same family for generations, and are protected by the Tree Growth Tax Law and the Farm and Open Space Tax Law. They are considered healthy and stable and are not threatened by development. In fact, over 80 percent of the land owned by the Town's dairy farmers is protected by the Tree Growth Tax Law and the Farm and Open Space Law. Many farm holdings consist of a number of parcels acquired over the years. As of this writing, all but one or two of the Town's farmers have indicated they plan to stay in business for the foreseeable future. All of the dairy farmers have invested money in their farms; these investments include the construction of expensive manure pits. Over half the farmland in Clinton, or approximately 75 parcels of land, constituting 6,666 acres, are classified as farmland under the Farm and Open Space Tax Law. There are no parcels classified as "open Space." It is anticipated that additional farmland will be placed under these categories because of the Town's recent revaluation. Farms which stay in the same family are often better able to survive, economically, than recently purchased farms where the economic returns are relatively low compared to the costs of a mortgage for the purchase price of substantial farmlands.

Clinton's dairy farmers contribute significant amounts of milk to in-state and out-of-state dairies. Collectively, the Town's farms provide employment to local people, and support the local and regional economies through the purchase of equipment and supplies, and the sale of farm produce. In terms of cash flow, a number of the town's farms could be considered big businesses. Clinton's farms do not require much in the way of Town services, except that roads be kept up for the transportation of agricultural commodities.



## Agricultural and Farm Table

The following table shows some of the significant agricultural and farm operations in the town. The list does not contain all the agricultural activities that are taking place within the community.

Farm Name/Owner	Location	Acres	Farm Type
Caverly Farms LLC	1457 River Road	623	Dairy
Flood Bros. Dairy Farm	893 River Road	825.50	Dairy
Herrin Farm ( Operations ceased 7/2005)	986 Hinckley Road	45	Dairy
Larry, Richard and Janet	1177 Hinckley Road	62	Dairy
Misty Meadows	308 Hill Road	768	Dairy
Richards Gary	1978 Bangor Road	106	Dairy
Stedy-Rise Farm	77 Peavey Road	388.20	Dairy
Wright Place LLC	77 Wright Road	1,000	Dairy
Windsor Firewood & Logging	846 Mutton Lane	22.20	Forestry
FEDCO Seeds Inc.	Bellsqueeze Road		Nursery
McGraw, Dorothy	Bangor Road	66	Nursery
Richardson, Stephen and Sandra	563 Canaan Road	61	Produce

Farmlands in Clinton are a valuable community and regional resource. In the future, Maine may face increasing food prices and diminishing supplies, in part because of our heavy reliance on out-of-state producers, and our heavy reliance on transportation and refrigeration, both of which are driven by fossil fuels. Once farmland has been converted to development, the soil is irreversibly committed and can no longer be used for farming purposes. Thus, there is considerable merit in trying to preserve farmlands.

Based on meetings with the Town's farmers, farmers in Clinton want to see agricultural land preserved. On the other hand, they also want to be able to sell the land for other purposes such as retirement or funding a college education. There is a delicate balance between protecting farmland from irreversible conversion to other uses, and allowing farmers a fair return on their land.

Some of the options for achieving this balance include the acquisition of land or easement by local land trusts (purchase by the town would be prohibitively expensive), requiring cluster development, requiring buffers between development and active farmland, and providing for density bonuses where farmland is preserved.

## **Forestry**

Bessey Development owns 1,581 acres of commercial forest land in Clinton. This land consists of approximately 6 separate parcels located along the eastern boundary of the Town, including land in the northeast corner of Town, land near the Interstate, and land near the southeastern corner of Town.

There are approximately 5,674 acres of land, or 20.2% of the total land area of the community, classified as forest land under the Tree Growth Tax Law. This includes 938 acres of softwoods, 1,296 acres of hardwoods, and 3,440 acres of mixed wood. These lands have not been located on a single map, as they are widely scattered and the exact composition of the parcels changes on a yearly basis. Some of the land owned by the Town's farmers is classified under this law.

## **Public land**

There are no lands owned by the U.S. Government in Clinton, and the only State-owned land consists of the Interstate. Municipally owned land includes the town Hall, the Fire Station, the landfill, the library, and a number of cemeteries. SAD 49 owns the Clinton Elementary School.

There are 2 land parcels listed in the open space tax program. This accounts for a total of 47.3 acres.

## **Issues**

1. What is the future of agriculture in Clinton?
2. Will dairy farms continue to be as important as in past years?
3. What changes are occurring in farming?
4. Is housing development interfering with farming?
5. What can the town do to further promote farming?
6. What is the future for forestry in Clinton?
7. Is the town satisfied with the current forest practices in the community?

## Natural Resources

### Purpose

The natural resource section of the plan inventories all the significant natural resources of the town and identifies measures to protect these resources.

### Topography/Geology

The Town of Clinton consists of approximately 24,746 acres or 38.67 square miles. The topography is characterized by gently rolling hills interspersed with numerous streams and wetlands. The Kennebec River forms the Town's western boundary. The Sebasticook River forms portion of the Southern boundary.

The topography of the Town is a result of events that occurred during the last ice age at a time when ancient oceans extended over parts of the State and glaciers scraped, scoured and coated other areas with glacial tills, sands and clay. In Clinton, glaciomarine deposits that accumulated on the floor of the ancient ocean or that were deposited by glacial meltwater as it entered the ocean, are found in a wide band along the Kennebec River, Twelve Mile Brook and the Sebasticook River. These areas are generally flat to moderately sloping except in areas deeply dissected by modern streams. The central and northeasterly portions of the town consist of glacial till which is a heterogeneous mixture of sand, silt, clay, stones and sometimes boulders. The ridges in these areas have a north-south orientation which is a result of the flow of glacial ice.

Two eskers, one associated with twelve Mile Brook and another extending along Gustafson Road and Hinckley Road, dissect the Town. Eskers consist of individual or multiple ridges that were deposited by meltwater streams flowing in tunnels within or beneath the glacial sheet.

Knowledge of the types of soils which exist in a community helps in planning land use activities. The various characteristics of soil types present different limitations for development which can often be overcome through special planning, design, construction, and/or maintenance.

The Medium Intensity Soil Survey of Kennebec County Maine, published by the U.S. Soil Conservation Service, describes the different soil types which exist in the County and provides information on their limitations. The soils map displays the pre-dominant soil type for an area, although there may be pockets of other soils. Therefore, a high intensity soil survey is necessary to gather the precise information needed for individual site planning.

According to the Soil Survey, there are five soil associations located in Clinton. Associations are groups of different soil types that usually occur together. Each association has major and minor soils within it. Table 5-1 describes each of Clinton's five associations.

TABLE 5-1

## SOILS ASSOCIATION AND THEIR CHARACTERISTICS

Association Description	Uses/Limitations
Hollis-Paxton-Charlton-Woodbridge association: Shallow and deep, somewhat excessively drained to moderately well drained, gently sloping to moderately steep, moderately coarse textured soils; on hills and ridges.	These soils are mainly in woodland, but many areas are farmed and used for other purposes. The well drained Paxton and Charlton soils are suited to cultivate crops, orchards, and other intensive uses. The Woodbridge soils have some limitations for both farm and non-farm uses. Many orchards and dairy farms are located on this soil association.
Buxton-Scio-Scantic association: Deep, moderately well drained to poorly drained, nearly level to sloping, medium textured soils; in flat areas and near waterways.	The soils in this association are used mainly for hay, pasture, or woodland. Wetness and permeability are the major limitations to use for cultivated crops and septic tank absorption fields. Supplemental drainage and erosion control are the major concerns of management.
Hinckley-Windsor-Deerfield association: Deep, excessively drained and moderately well drained, nearly level to moderately steep, coarse textured and moderately coarse textured soils; mainly on outwash terraces and plains.	Most of this association is woodland. Many areas are a source of gravel and sand which can be used for construction materials.
Scantic-Ridgebury-Buxton association: Deep, poorly drained to moderately well drained, nearly level to sloping, medium textured soils in valleys and moderately coarse textured soils in flat areas or depressions on upland ridges.	Some areas of these soils are in grassland, but most of the association is in woodland.
Monarda association: Deep, poorly drained, nearly level, medium textured soils; on smooth, low, upland ridges.	Most of this association is in woodland. Some areas have been cleared of surface stones and drained for use as hay land and pasture.

Source: Soil Survey of Kennebec County, Maine, U.S.D.A.

Various soil characteristics, such as depth to water table, depth to bedrock, flooding potential and erosion potential can utilities and cellar foundations are difficult and expensive to construct when bedrock is at or near the surface.

Perhaps one of the most limiting characteristics is depth to water table. Poorly drained soils (9-18 inches depth to water table) place severe limits on the use of the land: Frequent fluctuations in water level as well as frost heaving can be damaging to buildings, roads, and the proper functioning of septic systems. These limitations can, however, sometimes be overcome through special design and maintenance. Moderately well drained soils (18-30 inches to water table) have less severe limitations on land uses, and deep, well drained soils present few problems. The latter have a depth greater than 30 inches to water table. The Monarda Association is identified as poorly drained while the Buton-Scio-Scantic and Scantic-Ridgebury-Buston Associations are moderately well drained to poorly drained. The Hollis-Paxton-Charlton-Woodbridge Association is moderately well drained and the Hinckley-Windsor-Deerfield Association is excessively to moderately well drained.

#### Depth to Bedrock

Areas with shallow depths to bedrock in Clinton are characterized by Lyman or Hollis soils. These soils generally have depths to bedrock that range from six to thirty inches. Utilities, roads, cellars and septic systems can be difficult and expensive to build when depth to bedrock is less than twenty inches.

#### Land Cover

The Town's topography and geologic history have influenced the existing land cover. When the settlers arrived in the later 1700s the existing forest vegetation was cleared in flatter areas and along roadways, which were built following the paths of least resistance. At the height of agricultural activity, around the mid 1800s, many areas of Clinton had been cleared. With the industrial revolution, and the migration of farmers to urban areas in search of higher paying jobs at the end of the nineteenth century, many of the fields and pastures were abandoned and allowed to revert to second growth forest.

Today, it is roughly estimated that 55% to 60% of the Town is forested. Open areas are interspersed along roadways throughout much of the town. Many steeply sloped areas, such as those on the west side of Battle Ridge, and areas densely dissected by streams and wet areas have remained forested.

## Wetlands

The U.S. Fish and Wildlife Service define wetlands as follows:

"Wetlands are lands transitional between terrestrial and aquatic systems where the water table, usually at or near the surface or the land, is covered by shallow water. For purposes of this classification, wetlands must have one or more of the following three attributes: 1) at least periodically, the land supports predominantly hydrophytes (wetland vegetation); 2) the substrate is predominantly undrained hydric (waterlogged) soils; and 3) the substrate is non-soil and is saturated with water or covered by shallow water at some time during the growing season of each year." (Cowarin, et al. 1979)

Wetlands in Clinton are classified as inland freshwater wetlands which can be further broken down into three ecological systems. One is the Riverine System which is limited to freshwater river and stream channels and is mainly a deepwater habitat system. Another type is the Lacustrine System which is also a deepwater dominated system, but includes standing waterbodies like lakes, reservoirs, and deep ponds. The third is the Palustrine System which encompasses the vast majority of the inland marshes, bogs, and swamps and does not include any deepwater habitat.

For many areas, wetlands were considered breeding habitat for mosquitoes and areas that need to be drained or filled for agricultural purposes or to create developable land. More recently, there has been a growing awareness of the value of wetlands. In a recent study of the impacts of development in Southern Maine, the State Planning Office examined the functions of wetlands and the implications of the loss of these areas. The State study identified the following features:

1. Ground water recharge. Wetlands may serve to replenish and cleanse aquifers which the town uses for water supply.
2. Ground water discharge. Ground water may discharge into wetland, providing public water supply, wildlife habitat, and a means of maintaining lake and river quality.
3. Flood flow alterations. Wetlands serve as temporary storage areas during high water flows, thus reducing peak flows and potentially damaging floods.
4. Sediment and toxicant retention. In agricultural areas, wetlands can retain and stabilize sediments and toxic materials.
5. Nutrient retention and removal. Wetlands can retain or transform inorganic phosphorus and/or nitrogen into their organic form and may save downstream lakes and ponds from eutrophication.
6. Productivity export. Wetlands flush out dead plant and animal life, thereby providing nutrients for a new generation of plant and animal life.
7. Aquatic diversity. Certain wetlands provide habitat, including breeding grounds and nurseries, for fish.
8. Wildlife diversity and abundance. Wetlands serve as habitat and a food source for birds, deer, and other animals.
9. Uniqueness. A number of rare plant and animal species can be found in Wetlands. Approximately 43% of the 230 rare plants which occur in Maine are found exclusively in wetlands.

The Maine Geological Survey of the Maine Department of Conservation has mapped seventeen wetlands of ten acres or more on maps of 1:50,000 scale. The wetlands were identified based on aerial photographs at a scale of 1:40,000 flown in 1980-81. The wetland boundaries, which are shown on Map 5-3, represent the limits of the wetlands at the time the photographs were taken; actual areas of the wetland will vary seasonally. The characteristics of these wetlands are shown in table 5-2.



TABLE 5-2

## SUMMARY OF WETLANDS INFORMATION PREPARED BY MAINE GEOLOGICAL SURVEY

Wetland Number	Maine Inland Fisheries and Wildlife Wetland type	Soil type (s)
131	Inland Deep Fresh Marsh	Peak and Muck
132	Inland Fresh Meadow	Biddeford Mucky Peat Scantic Silt Loam
133	Inland Deep Fresh Marsh	Scantic Silt Loam
134		Water
135		Monarda VST Silt Loam
162		Scantic Silt Loam
163		Scantic Silt Loam
164		Scantic Silt Loam Scio VF Sandy Loam, 3-8% Slopes
165	Bog	Monarda VST Silt Loam
166		Scantic Silt Loam
167		Monarda VST Silt Loam Mondarda Silt Loam
168		Biddeford Mucky Peat
240		Rifle Mucky Peat Scantic Silt Loam
241		Biddeford Mucky Peat
242		Scantic Silt Loam Biddeford Mucky Peat
243		Limerick Silt Loam
249		Limerick Silt Loam Scantic Silt Loam

The Mandatory Shoreland Act, Title 38 M.R.S.A. Sections 435-448, requires that municipalities regulate the area of land around moderate to high value, 10-acre wetlands. As of this writing, towns will be given until December 31, 1991 to adopt shoreland zoning regulations to the land areas adjacent to these wetlands. Wetlands of ten acres or more which are not part of a great pond or river are protected by the State's Natural Resources Protection Act, Title 38 M.R.S.A. Sections 480-A through 480-S.

## Water Resources

The Town's surface water resources include two rivers, and a number of streams. The Kennebec River borders Clinton on the west and the Sebasticook River runs through the southeast portion of the Town. The Carrabassett Stream runs through the northwest and into the Kennebec River. Beaver Brook runs through the south to the Sebasticook and Twelve Mile Brook runs through the center of Town to the Sebasticook.

Two sand and gravel aquifers were identified by the Maine geological Survey in Clinton. These aquifers have the potential for moderate to good ground water yield. Both the aquifers run north to south. One is located towards the east and one is located towards the west. Portions of the westerly aquifer are rated as having good to excellent potential ground water yields. The Clinton Water District's well is located in this aquifer.

## Wildlife Resources

The Town of Clinton has a number of important wildlife resources including deer wintering areas and wetlands critical to waterfowl and other species.

The availability of deer wintering areas leads to higher deer populations year round. Deer in Maine are forced to survive during the winter with limited amounts of food, low temperatures, and wind chill. Severe winters or less than ideal winter habitats can seriously reduce the deer populations. Deer wintering areas have a softwood cover which moderates the harsh effects of winter. The yard maintains warmer than average temperatures and reduces wind chill. Deer are able to travel more easily in deer yards due to a smaller accumulation of snow on the ground.

There are ten deer wintering areas in the Town of Clinton as shown on Map 5-5. The Maine Department of Inland Fisheries and Wildlife (MDIFW) has not yet ranked these deer wintering areas. However, the MDIF has ranked the wetlands in Clinton according to their value for wildlife. These wetlands and their accompanying ratings are shown on Map 5-5.

## Fishery Resources

There are five major rivers/streams in Clinton which are rated as high value for fisheries by the MDIF. They are the Kennebec River, the Sebasticook River, Fifteenmile Stream, Johnson Brook, and Carrabassett Stream. Twelvemile Brook and another unnamed brook are of medium value, and there are seven other unnamed brooks of undetermined value.

## Critical and Natural Heritage Areas

The Critical Areas Program and the Natural Heritage Program are both run by the State of Maine. Critical which contain natural features of State significance - either highly unusual natural features, or outstanding examples of more common features. They may include exceptional plant or animal habitat, areas of great geological or historical interest, and outstanding scenic areas. The Natural Heritage Program inventories the status and locations of rare animals, plants, and natural communities.

Clinton has five areas that are listed in one or both of these programs. These areas include the site of an esker and the sites of four different plants: American Ginseng, Pale Green Orchis, Threadfoot, and Vasey's Pondweed. The list is valid as of May, 1989.

Table 5-3 provides the name and status of each known occurrence of these areas and plants. The Maine Natural Heritage Program (MNHP) Rank column lists the relative rarity within the State. "Maine Status" relates to plants and indicates whether they are endangered, threatened, of special concern, or on the watch list. The "Precision" column indicates the quality of data for a particular feature at a particular site. The "Last Seen" column indicates how old the data is for any given site.



It should be noted that the sighting of the Threadfoot plant occurred in 1959 and the location has not been checked since that date. The other three plants which have at one time been sighted are in unknown locations and have not been mapped, although Vasey's Pondweed is only known to grow in wetlands. A biologist would have to be sent in to find the exact locations.

TABLE 5-3

MAINE NATURAL HERITAGE PROGRAM RARE AND ENDANGERED NATURAL FEATURES,  
INCLUDING MAINE CRITICAL AREAS

(Note: See key for explanation of table reference numbers)

Scientific Name	Maine Common Name	Federal MNHPRank	Status	Status	Precision	Last Seen
Esker					S	
Panax Quinquefolius	American	S2	T	3C	G	7/23/1923
Platanthera Flava	Pale Green	S2S3	SC	3C	G	7/10/1916
Podostemon Ceratophyllum	Threadfoot	S2	WL		M	8/31/1959
Potamogeton Vaseyi	Vasey's	S1	E		G	7/31/1909

KEY:

MNHP Rank- Maine Natural Heritage Program Rank

S1 = Critical imperiled in Maine because of extreme rarity (5 or fewer occurrences or very few remaining individuals or acres) or because some aspect of its biology is especially vulnerable to extirpation from the State.

S2 = Imperiled in Maine because of rarity (6-20 occurrences or few remaining individuals or acres) or because of other factors making it vulnerable to further decline.

S3 = Rare in Maine (on the order of 20+ occurrences). Maine Status Plants

E = Endangered- represented in Maine by one documented, recent occurrence or Federal Endangered.

T = Threatened - represented in Maine by two to ten documented, recent occurrences, and could within the foreseeable future become threatened.

SC = Special Concern - represented in Maine by five to ten documented, recent occurrences, and could within the foreseeable future become threatened.

WL = Watch List- represented in Maine by more than ten documented recent occurrences, but is of concern.

Precision - The accuracy to which the occurrence can be mapped

S = Exact location of occurrence is known.

M = Approximate location is known (3/4 mile radius).

G = General; documented in town, but location is unknown.