

2015

# Town of Dresden Maine Comprehensive Plan

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# Town of Dresden, Maine **Comprehensive Plan 2015**



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## **Preface**

*The completion of the 2015 Dresden Comprehensive Plan is the result of the tireless efforts and contributions of many dedicated people.*

*Special thanks goes to the following:*

- Anne and Gerald Smith
- Carol Fackler
- Dan Hanley
- Dave Probert
- Jeffery Pierce
- Lauren Haven
- Linda Biden
- Peter Lincoln
- Eileen Long
- Phil Johnston
- Shari Lilly
- Susan Southard
- Susie Bickford Lilly

## 1. Vision Statement

*(Self-Assessment Checklist Reference: **Vision Statement** that summarizes the community's desired future community character in terms of economic development, natural and cultural resource conservation, transportation systems, land use patterns and its role in the region.)*

With this Comprehensive Plan, the Town of Dresden hopes to preserve and protect the rural character, quality of life, natural, agricultural, water and forest resources, and private landowner rights in our town.

The Dresden Comprehensive Plan is an advisory document that will serve as a guide to the elected and appointed Town officials in their future land use decisions. It is an expression of the townspeople's vision of its future, as a result of the recently conducted survey, and will serve as a source of basic information about the natural and man-made environment of Dresden. Well-planned and managed development will let the Town grow while retaining its rural setting.

This vision is not a list of actions to be avoided, but a positive design to be achieved with community involvement and well-considered local land use decisions. It can be maintained and improved upon over the long term.

## 2. Public Participation Summary

*(Self-Assessment Checklist Reference: **Public Participation Summary** of the public participation process used by the planning committee in developing the plan pursuant to 30-A M.R.S.A. §4324. The summary must indicate how information gathered during the public process was used to guide the plan's vision statement, analyses, policies and strategies.)*

In 2002, the Town of Dresden completed a six year effort to update the pre-existing comprehensive plan. The document was submitted to the State Planning Office and accepted. In February of 2003, the approved Comprehensive Plan was presented to the public at a special Town Meeting to allow for discussion and a vote to adopt or reject the plan. It was overwhelmingly rejected for, among other things, seeming to be too restrictive and too confusing. Many felt the Comprehensive Plan had not been communicated properly to the public. A "rejection survey" was sent out to all residents via USPS to gain insight into why the plan had been rejected. Following are the results:

Table 2. A. Comprehensive Plan Rejection Survey

COMP PLAN REJECTION SURVEY SENT 2-6-2003 118 sent out 42 responses		
Is a Comprehensive Plan Needed? Yes/No	LIKES	DISLIKES
Yes		Too restrictive
Yes		Needed more communication/mistrust
Yes		Needed more communication plus too complicated
No		Intrusion
Yes		Growth areas
No		Needed more communication
No		Communism
No		Everything
No		Everything
Yes		Everything plus the current one is too restrictive
Yes	5 member select board	Did not protect natural resources enough
Yes		Too restrictive
Yes	Liked it	
No		Too many restrictions
Yes	5 member select board	Too restrictive
Yes		Communicate the process better
Yes		The Select Board did not back it
Yes		Everything
Yes		Everything
No		Everything
No		Too restrictive
Yes		Overwhelming
Yes	Many features	Growth areas not well defined
Yes		Too restrictive
Yes	Through/thoughtful	
No		Too restrictive
Yes	Good for the town	
Yes	Good road map	Economic section weak
Yes	Well put together	Misunderstood
Yes		Too complex
No	It was as start	Need more input from people
Yes		Confusing
Yes	Action committee	Old plan still has open items, & was not supported
Yes		Anti business and property owner Deceptive
Yes		Anti business
Yes		Too restrictive
Yes		Too long/too focused in the Mills
No		Too restrictive
Yes	Controlled growth	
No		Too restrictive
Yes	Content & final product	Too detailed w/limitations
Yes		Should be up to the planning board / didn't understand
Yes		Too restrictive
Yes		One plan does not fit all

At the annual Town Meeting held in June of 2011, it was announced that a new Comprehensive Planning Committee was going to be established, and would be made up of at least one person from each of the following groups:

- Selectboard
- Business
- Public service
- Planning board

Public participation was not only welcome, but encouraged and that updates could be followed in the Lincoln County Newspaper as well as the monthly Dresden Communicator. The Dresden Comprehensive Planning Committee (DCPC) would meet on a monthly basis with minutes of each meeting recorded.

The new Comprehensive Planning Committee was established in October of 2011. The first task was to study the results of why the plan of 2003 failed and then create a new survey to incorporate public opinion into the new document. The Comprehensive Plan Public Opinion Survey was sent to the residents via USPS in February 2012. The results are as follows:

**DRESDEN COMPREHENSIVE PLAN  
PUBLIC OPINION SURVEY  
DRESDEN DEMOGRAPHICS and OPINION POLL  
RESIDENT RESPONSE RESULTS**

**We received a total of 169 surveys returned. Here is a quick breakdown of the results and any added comments.**

**1.) How long have you lived in Dresden? (In years)**

a.) 0-5	22
b.) 6 – 10	23
c.) More than 10 years	96
d.) Lifelong resident	28

*General Comments :*

- 1 Brief explanation of this survey would have been helpful.
- 2 Thank you.
- 1 Property taxes are too high
- 1 There is no public transportation

**2.) What brought you to Dresden?**

a.) Country Environment	79
b.) Location	61
c.) Work	21
d.) Family	29
e.) Marriage	13
f.) Property more available	32
g.) Born here	23
h.) Reasonable taxes	28
i.) School system	9

*General Comments :*

- 1 Property costs

**3.) What type of water supply do you use?**

a.) Drilled well	144
b.) Dug well	11
c.) Spring	6
d.) Town water	5

*General Comments : none*

**4.) Has there been a decrease in the water available from your water supply in the last five years?**

a.) No	125
b.) Yes	6
c.) Don't know	26

*General Comments : none*



**5.) Has there been a decrease in your water quality in the last five years?**

- |                |            |
|----------------|------------|
| a.) No         | <b>112</b> |
| b.) Yes        | 16         |
| c.) Don't know | 34         |

General Comments :

1 Rust

**6.) Dresden's tax base is composed of residential houses and a number of small service-type businesses.****With this in mind, would you want to encourage industry to move into Dresden in permitted areas?**

- |                |           |
|----------------|-----------|
| a.) No         | 43        |
| b.) Yes        | <b>90</b> |
| c.) No Opinion | 25        |

General Comments :

2 Clean industry

1 Depends on type

1 Will not happen without updating to 3-phase power

1 Small agriculture

**7.) What is the location of your work?**

- |                            |           |
|----------------------------|-----------|
| a.) Augusta                | 23        |
| b.) Bath                   | 26        |
| c.) Brunswick              | 13        |
| d.) Dresden                | 21        |
| e.) Richmond               | 3         |
| f.) Wiscasset              | 8         |
| g.) Gardiner               | 1         |
| h.) Other – please specify | <b>57</b> |

General Comments :

(Other work locations)

- |                   |                 |
|-------------------|-----------------|
| 2 Boothbay Harbor | 1 Nobleboro     |
| <b>33 Retired</b> | 3 Damariscotta  |
| 5 Portland        | 1 Newcastle     |
| 1 Waldoboro       | 2 Out-of-state  |
| 3 Self-employed   | 3 Travel around |
| 1 Topsham         | 1 Auburn        |
| 1 Sabattus        | 1 Woolwich      |
| 1 Lewiston/Auburn | 1 Scarborough   |
| 1 Rockland        | 1 Freeport      |
| 1 Falmouth        |                 |

**8.) How important do you feel it is to limit development in the following areas?**

- |                  | Very Important | Important | Not Important |
|------------------|----------------|-----------|---------------|
| a.) Open fields  | <b>70</b>      | 38        | 47            |
| b.) Scenic areas | <b>80</b>      | 47        | 29            |
| c.) Forest areas | <b>72</b>      | 66        | 32            |
| d.) Ground water | <b>87</b>      | 48        | 18            |

e.) River shore lands	<b>75</b>	48	26
f.) Deer years	<b>82</b>	43	33
g.) Steep slopes (erosion control)	<b>71</b>	60	25
h.) Potential park/rec area	<b>52</b>	48	52

*General Comments :*

- 1 Don't limit private development except with present zoning.
- 1 Would like to see the Town keep it's character.
- 1 We need balance.

**9.) Would you support the Town's purchase of land for any public use?**

<b>Yes</b>	<b>89</b>
No	46

*General Comments :*

- 3 Depends what land is purchased for.
- 1 With Town's support.
- 2 For recreation.

**10.) At present, the Lincoln County Sheriffs and the Maine State Police patrol Dresden.**  
**Do you think this is satisfactory?**

<b>Yes</b>	<b>126</b>
No	16
No Opinion	1

*General Comments :*

- 5 Need more coverage.
- 2 Route 128 is a raceway.
- 3 Better response time.
- 2 Never needed thus far.
- 1 Would support local enforcement.
- 1 LCSD could be more effective.
- 1 The LCSD can't be everywhere.
- 1 State Police do good job.

**11.) Do you favor the construction and operation of the following in Dresden?**

a.) Apartments	Yes 50	<b>No 78</b>	No Opinion 26
b.) Multi-family buildings	Yes 50	<b>No 78</b>	No Opinion 23
c.) Cluster housing	Yes 52	<b>No 79</b>	No Opinion 22
d.) Mobile home parks	Yes 33	<b>No 101</b>	No Opinion 15
e.) Low-cost multi-unit housing for senior citizens	<b>Yes 109</b>	No 30	No Opinion 16
f.) Shops / stores	<b>Yes 123</b>	No 24	No Opinion 11
g.) Offices	<b>Yes 96</b>	No 42	No Opinion 14
h.) Motels	Yes 57	<b>No 78</b>	No Opinion 20
i.) Restaurants	<b>Yes 114</b>	No 31	No Opinion 14
j.) Industrial developments	Yes 66	<b>No 67</b>	No Opinion 15

*General Comments :*

- 1 Private or tax supported.

- 1 If done thoughtfully and without destroying the rural landscape and atmosphere.
- 2 All of Rt 27 only.
- 1 Light industry.

**12.) How do you rate the following services?**

	Excellent	Good	Fair	Poor	No Opinion
a.) Snow removal/sanding	42	<b>57</b>	30	23	2
b.) Road maintenance	17	<b>72</b>	43	27	2
c.) Solid waste disposal & recycling	<b>83</b>	55	10	7	10
d.) Education					
K – 6	23	<b>42</b>	15	3	<b>67</b>
7 – 8	18	<b>26</b>	23	9	<b>75</b>
9 – 12	18	<b>25</b>	22	10	<b>72</b>

*General Comments :*

- 1 Bus ride too far for kids.
- 1 Snowplowing noticeable improvement the last few months.
- 2 Education too costly and inefficient.

**13.) At present, Dresden has an all-volunteer fire department.**

**Do you think that the protection by this service is satisfactory?**

Yes **136** No 4 No Opinion 30

*General Comments :*

- 1 Present building too large for present time.
- 3 Not volunteer if being paid.
- 1 FD does a great job.
- 3 Never had to use them.
- 1 With sharing with other towns.
- 1 Need two full-time positions.

**14.) Should Dresden provide for more recreational areas and/or programs?**

Yes **97** No 35 No Opinion 30

If yes, check items you would prefer:

Ice skating rink	44	Town park	46	Snowmobile trails	26
Tennis court	22	Playground	44	Cross-country ski trails	41
Picnic areas	51	Bike/jogging paths	58	Recreation program	41
Other – please specify					

*General Comments :*

- 2 Senior group
- 3 Not at Towns expense
- 1 Put the land the Town owns to use
- 2 ATV trails
- 1 Safe environment for children to play
- 1 Dog park
- 1 Tear down Old Town Hall for access to Eastern River (Note: Lot does not go to river.)
- 1 Senior center
- 1 Update existing
- 1 Gun range
- 1 Walking
- 1 Revitalizing Green Point Orchard for public use
- 1 More activities
- 1 Senior busing
- 3 Boat landing
- 1 Hard to find volunteers
- 1 Baseball/softball

A public forum was held in January of 2014 to present and explain to the public what had been accomplished to date. It was also an opportunity to gather feed-back for future work on the “plan”. Notice of this meeting was posted local papers as well as a mailer sent to each address via USPS.

An update on the progress of the DCPC has been included in each of the Annual Town Reports.

### 3. Regional Coordination Program

*(Self-Assessment Checklist Reference: **Regional Coordination Program** summarizing regional coordination efforts to manage shared resources and facilities, including but not limited to lakes, rivers, aquifers, and transportation facilities. The plan must identify any shared resources and facilities, describe any conflicts with neighboring communities' policies and strategies pertaining to shared resources and facilities and describe what approaches the community will take to coordinate management of shared resources and facilities. In addition, the plan must include a summary of regional coordination efforts from all applicable topic areas.)*

#### 3.1 Shared Resources

Dresden shares a number of services and resources with neighboring communities and will continue working cooperatively with these communities to manage current and any future services and resources. There are no known conflicts with neighboring communities' policies and strategies. Shared services, resources and facilities include, but may not be limited to:

**Bridge Academy** – This facility serves as a town library, enrichment and community center.

**Code Enforcement** – Dresden holds a contract to share the services of the Richmond Code Officer.

**Fire Protection Services** – Due to a Mutual Aid Agreement, fire protection services are shared among the towns of Dresden, Bowdoin, Bowdoinham, Litchfield, Pittston, Phippsburg, Richmond, South Gardiner, Wiscasset, Woolwich, the city of Bath, West Bath and all of Lincoln County.

**Emergency Management System** - In the spring of 1995, after two years of planning, a unified county-wide repeater network system was established. The Lincoln County EMS links all fire, ambulance, and police departments on a one-button paging frequency (155.985) that can be used in situations such as mass casualty or disasters, mutual aid, radiological and hazardous materials incidents, etc.

**Emergency Dispatch** – The Lincoln County Regional Communication Center provides emergency dispatching services for the entire county including the town of Dresden and has expanded to include areas beyond Lincoln County.

**Education** – Dresden, Farmingdale, Hallowell, Monmouth and Richmond make up RSU#2/KIDSRUS (Kennebec Intra-district Schools Regional School Unit). Services cover pre-kindergarten through fifth grade provided at Dresden's elementary school, and grades six through twelve at Hall-Dale Middle and High School located in Farmingdale.

**Solid Waste Management Services** – Municipal Solid Waste (MSW) is brought to the Transfer Station on a pay-per-bag basis. There are also private haulers that collect MSW at curbside. Dresden citizens use the Richmond Holding Area as disposal locations for white goods, bulky goods, tires, clean wood, or brush, demolition debris, clean metal and the Richmond Universal Waste Storage for disposal of TV's, computers, monitors, fluorescent bulbs, and items containing mercury. The city of Bath provides an alternative disposal location for the aforementioned items with the exception of yard waste. It also annually offers a Household Hazardous Waste Collection Day open to Arrowsic, Bath, Dresden, Georgetown, Harpswell, Topsham, West Bath and Woolwich residents.

**Dresden Recycling Center** – Richmond and Dresden residents utilize the Recycling Center and Swap Shop which offers donated household items and clothing free to community members.

**Food Bank** – The Richmond Area Food Pantry is a non-profit 501(c)(3) organization which serves the towns of Richmond, Dresden and Bowdoinham providing food to low income individuals and families.



**Route 27** – This is a State maintained highway that passes through Dresden Mills which runs from Boothbay Harbor, through Augusta and further north to Coburn Gore at the Canadian border.

**Route 197** – This is a State maintained highway that intersects Route 27 at Dresden Mills and passes over the Eastern River (Middle Bridge) and over the Kennebec River on the newly constructed, (2014), Maine Kennebec Bridge; continues west through Richmond, Litchfield and intersects with Route 126 in Sabattus.

**Route 127 (Middle Rd)** - This is State maintained in summer months and by the Town of Dresden for winter maintenance. Its southern intersection is with Route 1 in Woolwich, and runs north to intersect with Route 197 and onto Route 27 at Dresden Mills.

**Route 128 (River Road & Cedar Grove Rd)** - This is State maintained in summer months and by the Town of Dresden for winter maintenance. Its southern intersection is with Route 127 in Woolwich (Middle Road), and runs north and parallel with the Kennebec River with a major intersection across Route 197 (Cedar Grove Rd), and ends its northern point intersecting with Route 27. Note: For detailed information on ALL roads in Dresden see the Transportation Chapter in this plan.

**Kennebec River** – This River forms the western shore boundary for the entire length of Dresden and Woolwich. It forms the eastern shore boundary for Richmond, and Bowdoinham. Swan Island is located in the river between Dresden and Richmond and is managed by the Maine Department of Inland Fisheries and Wildlife.

**Table 3. A. Dresden Fire and Rescue Incident Response Totals**

Incident Type	2008-2009	2009-2010	2010-2011	2011-2012	2013-2014
Structure fire	1	0	2	1	0
Vehicle / other fire	1	4	4	0	0
Grass / woods / brush fire	4	3	0	3	2
Motor vehicle accident	27	41	43	50	37
Wires / trees down	9	10	8	9	25
CO2 / smoke alarm investigate	5	5	7	3	3
EMS assist	0	4	2	2	1
Fire investigation	1	1	1	0	0
Life flight assist	0	1	0	0	0
Chimney fire	0	1	1	3	2
Flooded roads / basements	3	2	2	0	1
Other fire / hazards	1	1	0	1	6
Water search / rescue	1	0	2	0	2
Ground search – missing person	1	0	1	1	0
Citizen / other assist	1	5	2	1	3
Severe weather preparedness	2	0	0	1	1
<b>Mutual aid to other towns</b>					
Richmond	4	5	6	5	10
Wiscasset	1	2	7	2	1
Woolwich	1	2	7	2	2
Pittston	1	2	1	0	2
Bath	0	0	0	0	0
West Bath	0	0	1	2	0
Boothbay	0	0	0	0	0
Bowdoinham	0	1	0	4	4

Bowdoin	1	0	0	0	0
Brunswick	0	0	0	0	0
Georgetown	0	0	0	0	0
Litchfield	1	0	0	1	0
Farmingdale	0	0	0	0	1
<b>Totals</b>	<b>66</b>	<b>90</b>	<b>92</b>	<b>91</b>	<b>103</b>

## 4. Plan Implementation

*(Self-Assessment Checklist Reference: **Plan Implementation** section that prioritizes how implementation strategies will be carried out, pursuant to 30-A MRSA §4326(3). The plan must identify the responsible party and anticipated timeline for each strategy in the plan.)*

The plan seeks to implement the town's goals while maintaining a delicate balance between emotional sensitivities and political/fiscal reality.

Upon adoption of this Comprehensive Plan, the Select-board will have the task of re-establishing a Conservation Commission and/or establishing a new Comprehensive Plan Implementation committee. The Comprehensive Plan implementation can also be achieved by collaboration between the Select-board, Planning Board and the Conservation Commission.

The plan offers policies and strategies and provides the structure for oversight of the timely implementation of its recommendations for the appropriate elements.

## 5. Evaluation Measures

*(Self-Assessment Checklist Reference: **Evaluation measures** that describe how the community will periodically (at least every five years) evaluate the following:*

- A. The degree to which future land use plan strategies have been implemented;*
- B. Percent of municipal growth-related capital investments in growth areas;*
- C. Location and amount of new development in relation to community's designated growth areas, rural areas, and transition areas (if applicable)*
- D. Amount of critical natural resource, critical rural, and critical waterfront areas protected through acquisition, easements, or other measures.)*

The plan anticipates that the Select-board will re-establish a Conservation Commission and/or establish a new Comprehensive Plan Implementation committee, and **throughout** the five years following the adoption of the Plan, the Select-board, Planning Board, Conservation Commission and the Comprehensive Plan Implementation committee would meet to evaluate progress of the Plan's implementation.

## 6. Future Land Use Plan

*(Self-Assessment Checklist Reference: **Future Land Use Plan** that meets the requirements of Section 4 of Chapter 208. This section will be the focus of the Office's review for consistency with the Act.)*

**GOAL:** To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services, and preventing development sprawl. (See Appendix, Map 8 Land Use Districts)

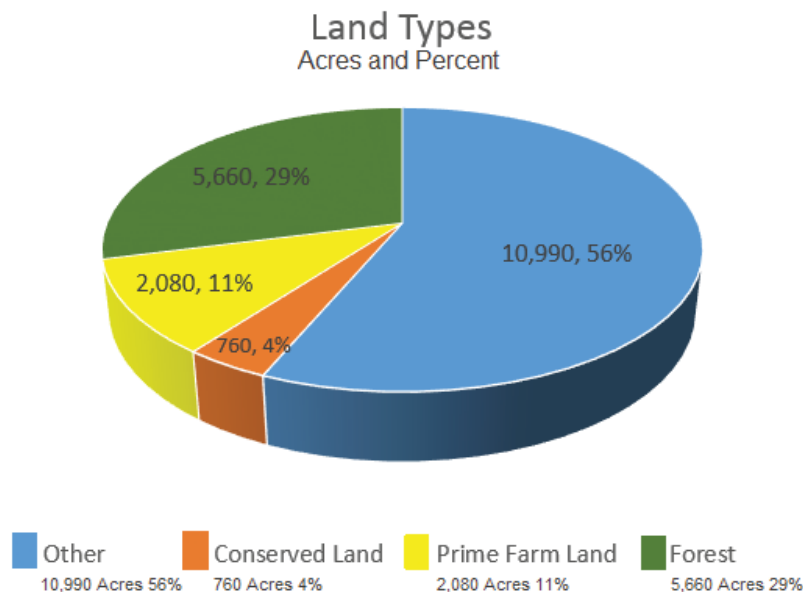
## 6.1. Analyses and Key Issues

### 1. How does the Future Land Use Plan align and/or conflict with the community's vision statement?

The Comprehensive Plan Committee, through a visioning exercise, opinion surveys, public forums, discussions and conversations with residents, heard that people wanted to protect the rural character of Dresden, including farm land, protection of both the Kennebec and Eastern Rivers, and ground water, while encouraging farming and other natural resource businesses. The overall vision of the Comprehensive Plan establishes a direction for how residents want the Town to grow and develop. It appears very clear what the people of Dresden wish to see for shaping the Town in the future. However our vision will require a plan, guide or road map to make sure Dresden, in ten or twenty years, will look the way we envision it today.

2. *How is the configuration of the growth areas shaped by natural opportunities and/or constraints (i.e. the physical suitability or unsuitability of land for development)? The location of public facilities? The transportation network? N/A*
3. *How does the Future Land Use Plan relate to existing regional economic, housing, transportation and natural resource plans? How does the Future Land Use Plan relate to recent development trends?*

The Future Land Use Plan is the guide or road map to help shape the Town and direct new development as envisioned by the citizens of Dresden for their Town. Land use planning for the Town would not be a difficult issue if we were still overwhelmingly a farming/forestry rural Town with a small village as in past years. The overall scheme or plan for land development was previously driven by an unwritten set of rules that kept large tracts of land in production for crops or lumber. Today those previous ways of doing things are no longer applicable and we must create a fair and balanced set of rules and policies to direct how the Town will evolve.



4. *Are most municipal capital investments currently directed toward growth areas? Why or why not? N/A*
5. *How can critical resource areas be effectively protected from future development impacts?*

Change and growth will occur, but we as residents can shape how new development will fit into the community in a way consistent with our vision for the Town. The tools we have available include a mix of voluntary measures and regulations. The strategies of the Future Land Use Plan will be crafted and overseen by the Planning Board and the Code Enforcement Officer, and discussed at public hearings prior to implementation. Multiple opportunities will be provided for Townspeople to voice their opinions. Any ordinance changes will require a vote at a Town Meeting.

### **6.3 Anticipating the Future**

No one can accurately predict the future but we can make educated guesses based upon past trends. Many strategies in the Land Use Plan are based upon how we anticipate change to occur in Dresden over the next ten to twenty years. It is important for the Town to monitor population and housing growth and be ready to discuss how the Comprehensive Plan may need to be modified based upon new trends and issues. Some of our assumptions about future trends include the following:

- Overall population growth will be low with a shrinking household size.
- Suburban roadside housing development will continue to be popular.
- Rural housing will continue to be popular.
- Some subdivision development will increase to provide new rural housing.

The following are also some trends which may discourage development in Dresden and will need to be monitored:

- The high cost of fuel may slow rural housing development.
- The housing market fluctuation may delay or encourage development.
- Some people may no longer select rural housing and switch to more urban areas to take advantage of public transportation and access to more services.

### **6.4 Objectives for the Future Land Use Plan**

The following are the Future Land Use Plan objectives:

- To maintain the rural character of the Town.
- To establish strategies which are fair and balanced.
- To develop strategies which respect our natural resources.
- To offer citizens voluntary ideas and methods to preserve our rural character.
- To guide change and growth in a way selected by the Townspeople.
- To guide new housing development into growth areas most suited to accommodate higher densities.
- To preserve our natural resources.
- To guide subdivision design in accordance with established ordinances.
- To make sure that traditional rural activity such as farming and forestry can continue to flourish and grow.
- To identify strategies promoting affordable housing, especially for the elderly.
- To foster smart growth.
- To guide and enable Dresden's vision for the community.

### **6.5 Identifying Growth and Rural Areas**

**Growth** areas are those areas of Town that are the most environmentally suitable and practical to accommodate future growth and development within the community. These areas can and will be designated by the landowner through the guidance of the Land Use Ordinance and approved by the Planning Board and Code Enforcement Officer.



**Rural** areas are intended for rural residential, limited low-intensity commercial, agricultural, timber harvesting, recreational and other natural resource dependent uses that would be compatible with and not impair the existing uses and resources that, like Growth areas, can be designated by the landowner.

## **6.6 General Recommendations**

The rest of the Future Land Use Plan consists of recommendations, which are designed to achieve our objectives. A critical step in putting this Future Land Use Plan into action will be the involvement and participation of Dresden citizens. Each recommendation and idea proposed in this plan will need to be further developed by the Planning Board or other Town committees and reviewed by the Town, at Town Meeting, before it becomes an ordinance or is put into practice. The recommendations are offered as a guide to be discussed and put into a final form for consideration at Town Meeting. The outcome of these recommendations will be shaped through a public process, which should reflect the vision and wishes of Dresden's citizen's.

General recommendations follow:

- Maintain Dresden's community vision when developing specific strategies to encourage or discourage development.
- Meet periodically with planning boards from adjoining towns, Pittston, Alna, Wiscasset, and Woolwich to discuss issues of development along mutual boundaries.
- Develop some basic traffic access provisions for all new development and include provisions for proper sight distance, minimum driveway or road opening widths, driveway and road drainage and turn-around areas so that traffic does not have to back-out into the roadway.
- Assist homeowners in how best to handle erosion control.
- Use existing State Shoreland Zoning ordinance.
- Continue to update the existing Land Use ordinance to guide both commercial and residential development on a as needed basis.
- Continue to use the Code Enforcement Officer (CEO) and support as necessary to enforce land use regulation, and ensure that the CEO is certified in accordance with 30-A MRSA Section 4451.

## **6.7 Recommendations to Discourage Inappropriate Growth In (and Encourage Protection of) Rural Areas**

The following recommendations involve education and promotions that offer ways individuals may voluntarily choose to develop and use their land. A Conservation Commission, to be re-established, would be responsible for implementation of these recommendations.

- Develop a pamphlet, which describes ways to design and develop house sites in harmony with rural landscape, and provides information about set-backs, buffer, privacy, living near farms, security, gravel roads, and other topics will be included.
- Promote interest in using land conservation easements to preserve farmland, forest, open spaces, scenic views and natural resources. Information about these programs will be made available to residents. Regional and State groups promoting conservation easements will be invited to speak with residents on a regular basis.
- Identify State and regional programs which offer large landowner, farmers and forest landowner's advice on making wise land use decisions to meet short and long-term goals. This recommendation is designed to offer residents credible information about the best ways to develop their land to meet a short-term need and still maintain their land investments.
- Promote the use of Farmland and Timber Harvesting Tax Programs to encourage these traditional rural activities.
- Develop a farm friendly guide for homeowners to alert new residents to the sights, sound and smells of living in

a rural community. The guide will help new homeowners adapt to a rural area. (I didn't know that my neighbor could have chickens AND a rooster!)

- Promote cooperation and discussion among owner of large blocks of land to enhance wildlife habitat especially travel corridors and open space. The Town will promote the use of sustainable forest practices to provide a long-term supply of wood and maintain the economic vitality of forestlands.
- Foster discussion with landowner and citizens to find ways to preserve scenic vistas and other cherished views within the community.
- Permit only low-impact commercial uses in the rural areas.

## 6.8 Miscellaneous

The Future Land Use Plan aligns with the Vision Statement in keeping Dresden a rural community by promoting and guiding development and retaining open space for farmland, sustainable forests, water quality for drinking and fish habitat in the Kennebec and Eastern rivers.

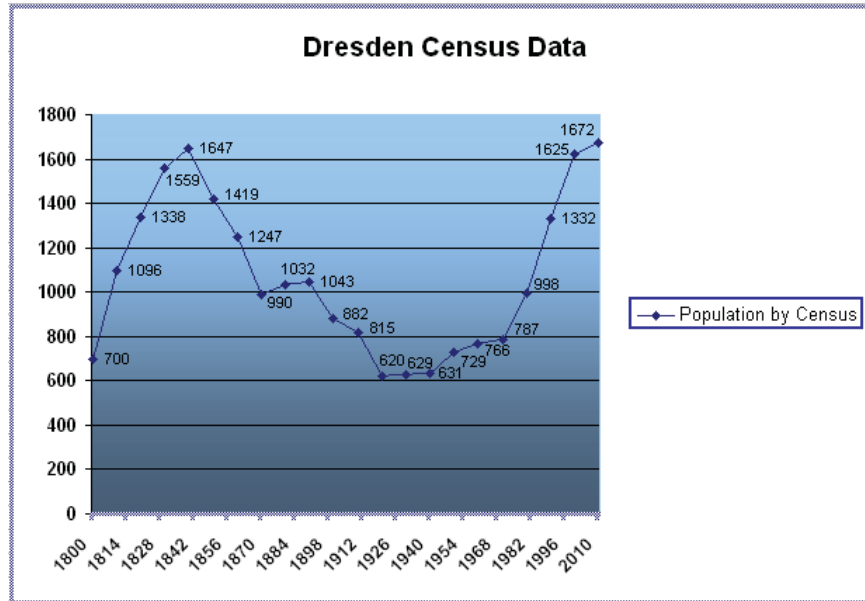
# 7. Population and Demographics

## 7.1 Analysis and Key Issues

*1. Is the rate of population change expected to continue as in the past, or to slow down or speed up? What are the implications of this change?*

Dresden's population per the 2010 census is 1672 residents. This is an increase of 2.8% from the 2000 census. However, the preceding biennium's census data (1970, 1980, 1990, and 2000) had much greater increases during those ten year periods. Dresden's population increased from 1970 to 1980 by 27%, from 1980 to 1990 by 33% and then again by 22% from 1990 to 2000. Historically, Dresden's population has gone through peaks and valleys. Dresden's highest peak, not including the current census, was in 1840 with a record population of 1647. The population was lowest in 1920 with a census of 620. Dresden's population seems to have peaked and may have leveled out if the current ten year census is any indication.

**Table 7. A. Dresden Census Data**



The statewide prediction is for Maine's population to peak sometime over the next twenty years and then to decline. This is generally due to the aging population in our state as a whole. Maine has the highest median age of all fifty states (42) and Dresden's current median age is 45 years old. The largest age groups in Dresden's current population are the ranges 45-49 (163), 50-54 (160) and 55-59 (162). 1330 of Dresden's residents are over the age of 18. This seems to indicate a shrinking youth and an increase in our older age groups.

Enrollment in our local school system seems to agree with the trend. In 1999, the elementary school had an enrollment of 140 students. By 2005, this number had shrunk to 125 and as of October, 2011 the enrollment is hovering around 92 students. Statewide, enrollments are declining and projected to continue to decline until approximately 2014. The Department of Education is predicting we shall "bottom out" and student enrollments should begin to increase after 2014. What this increase looks like, no one really knows. Lincoln County as a whole is projected to lose a total of 18% of their total student enrollment by 2014. Statewide, the loss is around 10% during this same period.

If Dresden's population has peaked as census data indicates, the implications are that we can expect the median population age to increase while the overall population begins to decline. Our "baby boomers" will demand services more geared to health care and elder housing. Older residents represent asset-rich and lower income population as a whole. The burden of real estate taxes has to be taken into consideration as well on an aging population.

## 2. Which demographic groups are the fastest growing and which are in decline?

### 2005-2009 Demographic Characteristics (US Census Bureau)

The largest age group in Dresden is the 45 to 64 range- 38% of Dresden's residents fall into this category. 19% of Dresden's population falls into the 25 to 44 age group and 19% are under age 18. Our over-65 age group is 14% of the population and 9% (the smallest) fall into the 18 to 24 year old range. 52% of our population is female and 48% are male.

### 2010 Census (US Census Bureau)

In 2010, the numbers change slightly but are similar for the prior five year period. The 2010 census reveals that 36% of the population fall into the 45 to 64 age group while 14% of our citizens are still in the over 65 category. The 25 to 44 age group is now approximately 23% while the under 18 group comes in at 23%. Our 18 to 24 age group is just 4% of our population. The male to female ratio changed to 51% male to 49% female during the 2010 census.

The above demographic data reveals that our older population (over 45) is still strong and represents about half of our citizenry. However, the over 45 group did decline slightly and the 25 to 44 age group gained 4% during the same period. Our 18 to 24 group continues to shrink which indicates perhaps that our young people leave to attend school or find jobs and may not return.

*3. What will be the likely demand for housing, municipal and school services to accommodate the change in population and demographics, both as a result of overall change and as a result of change among age groups?*

Based on the change in population, the demand for school services is likely to shrink unless there is an influx of newcomers into our community. The State Planning Office data shows the average size household in Dresden is 2.39 and there are 183 households (out of 700) that have children under age 18. This would mean less demand and a smaller enrollment in the local elementary school. Currently, there are 951 housing units in Dresden and 751 of those are single, detached one unit homes. 149 of the housing units are mobile homes. The vast majority of homes built in Dresden were built prior to 2000. Only 22 structures have been built after 2005, per census figures. The demand for housing appears stagnant as we currently have 136 vacant units in Dresden (and 815 occupied).

An increase in municipal services seems unlikely as Dresden currently has a volunteer fire department, a limited public water supply and very little recreation programs. Our public opinion shows residents find snow removal/sanding, solid waste and recycling, and fire services to be satisfactory. Most citizens agree road maintenance could improve. Statewide this appears to be an issue, not just at the local level. Dresden's lack of municipal services does not appear to be an issue for its residents.

*4. If most of the population growth is the result of newcomers, what can the community do to foster shared outlooks?*

According to our community survey, 73% of respondents have resided in Dresden for over 10 years and 16% are lifelong residents. Statistics from the US Census Bureau also indicate that 63% of citizens have lived in Dresden more than 10 years and another 20% have been residents for more than 5 years. 16.5% of residents, per US Census data, have moved into the community since 2005. This indicates about 55 new residents per year over a five year period. The community survey suggests a rural environment and location are prime influences when deciding to move to Dresden. Also, some residents felt reasonable taxes and family were reasons to move to Dresden, as well. Taking that into consideration, the residents can foster relationships with newcomers by including them in community events and making sure they feel welcome.

*5. If your community has a significant seasonal population, is the nature of that population changing? What is the community's relationship to and dependence on seasonal visitors? N/A*

*6. If your community is a service center or has a major employer, what additional effort does it have to make to serve a daytime population that is larger than its resident population? N/A*

## **8. Economy**

### **8.1 Analyses and Key Issues**

*1. Where does the local population work and how does the community fit into the economic region (labor market area)?*

Dresden is located 50 minutes from Portland, 30 minutes from Augusta, 30 minutes from Bath, 15 minutes from Wiscasset (Route), and 45 minutes from the Lewiston/Auburn area. Even though there are many local farms, two

convenience stores, a small restaurant, and people working from home, commuting to each of these communities is feasible via major roadways, including Route 27 (north & south), Route 197 (west), and Route 295 (north & south).

*2. Who are the major employers in the region and what is their outlook for the future?*

Major employers would include, but not limited to, Maine State offices in Augusta, Bath Iron Works in Bath, as well as retail stores in surrounding communities.

*3. Is the economy experiencing significant change, and how does this, or might this, affect the local population, employment, and municipal tax base?*

As in most of the State of Maine the economy has stabilized since 2008 but has not and is not expected to impact the local population. There is no manufacturing in Dresden and more pressure is placed upon the property tax percentage as the State wanes in its contribution via municipal tax revenue.

*4. What are the community's priorities for economic development? Are these priorities reflected in regional economic development plans?*

Although the opinion survey clearly shows that even though the community is not opposed to light industry, it is in favor of preserving the traditional rural agricultural businesses and farms.

*5. If there is a traditional downtown in the community, is it deteriorating or thriving? How is this affecting the community?*

Our "downtown" is Dresden Mills is located at the intersection of Route 27 and Routes 127/197. It currently consists of a small restaurant, a convenience store, Town Office, US Post Office, fire substation, Town Library, Fraternal Order, and a seasonal antique shop. This has been the structure for many decades and there is no reason to believe it is going to change significantly any time in the near future.

*6. Are natural resource-based industries (including fishing, farming, or forestry) important in the community and, if so, are they growing or declining? What steps has the community taken to support these industries?*

There is a light fishing industry of smelting on both rivers in winter months, and alewives & elver harvest in the spring on the Eastern River. There is some recreational fishing during spring and summer months.

Farming is VERY important to the community (organic vegetables, beef, pigs, goats, blueberries, strawberries, cranberries, and elderberries, to mention a few) and is doing well selling goods at the local farm-stands as well as supporting farmers markets in surrounding communities.

Some farms offer Community Supported Agricultural (CSA) to help in lean times. An annual summer-fest is organized by the Recreation Committee, and a harvest supper occurs in the fall and is open to the public.

There is occasional timber harvest on private land but no major forestland exists in Town for a large operation.

*7. Is tourism an important part of the local economy? If so, does the community want to foster this industry and what steps can it take to strengthen tourism?*

Tourism is not an important part of the local economy but Dresden offers great opportunities for hiking local trails, fishing and boating/canoeing on the Eastern and Kennebec Rivers, bird watching on Dresden Bog and Green Point Farm, and snowmobiling in winter.

*8. What role do/should home occupations play in the community, if any?*

Having to commute to Augusta, Portland or other surrounding communities, inspires people to be creative in finding ways with which to generate an income as an “in home” business. Our Town Officials are sensitive to entrepreneurs and will encourage and support them through the Planning Board and the Code Enforcement Officer.

*9. Are there appropriate areas within the community for industrial or commercial development? If so, are performance standards necessary to assure that industrial and commercial development is compatible with the surrounding land uses and landscape?*

Change and growth will occur, but we as residents can shape how new development will fit into the community in a way consistent with our vision for the Town. The tools we have available include a mix of voluntary measures and regulations. The strategies for development will be crafted and overseen by the Planning Board and the Code Enforcement Officer, and discussed at public hearings prior to implementation. Multiple opportunities will be provided for Townspeople to voice their opinions. Any ordinance changes will require a vote at a Town Meeting.

*10. What types of public facilities, including sewer, water, broadband access or three-phase power, are needed to support the projected location, type, and amount of economic activity, and what are the issues involved in providing them?*

There is no public sewer district; all businesses and residents maintain their own septic systems.

The Town does supply water to about 12 homes located in the “Mills” on Rt27.

Time Warner Cable and Fairpoint (DSL) cover only about 70% of the Town for broadband availability. There is spotty coverage for cell phones as well. So many homes are secluded in wooded lots with long driveways, for privacy, that makes it very difficult for broadband or cell coverage.

There is 3 phase power coming into Dresden from the north on Rt27 but only spans a couple of miles.

These are all factors taken into consideration prior to any major development.

## 8.2 Conditions and Trends

*1. The community’s Comprehensive Planning Economic Data Set prepared and provided to the community by the Office or its designee.*

The Comprehensive Plan will be distributed and voted on at our annual Town meeting and copies will also be available at the Town Office.

*2. A brief historical perspective on how and why the current economy of the community and region developed.*

In the early years there was a grist mill in “Dresden Mills” along with light shipping, (lumber, farm products, etc) via the, then, navigable Eastern River. Although farming is still an active industry, Dresden has become more of a “bed-room” community for aforementioned larger towns.

*3. A list of local and regional economic development plans developed over the past five years, which include the community. N/A*

*4. A description of the major employers in the community and labor market area.*

Bath Iron Works, Bath Maine

Maine State Offices, Augusta

5. *A description of retail stores by type and how the composition has changed over past five or ten years.*

There are no major retail stores in Dresden. Richmond has a hardware store, a few restaurants, a farm/feed store, a new Family Dollar, and two convenience stores, a small grocery store, a florist, and a few other small businesses.

6. *A description of any economic development incentive districts, such as tax increment financing districts or Pine Tree Zones, in the community. N/A*

## 9. Housing

The purpose of this section is to:

1. Describe the characteristics and changes of the housing stock in Dresden;
2. Identify the relationship between housing characteristics and demand in Dresden and the region; and
3. Predict the size, characteristics and affordability of housing needed to meet the demands of the future population.

### 9.1 Analysis and Key Issues

1. *How many additional housing units, including rental units, will be necessary to accommodate projected population and demographic changes during the planning period?*

Significant growth is not expected. Therefore, additional housing projects are not being planned at this time. Housing in Dresden is largely composed of single-family houses. There is a mix of owner-occupied (610 out of 700, or 87.1%) and renter-occupied (90 out of 700, or 12.9%) housing units, with the majority being owner-occupied. Mobile homes make up a higher (15.7%) percentage of Dresden's housing units as compared to Lincoln County as a whole (9.2%). There are two designated mobile home parks in Dresden, as well as single mobile homes located on lots throughout the town. There is very little multi-unit housing.

Housing related to age:

Built 2005 or later: 2.9%  
 Built 2000 to 2004: 7.3%  
 Built 1990 to 1999: 17.5%  
 Built 1980 to 1989: 20.4%  
 Built 1970 to 1979: 14.4%  
 Built 1960 to 1969: 5.5%  
 Built 1950 to 1959: 7.3%  
 Built 1940 to 1949: 1.4%  
 Built 1939 or earlier: 23.1%

Note: 52.3%, or the majority, of Dresden housing was built between 1970 and 1999. The next largest percentage of homes – nearly a quarter of all housing in Dresden, 23.1% - was built in 1939 or earlier.

In 2010, according to the Census, the total number of housing units in Dresden was 819. During the first decade of this millennium (2000-2010), the number of housing units in Dresden increased by 11%. This represents a net increase of 80 housing units. The level of growth in Dresden housing during this time was approximately the same as in Maine as a whole and slightly less than in Lincoln County.



As noted in the Population table below, Dresden experienced a 2.8% increase in population over the same period, while the number of households increased by 8.3%. If Dresden continues to add housing at the same rate as over the last decade, the town could have as many as 90 new homes by 2020. However, given population forecasts that predict a stable or declining population, Dresden does not anticipate that new housing will continue at that pace over the next decade. Existing municipal services are therefore adequate to accommodate that anticipated level of growth.

Table 9. A.

**TOTAL NUMBER OF HOUSING UNITS**

	<b>1990</b>	<b>2000</b>	<b>% Change</b>	<b>2010</b>	<b>% Change</b>
<b>Dresden</b>	552	739	34	819	11
<b>Lincoln County</b>	17,538	20,849	19	23,493	13
<b>Maine</b>	587,045	651,901	11	721,830	11

Table 9. B.

**TOTAL POPULATION**

	<b>1990</b>	<b>2000</b>	<b>% Change</b>	<b>2010</b>	<b>% Change</b>
<b>Dresden</b>	1332	1625	22	1672	3
<b>Lincoln County</b>	30,357	33,616	11	34,457	3
<b>Maine</b>	1,227,928	1,274,923	4	1,328,361	4

2. *Is housing, including rental housing, affordable to those earning the median income in the region? Is housing affordable to those earning 80% of the median income? If not, evaluate local and regional efforts to address issue.*

Home ownership is a good indicator of the overall standard of living in an area. A high rate of owner-occupied housing is typical of rural communities like Dresden. In 2000, Dresden had a high home ownership rate of 85.5%. By 2010, the home ownership rate had increased to 87.1%. According to the Census, Maine's 2010 statewide home ownership rate was 71%, so Dresden's home ownership rate is significantly above the statewide rate. Conversely, Dresden's rental rates have decreased by 1.6% during the past decade.

**Table 9. C. DRESDEN HOUSING TENURE 2000 - 2010**

	<b>2000</b>		<b>2010</b>	
<b>Occupied Housing Units</b>	<b>642</b>	<b>100%</b>	<b>700</b>	<b>100%</b>
Owner-occupied housing units	549	85.5%	610	87.1%
Renter-occupied housing units	93	14.5%	90	12.9%

3. *Are seasonal homes being converted to year-round use or vice-versa? What impact does this have on the community?*

Dresden has a relatively low and stable vacancy rate. The comparatively small number of seasonal and recreational homes in Dresden accounts largely for this.



In 2010, there were 819 total housing units and 119 vacant housing units (14.5%), with 51 vacant for seasonal or recreational use (6.2%). In 2000, the vacancy rate was only slightly lower. There were 739 total housing units and 97 vacant housing units (13.1%), with 69 vacant for seasonal or recreational use (9.3%). Therefore, over the past decade, seasonal and recreational homes decreased by 3.1% of total housing units. If this small number of seasonal homes were converted to year-round homes, it would have little impact on municipal services.

**Table 9. D. Households and Housing Units 2000 – 2010**

Description	2000	2010	% Change
Total Housing Units	739	819	11
Occupied Housing Units	642	700	9
Vacant Housing Units	97	119	23
Vacant for Seasonal Use	69 (9.3 % of total)	51 (6.2 % of total)	

4. *Will additional senior or assisted living housing be necessary to meet projected needs for the community and region? Will these needs be met locally or regionally?*

No senior citizen facilities are in existence, under development or planned at this time.

5. *Are there other major housing issues, such as substandard housing?*

The town is not currently working with any specific outside/community/regional agencies related to any substandard housing issues. Only state programs are being utilized as needed, according to town office personnel. Substandard housing has not been identified as an issue in Dresden in recent times. According to the 2010 Census, there were no housing units identified which were lacking either complete plumbing or kitchen facilities. These two criteria are utilized by the Census to identify substandard housing.

6. *Do existing regulations encourage or discourage development of affordable housing?*

The affordability of housing is of critical importance for any municipality. High costs are burdensome to individuals, governments and the economy. Excessively high housing costs force low and moderate-income residents to leave the community, thereby reducing labor force size.

Many factors contribute to the challenge of finding affordable housing, including local and regional employment opportunities and the effects of migration. Those Mainers most often affected by a lack of affordable housing include: older citizens facing increasing maintenance and property taxes, young couples unable to afford their own home, single parents trying to provide a decent home, low income workers seeking an affordable place to live within commuting distance of employment and young adults seeking housing independent of their parents.

### **Definitions of Affordability**

Affordable housing means decent, safe and sanitary living accommodations that are affordable to very low, low and moderate-income people. The Department of Housing and Urban Development (HUD) defines an affordable owner-occupied housing unit as one for which monthly housing costs do not exceed approximately 30% of monthly income. An affordable rental unit is defined as one that has a rent (including utilities) not exceeding 30% of the monthly income. The types of housing that are affordable at these income levels are often small homes on small lots and can include manufactured housing, multi-family housing, government-assisted housing and group and foster care facilities.

Housing affordability statistics throughout Maine are calculated annually by the Maine State Housing Authority (MSHA). The affordability index is the ratio of the Home Price Affordable at Median Income to Median Home Price. An index of less than 1.0 means the area is generally unaffordable; in other words, a household earning median income could not cover the payment on a median priced home (30 year mortgage, taxes and insurance) using no more than 28% of gross income.

In 2009, the median home price in Dresden was calculated to be \$175,000. The income needed to afford the median home price was calculated to be \$57,173 – approximately \$9000 more than the median income of \$48,152. The home affordability Index was calculated to be 0.84, meaning that Dresden was considered to be “generally unaffordable”. It was reported that 59.1% of households in Dresden were unable to afford the median home price in 2009.

However, by 2011, the median home sale price in Dresden was calculated to be \$116,500, a decrease in price of more than \$29,000. The income needed to afford the median home price was calculated to be \$34,538 – more than \$14,000 less than the median income of \$48,855. The home affordability index was calculated to be 1.41, a rise of 0.57 from the 2009 value. This meant that as of 2011, Dresden was considered to be a generally affordable housing market. According to the State Planning Office, the percentage of households in Dresden unable to afford the median home price in 2011 was 32.3%, as compared to the much higher numbers of 48.3% in Lincoln County as a whole and 53% statewide.

In 2012, the affordability index in Dresden had dropped somewhat to 1.25; however, since this index was above 1.0, the town was still considered generally affordable to homebuyers. The same applied in 2013, when the affordability index rose again, to 1.29. In conclusion, based on the affordability index calculated by the Maine State Housing Authority, there is an adequate supply of affordable housing for homebuyers in Dresden.

In comparison, the affordability index in Lincoln County as a whole in 2011 was 'affordable' at 1.03. But by 2012 it had dropped to 0.94 and by 2013 it had dropped to 0.80, meaning that in those two years it was considered unaffordable to home buyers. As for the state of Maine as a whole, the affordability index in 2011 was 0.97, in 2012 it was 0.96 and in 2013 it was 0.97. Therefore, in those three years the state as a whole was considered unaffordable to homebuyers. Dresden, on the other hand, was considered affordable for home buyers during this entire three-year period.

**Table 9. E. Affordable Housing**

Year	Index	Median Home Price	Median Income	80% of Median Income	Income Needed to Afford Median Home Price	Home Price Affordable to Median Income
2009	0.84	\$175,000	\$48,152	\$38,522	\$57,173	\$147,389
2011	1.41	\$116,500	\$48,855	\$39,084	\$34,538	\$164,794
2012	1.25	\$135,000	\$49,027	\$39,222	\$39,292	\$168,448
2013	1.29	\$146,700	\$54,140	\$43,312	\$41,995	\$189,125

Maine's Legislature defines an "affordable housing unit" as an owner-occupied, single-family dwelling unit for a household whose income does not exceed 80% of the median income for the area as defined by the United States Department of Housing and Urban Development. According strictly to this definition, housing in Dresden was affordable to those making 80% of the median income in both 2011 and in 2013, and was within \$70.00 of meeting the definition in 2012.

Regarding the rental aspect of housing, no statistics for the rental affordability index in Dresden were calculated by the MSHA from 2009 through 2013. However, in 2011, there were *only* four subsidized rental housing units receiving Housing Choice Vouchers in Dresden. The Section 8 Housing Choice Voucher program provides rental assistance to

income-eligible tenants by subsidizing a portion of their monthly rent and utilities and paying it directly to their landlords. The assistance provided is the difference between what the tenant pays toward rent (generally 30 - 40% of the household's adjusted gross income) and the cost of the rent.

In Lincoln County as a whole, as calculated by the MSHA, the rental affordability index in 2011 was 0.81. In 2012, it dropped to 0.77 and in 2013, it rose to 0.86.

### Housing Affordability and the Growth Management Act

A minimum policy required by the Maine Planning and Land Use Regulation Act (more commonly known as the Growth Management Act) is for every municipality "...to seek to achieve at least 10% of all housing built or placed during the next decade to be affordable."

On page 16 of the Act, it states that "A municipality... is not required to identify growth areas within the municipality for residential, commercial or industrial growth if it demonstrates, in accordance with rules adopted by the department pursuant to this article, that: ...The municipality... has experienced minimal or no residential, commercial or industrial development over the past decade and this condition is expected to continue over the 10-year planning period."

During the 1990's, Dresden added 107 housing units, according to the 2000 U.S. Census. During the period between 2001 and 2010, 80 additional housing units were added according to the 2010 U.S. Census. At that level of development, Dresden would meet the requirement of the Growth Management Act if the town sought to provide approximately two to three low-income housing units per decade.

The town does not maintain records on actual sale prices or move-in costs associated with new construction. However, the town does have two mobile home parks, with housing available for purchase and for rent, and believes that because of this *it has met its current affordability requirements*.

Dresden makes every effort to keep residents aware of programs related to affordable housing issues. For instance, on August 1, 2013, Maine's Pre-1976 Mobile Home Replacement Initiative went into effect. This initiative provides income-eligible Maine residents with an opportunity to replace the pre-1976 mobile home they own and occupy as their primary residence with a new Energy Star-certified manufactured home. It combines a Maine Housing mortgage loan with a \$30,000 Maine Housing grant to help get residents into a new energy-efficient home in the same location where they currently live. Requirements for eligibility include an annual household income at or below 80% of the First Home Program income limits and a five -year occupancy compliance period. The First-time homebuyer requirement is waived.

## 9. B. Policies and Strategies

Dresden is a rural setting, not an urban one, an important point to remember when considering recommendations regarding growth area land use regulations. The town uses established Dresden Land Use Ordinances, in conjunction with the Planning Board, when making recommendations. The Land Use Ordinances are updated by the Planning Board on an annual basis.

The following table lists town policies and implementation strategies for housing as established by the 1991 Comprehensive Plan. Updated recommendations are listed beside each policy or implementation strategy. A full copy of the previous plan is on file in Dresden's town office.

**Table 9. F. Updates to the 1991 Dresden Comp Plan Housing Policies and Strategies**

Town Goal - 1991 Dresden Comp Plan	Update in 2015 Comp Plan
------------------------------------	--------------------------

Promote housing opportunities that meet the needs of various households and income levels that are consistent with the rural character of Dresden.	This goal continues to align with local priorities and state-level goals. It should be continued.
<b>Policies - 1991 Dresden Comp Plan</b>	<b>Updates in 2015 Comp Plan</b>
<b>a.</b> Ensure that the rural quality of life is not compromised and that municipal services are not overburdened.	This policy continues to align with local priorities and state-level goals. It should be continued.
<b>b.</b> Encourage a minimum of 10% of the new residential development in Dresden to be constructed and maintained as affordable housing.	This policy continues to align with local priorities and state-level goals. Dresden's two existing mobile home parks continue to be adequate as affordable housing options.
<b>c.</b> Promote alternatives to conventional grid type subdivisions, mobile home parks and similar developments.	There are only two mobile home parks in Dresden, an area occupying 30.6 square miles. Single-family homes are on minimum one-acre lots in the village area and often much larger parcels outside the village area. The population density is 55 people per square mile - very low.
<b>d.</b> Preserve and enhance the existing housing stock through rehabilitation efforts.	Encourage owners of existing housing stock, especially historical homes, to consider rehabilitation of their homes. <i>Note:</i> Since approximately 23% of Dresden's housing stock was built in or before 1939, it is evident that home rehabilitation has and continues to occur.
<b>Implementation Strategies - 1991 Dresden Comp Plan</b>	<b>Updates in 2015 Comp Plan</b>
<b>a. Action:</b> Establish, as part of the site plan review process, a growth management monitoring program for adequate provision of Town services to accommodate new development - Responsibility of the Planning Board.	A growth management monitoring program has never been established, as over the years it has been considered not applicable to Dresden's rural nature. Compliance to the existing Land Use Ordinances is appropriate and adequate.
<b>b. Action:</b> Establish density bonus provisions in the Comprehensive Land Use Ordinance for the encouragement of affordable housing	Density bonus provisions have not been established, as over the years they have been determined to be unnecessary. Adequate

and/or senior citizen housing - Responsibility of the Planning Board.	affordable housing is available in Dresden's two existing mobile home parks.
<b>c. Action:</b> Continue to promote cluster development concepts or establish other standards in the unified development ordinance that will help preserve the rural character of the town - responsibility of the Planning Board.	The concept of cluster development planning has not moved forward, although there is a provision for it in the existing Land Use Ordinances. Due to Dresden's rural nature, it has been determined to be unnecessary.
<b>d. Action:</b> Seek a Community Development Block Grant from the State or other funding sources to establish a revolving loan fund program for the rehabilitation of the existing older housing stock in the town - responsibility of the Community Development Committee.	<p>No Community Development Block Grant has been pursued, nor has a Community Development Committee been formed. The majority of buildings in Dresden are privately owned, and therefore housing rehabilitation is privately funded.</p> <p>There is a state program called the "Pre-1976 Mobile Home Replacement Initiative" which became available starting 8/1/2013. Residents will be made aware of this program through efforts of the Select Board and Town Office.</p> <p>In 1985, the "Life Safety Code" was implemented. This code encompasses important fire safety updates pertaining specifically to mobile homes, including required hard-wired smoke detectors. The Planning Board recommends that the Town accepts no additional mobile homes older than 1986, OR no older than 25 years of age.</p>

## 10. Transportation

### Introduction

The purpose of this section is to plan for the efficient maintenance and improvement of the Town's transportation network in order to accommodate existing and anticipated development within Dresden over the next ten-year period. The format of this chapter follows the State Comprehensive Plan Criteria Rule, as amended on 8/6/11. State provisions are italicized. **See Appendix Map 2. Public and Private Roads.**

### Objective

To plan, finance and develop an efficient system of public transportation facilities and services to accommodate and facilitate (1) anticipated growth and economic development within the Town of Dresden and (2) anticipated increases in traffic on Rt. 197 and Rt. 27, between Exit 43 on Interstate 295 and Rt. 1 in Wiscasset, related to construction of the new Kennebec River Bridge on Rt. 197.

## 10.1 Analysis and Key Issues

### Assessment of Existing Facilities and Services

1. *What are the transportation system concerns in the community and region? What, if any, plans exist to address these concerns?*

As shown in **Appendix Map 1. Road Connections**, Dresden has four state highways - Routes 27, 127, 128 and 197. These roads provide excellent access to communities to the north, south east and west. Dresden lies in the westerly most section of Lincoln County and the only direct access to other communities in Lincoln County is via Route 27 to Wiscasset, the Indian Road to Wiscasset, Blinn Hill Road to Whitefield and the Bog Road to Alna. However, the Bog Road is only a partly improved gravel road that is difficult to use in inclement weather.

Route 27, which is also a designated evacuation route for coastal communities, is the county's most direct connection to the Gardiner-Augusta area and represents an important connection between coastal Lincoln County and inland communities.

MaineDOT defines high crash locations as those locations that experience 8 or more crashes in a 3-year period and have a critical rate factor (CRF) that exceeds 1.0. According to the Department's records, there are no high crash locations in Dresden.

Recent MDOT work on roads in Dresden includes overlays on Routes 127 and 197 and installation of a blinking beacon at the intersection of Routes 128 and 197. Work began in the fall of 2013 to replace the Route 197 bridge over the Kennebec River. That bridge is now complete and in use. MDOT does not have any current plans to improve other intersections or road segments.

2. *Are conflicts caused by multiple road uses, such as a major state or U.S. route that passes through the community or its downtown and serves as a local service road as well?*

Route 27 is a relatively high-speed highway with wide paved shoulders. It divides the small, compact village of Dresden Mills that includes the town office and the community's only convenience store and restaurant. While there is some cross-road pedestrian movement in Dresden Mills, this is relatively limited.

Most residential development in Dresden is dispersed along state and local roads with little pedestrian and bicycle traffic. As shown in **Table 10. E. Traffic Counts from Mid-Coast Permanent Counting Stations**, only portions of Route 27 have traffic volumes that exceed 4,000 vehicles trips per day so conflicts between through traffic and vehicles entering and exiting driveways are currently relatively infrequent.

3. *To what extent do sidewalks connect residential areas with schools, neighborhood shopping areas and other daily destinations?*
4. *How are walking and bicycling integrated into the community's transportation network, including access to schools, parks and other community destinations?*

Due to the dispersed nature of residential development in Dresden as well as the absence of any significant villages or population centers, there has been no demonstrated need for sidewalks or pedestrian facilities in the community. The elementary school is located in the rural northwestern section of Town near the north end of Route 128 in an area with few residences. If this area experiences further development in the future the Town should evaluate the need to provide an on- or off-site pedestrian facility that would allow students in this area to walk to school.

5. *How do state and regional transportation plans relate to your community?*



MDOT recently completed a Highway Corridor Prioritization (HCP) process for all non-local roads within Dresden. Local roads were not evaluated because they do not qualify for state assistance. Customer Service Levels (CSLs) were also completed for all non-local roads utilizing the following factors:

- **Crash History.** This measure includes the two types of motor vehicle crashes most likely related to the highway- head-on and run-off-road crashes. The A-F scale compares these crash rates with the statewide average.
- **Paved Roadway Width.** This measure compares total paved width (lane plus shoulder) with minimum acceptable widths by Highway Corridor Priority (not new design standards). If a highway segment fails this minimum, the Safety Customer Service Levels for that segment is decreased one letter grade.
- **Pavement Rutting Safety.** This measure looks at wheel path rutting, since excessive rutting holds water and contributes to hydroplaning and icing in winter. The A-F scale set points vary by Highway Corridor Priority, and are based on hydroplane tests.
- **Bridge Reliability.** This measure is pass/fail. If a highway segment contains a bridge with a Condition Rating of 3 or less (excluding non-overpass decks), the Safety Customer Service Level is decreased one letter grade. These bridges are safe, but may require increased inspection or remedial work that could affect traffic flow.
- **Pavement Condition.** This measure uses the Pavement Condition Rating (PCR), a 0-5 scale that is composed of International Roughness Index, rutting, and two basic types of cracking. The A-F scale varies by Highway Corridor Priority.
- **Roadway Strength.** This measure uses the results of the falling weight deflectometer, a device that estimates roadway strength. The A-F scale is uniform across Highway Corridor Priority, since even low-priority roads must support heavy loads in Maine's natural resource-based economy.
- **Bridge Condition.** This measure converts the 0-9 national bridge inventory (NBI) condition ratings to pass or fail; it is uniform across Highway Corridor Priority.
- **Ride Quality.** This measure uses the International Roughness Index (IRI), which is expressed in inches per mile of deviation. IRI is the nationally accepted standard for passenger comfort, and the A-F scale varies by Highway Corridor Priority.
- **Posted Road.** Each year, MaineDOT posts more than 2,000 miles of road during spring thaw to protect their longevity, but some posted roads directly affect Maine's economy.
- **Road segments that are permanently posted** get a D, those with seasonal postings get a C.
- **Posted Bridge.** This measure uses load weight restrictions to arrive at an A-F score that varies by Highway Corridor Priority.
- **Congestion Service.** This measure uses the ratio of peak traffic flows to highway capacity to arrive at an A-F score for travel delay. Peak summer months are specifically considered to capture impacts to Maine's tourism industry. This scale is uniform across Highway Corridor Priority, since tourist travel is system-wide and sitting in traffic affects customer service similarly on all roads.

See <http://www.maine.gov/mdot/about/assets/search/> for CSLs for non-local roads in Dresden.

As shown in **Table 10. A. Dresden Public Roads**, MDOT is responsible for summer maintenance of about 23.3 miles of roads in Dresden. Route 27, which is the busiest road in the community, is classified by MDOT as Highway Corridor Priority (HCP) 3, which, except for Route 1 (HCP 2), is the highest priority classification in Lincoln County. MDOT maintains HCP 3 roads to a high standard ensuring that they receive overlays and rehabilitation on a regular basis. Route 197 is classified as HCP 4 while the other state and state-aid roads are HCP 5. These roads do not receive the same level of summer maintenance as HCP 3 highways. For example, Routes 127 and 128 and Indian Road (HCP 5) will only receive light capital paving and minor drainage work every seven years or so to maintain a reasonable travel surface.

MDOT will continue to rebuild existing roads, as funds are available. However, its top priority will continue to be its pavement preventive maintenance (PPM) program. The condition of a well-paved road tends to be stable for the first 5-

10 years. Then, as cracks form and water gets into pavement and base, the rate of deterioration quickens. The PPM program focuses on applying lighter, less expensive pavement treatments earlier and more frequently in a pavement's life, thereby avoiding the point at which the pavement quickly deteriorates and the cost of repair accelerates.

MDOT released its 2012-2015 Statewide Transportation Improvement Plan in October, 2011. The only Dresden projects listed were installation of the Route 197-Route 128 intersection beacon and replacement of the Route 197 bridge over the Kennebec River.

*6. What is the community's current and approximate future budget for road maintenance and improvement?*

The Town of Dresden prepares an annual plan for road paving and related work. Historically, the Town's budget for road maintenance and improvements has been \$26,000. The Town plans road work based, in part, on the age and condition of road surfaces as described in **Table 10. A. Dresden Public Roads**.

As part of the preparation of this Comprehensive Plan, the Selectboard have prepared a multi-year capital improvement plan (CIP) for Town roads. Because unforeseen events, including storm damage, weather delays, rising fuel and pavement costs, etc., can have significant impacts on planned projects, the CIP must be viewed as a living document, as opposed to a fixed plan, that is subject to review on an annual basis. (See Chapter 18, Fiscal Capacity and Capital Investment Plan.)

*7. Are there parking issues in the community?*

The only current parking issue that has been identified relates to vehicles parked along the south side of Rt. 27 in Dresden Mills, in front of the Ships Chow Hall restaurant. These vehicles restrict the line of sight to the right for vehicles stopped at the end of Rt. 197.

*8. If there are parking standards, do they discourage development in village or downtown areas?*

There are no currently identified parking constraints in Town.

Refer to **Table 10. F. Public Parking Spaces in Dresden** for the number and location of public parking spaces.

*9. Do available transit services meet the current and foreseeable needs of community residents? If transit services are not adequate, how will the community address the needs?*

There is no fixed route public bus system that serves Dresden. Coastal Trans, Inc. (CTI) is a private, non-profit corporation that provides demand response services to Dresden residents. CTI uses volunteer drivers whenever possible to reduce transportation costs. These drivers use their own vehicles to transport program-qualified people needing non-emergency transportation. Concord Coach provides twice-daily service both north- and south-bound. The bus picks up and drops off customers at Huber's market in Wiscasset but there is no bus service to Dresden.

*10. If the community hosts a transportation terminal, such as an airport passenger rail station or ferry terminal, how does it connect to other transportation modes (e.g. automobile, pedestrian, bicycle, transit)?*

Dresden does not host a transportation terminal.

*11. If the community hosts or abuts any public airports, what coordination has been undertaken to ensure that required airspace is protected now and in the future? How does the community coordinate with the owner(s) of private airports?*



Not applicable.

*12. If you are a coastal community, are land-side or water-side transportation facilities needed? How will the community address these needs?*

Dresden is a coastal community that is limited to tidal river frontage only on the Kennebec and Eastern Rivers.

*13. Does the community have local access management or traffic permitting measures in place?*

MDOT has adopted an Access Management Rule that controls the development of driveways and entrances on all state and state-aid roads in Dresden that include Route 27, 127, 128, 197 and a portion of the Indian Road. A driveway is an access that serves up to five (5) dwelling units or other uses that generate less than 50 vehicle trips per day while an entrance includes anything that exceeds these driveway thresholds.

Any person proposing a driveway or entrance on one of the state-aid roads must apply for a permit from MDOT. This requirement is in addition to any local permits. All such accesses must meet minimum standards for sight distance, minimum distance to intersections, maximum width, drainage controls and backing up onto the highway, among others.

Because the Access Management Rule is primarily intended to ensure safe use of and access to roadways, towns are encouraged to adopt similar standards for development on municipal roads. Minimum sight distance requirements, drainage improvements and width standards are just as important for the safe use of local roads as for state highways. Some of Dresden's roads, such as portions of Route 127 and 128, Indian Road, Orchard Hill Road, Calls Hill Road, Blinn Hill Road, Alexander Road, Common Road and East Pittston Road have horizontal and vertical curves that limit visibility of vehicles exiting driveways. Dresden's General Performance Standards mandate minimum sight distances for driveways as well as minimum standards governing proximity of new driveways to existing driveways and intersections, maximum grade of driveways entering public roads and other provisions.

*14. Do the local road design standards support the community's desired land use pattern?*

The Dresden Road Construction Standards only cover public roads and major sub-divisions. There are not any private road standards. There are no provisions requiring at least two road connections with existing public roads or roads on an approved development plan but the Site Plan Review does require circulation connection between adjacent lots, thereby avoiding unnecessary on-road vehicle movements between lots. There is no maximum dead-end road length.

*15. Do the local road design standards support bicycle and pedestrian transportation?*

Except for 4-foot wide walkways along mobile home park roads, local road design standards do not address bicycle and pedestrian transportation.

*16. Do planned or recently built subdivision roads (residential or commercial) simply dead-end or do they allow for expansion to adjacent land and encourage the creation of a network of local streets? Where dead-ends are unavoidable, are mechanisms in place to encourage shorter dead-ends resulting in compact and efficient subdivision designs?*

There have been few new subdivisions constructed in the recent past but those that have been approved did not require creation of road networks. This is principally due to the nature of the terrain and the inability to economically construct street networks.

## 10.2 Conditions and Trends

### Minimum data required to address the assessment of existing facilities and services

1. *The community's Comprehensive Planning Transportation Data Set prepared and provided to the community by the Department of Transportation, the State Planning Office or their designees.*

Note: This data set has been incorporated and updated in the Transportation Network map and in the Analyses section of this chapter, as well as in the items that follow.

2. *Location and overall condition of roads, bridges, sidewalks, and bicycle facilities, including any identified deficiencies or concerns.*

The transportation network is dominated by vehicular traffic traveling on the community's network of public and private roads. The maintenance responsibility for these roads depends on the principal use of the roadway and falls on private individuals, the Town of Dresden or the State of Maine.

As of 2011, there were 44.73 miles of public and private roads in Dresden (**Table 10. A. Dresden Public Roads and Table 10. B. Dresden Private Roads**). These roads vary in function and character from high-speed arterials to private gravel roadways.

#### Arterial Roadways

Arterial roadways are defined by MDOT as travel routes that carry high speed, long distance traffic usually with a US Route number designation. In Dresden there are 4.85 miles of arterial highway consisting of Route 27.

#### Collector Roadways

Collector roadways are defined by MDOT as travel routes that collect and distribute traffic from and to arterials, serving places of lower population densities and somewhat removed from main travel routes. In Dresden, the 18.54 miles of collector roadways include Routes 197 (major collector) 127, 128, 197 and that portion of Indian Road between Route 127 and 128 (all minor collectors).

#### Local Roads

Local roads are defined by MDOT as all roadways not classified as an arterial or collector and include 34 roads totaling 21.42 miles in Dresden. All local roads are maintained by the town.

#### Private Roads

Private roads are maintained by individuals, associations or private businesses and total about 9.45 miles in Dresden.

The Town of Dresden is responsible for summer maintenance of 21.42 miles of roadway. Forty-three percent of town road mileage, or 9.19 miles, is gravel, which represents a very high proportion. As indicated in **10. A. Dresden Public Roads**, one local road, Ballard Road, and a portion of another, Lawrence Road Easement, are considered to be in poor condition (due to drainage, poor travel surface and width) while Route 128 and the state portion of Indian Road are both in poor to fair condition due to deteriorated pavement, inadequate base and inadequate drainage (Indian Road). Of the remaining local public roads, about 11 miles were rated as being in fair condition while about 9.5 miles were rated in good to very good condition.

Based on the comments provided in **10. A. Dresden Public Roads**, most of the gravel roads need only continued periodic maintenance while some of the paved roads require overlays and some improvements to drainage and base. By encouraging or permitting development in areas that are served by adequate roads, increased maintenance costs or associated future capital outlays may be avoided or at least delayed. Conversely, substantial development-related increases in traffic on roads that are not adequate may result in accelerated rehabilitation cycles or, in the case of gravel roads, demand by the public for such roads to be paved. For private roads see **Table 10. B. Dresden Private Roads**.

Table 10. A. Dresden Public Roads

Public Road	Function	MDOT Highway Corridor Priority	Length (mi)	Town Roads				Cond.	Comments/Required Work	Character/ Scenic Views
				Paved	Gravel	Summer	Winter			
				(mi)	(mi)	Maint. (mi)	Maint. (mi)			
Route 27	Minor Art.	3	4.85					G-VG	Limited areas of vertical cracking, recent rehabilitation	Rural views
Route 127	Minor Col.	5	7.15					VG	New overlay; fair paved shoulders	River views
Route 128	Minor Col.	5	8.87				8.87	P-F	Priority; areas of poor base, sags, significant cracking	Extensive river views, farm views
Route 197	Major Col.	4	1.90					G-VG	Good to new pavement, 2' paved shoulders	Long rural, field views
Indian Road	Minor Col.	5	0.54				0.54	P-F	Priority; many hor and vert cracks, poor base, drainage	
Indian Road	Local	6	2.07	2.07		2.07	2.07	F-VG	New overlay; areas of recent overlay have some cracking due to poor base	
Alexander Road	Local	6	2.02	0.47	1.55	2.02	2.02	F-G	Gravel - good surface, narrow many hor & vert curves; paved - F-G with vert cracking	Some river, long farm views
Ballard Road	Local	6	0.11		0.11	0.11	0.11	P	Gravel; drainage, poor surface, 1-lane	
Beverage Road	Local	6	0.06			0.06	0.06			
Blinn Hill Road	Local	6	3.22	3.22		3.22	3.22	F-VG	VG where new overlay, elsewhere F with areas of poor base, hor and vert cracking	High, long views
Bog Road	Local	6	1.33		1.33	1.33	1.33	F	Gravel, much shading, drainage, many curves, good crown	
Calls Hill Road	Local	6	3.87	3.87		3.87	3.87	F	Mostly F with areas of poor base, much vert cracking	
Clancy Road – Section	Local	6	0.13		0.13	0.13	0.13	G	Gravel, narrow, needs ditching	Rivefront
Common Road – Section	Local	6	0.98	0.98		0.98	0.98	F	Many hor and vert cracks with good sealing, base OK	Long farm, rural views, river views
Court House Road	Local	6	0.14		0.14	0.14	0.14	G	Gravel	
Everson Road	Local	6	0.66		0.66	0.66	0.66	F-G	Gravel, crowned, some drainage issues, needs ditch cleaning	Old field, limited river views
Glasheen Road – Section	Local	6	0.39		0.39	0.39	0.39	F	Gravel, drainage, narrow	Farm, river views
Holly Oaks Easement	Local	6	0.28			0.28	0.28			
Hunter Road – Section	Local	6	0.14		0.14	0.14	0.14	G	Gravel, good surface, narrow	Farm, rural views
Kohler Road – Section	Local	6	0.15		0.15	0.15	0.15	G	1-lane gravel	
Lawrence Road Easement	Local	6	0.14		0.14	0.14	0.14	P-F	Gravel, narrow, drainage	
Lincoln Road – Lower and Upper	Local	6	0.63		0.63	0.63	0.63	F-G	Gravel, very narrow, drainage, some crowning	Riverfront
Ludwig Road – Section	Local	6	0.28		0.28	0.28	0.28	G	Gravel, some vert curves, drainage OK, good surface, narrow, crowned	
Malloch Road – Section	Local	6	0.06		0.06	0.06	0.06	G	1-lane gravel	
Old East Pittston Road – Section	Local	6	1.55		1.55	1.55	1.55	G	Gravel	
Orchard Hill Road	Local	6	1.08	1.08		1.08	1.08	F-G	Recent overlay G, rest F with hor curves, vert cracks, lack of crown	
Oxbow Road – Section	Local	6	0.22		0.22	0.22	0.22	F	Gravel, no crown, narrow, drainage issue at peak	Rural views
Popps Road	Local	6	0.75		0.75	0.75	0.75	G	Gravel, crowned, good drainage, narrow, excessive grade at Route 128	Farm views
Ray-El Acres Easement – Perry Drive	Local	6	0.52		0.52	0.52	0.52	G	Gravel, crowned, good ditching	
Recycling Court	Local	6	0.01	0.01		0.01	0.01	G	Paved	
Sand & Salt Shed – 700'	Local	6	0.13			0.13	0.13			
Thayer Hill Road – Section	Local	6	0.06			0.06	0.06			
Town Landing Road	Local	6	0.14		0.14	0.14	0.14	F	Gravel	
Reed Rock Easement	Local	6	0.30		0.30	0.30	0.30	G	Gravel	Farm views, river view at end
			44.73	11.70	9.19	21.42	30.83			

**Table 10. B. Dresden Private Roads**

Amy Cir.	0.32	Dog Leg Ln.	0.35	McCobb Rd.	0.06
Bailey Rd.	0.15	Dorr Rd.	0.16	McFadden Rd.	0.77
Barnes Rd.	0.17	Eagle Lodge Ln.	0.28	Morton Rd.	0.09
Beech Ridge Rd.	0.73	Farm Rd.	0.23	Noaa Rd.	0.11
Birch Ct.	0.08	Gage Ln.	0.10	North Ln.	0.13
Blueberry Ln.	0.41	Gagne Rd.	0.11	Penibagos Trl.	0.25
Bog Pond Rd.	0.68	Getchell Rd.	0.08	Perkins Rd.	0.21
Bowman Ln.	0.09	Gilmore Brook Rd.	0.22	Pushard Rd.	0.30
Brackett Rd.	0.07	Guay Rd.	0.18	Russell Ln.	0.67
Calistas Way	0.48	Hillside Way	0.17	Sawyer Rd.	0.03
Carney Point Rd.	0.45	James Eddy Rd.	0.26	Skillin Camp Rd.	0.22
Carriage Ct.	0.12	Jenny Ln.	0.24	Stephanie Dr.	0.09
Cork Cove Ln.	0.09	Joey Dr.	0.09	Tall Pine Ridge Rd.	0.07
Cottage Ln	0.01	Juniper Ln.	0.12	Taryn Dr.	0.33
County Rd.	0.06	Keithan Ln.	0.10	Trinity Ln.	0.10
Dakota Ln.	0.17	Kenyon Dr.	0.30	Turner Rd.	0.06
Daves Way	0.65	Little Rd.	0.08	Webb Rd.	0.07
Day Ln.	0.16	Lumber Ln.	0.19	Weymouth Dr.	0.51
Densmore Ln.	0.48	Maki Ln.	0.10	Wheeler Rd.	0.11
Dewsnap Rd.	0.14	Maplelane Rd.	0.05		9.45
Dodge Rd.	0.68	Marino Way	0.08		

Within the overall context of connecting Maine, transportation planning is now done regionally. In 2005, The Lincoln County Planning Office (now LCRPC), the Mid-coast Council for Business Development and Planning (now Mid-coast Council of Governments) and MCEDD prepared a Regional Transportation Assessment (RTA), which identified Corridors of Regional Economic Significance (CRES) and listed potential improvements to the corridors (corridors in this context does not only mean a vehicular roadways but includes related transportation facilities such as bike-ped routes, rail corridors, ferry lines and related support facilities). CRESs in Lincoln County include Routes 1 and 27 and that portion of Route 32 between Routes 1 and 17. To date, Corridor Management Plans (CMPs) have been completed for Route 32 and Route 27 between Routes 1 and 96 on the Boothbay peninsula. LCRPC has tentative plans to invite the communities of Dresden and Wiscasset to develop a CMP for the remainder of Route 27 within the next two years. For an example of a CMP, refer to the Route 27 CMP that was prepared by the Towns of Boothbay, Boothbay Harbor and Edgecomb in 2011 (see [http://lcrpc.org/uploads/visual\\_edit/j98218r27plan11g1-2.pdf](http://lcrpc.org/uploads/visual_edit/j98218r27plan11g1-2.pdf)).

## Bridges

**Table 10. B. Dresden Private Roads** lists bridges in Dresden, all but one of which are owned and maintained by the State. MDOT replaced the Maine Kennebec Bridge connecting Dresden and Richmond in FY13 and FY 14.

**Table 10. C. Bridges in Dresden 2012**

Location	Name	Topo Feature	Owner/Maintainer	Year built	Deck Condition	Superstructure Condition	Substructure Condition	Culvert Condition
Route 128	Lower	Eastern River	MDOT	1955	Satisfactory	Good	Good	N/A
Route 197	Middle	Eastern River	MDOT	1936	Satisfactory	Fair	Satisfactory	N/A
Route 27	Upper	Eastern River	MDOT	1991	Good	Good	Very Good	N/A
Route 197	Maine Kennebec	Kennebec River	MDOT	1931	Poor	Poor	Poor	N/A
Blinn Hill Road	Mill Brook	Mill Brook	Town	1996	N/A	N/A	N/A	Very Good

3. Identify potential on and off-road connections that would provide bicycle and pedestrian connections to neighborhoods, schools, waterfronts and other activity centers.

With the exception of paved road shoulders on Route 27, there are no bicycle facilities in Dresden and there are no sidewalks or pedestrian facilities in the community. MDOT has no plans to install paved shoulders on any other state or state-aid road in Dresden and the dispersed nature of residential development in Dresden would not support pedestrian facilities.

4. Identify major traffic (including pedestrian) generators, such as schools, large businesses, public gathering areas/activities, etc. and related hours of operations.

There are few businesses in Dresden and those that do exist have few employees. With the exception of a small restaurant, convenience store and post office in Dresden Mills, there are no retail uses that generate traffic. Other public spaces include the Pownalborough Courthouse on Route 128, the Fire Station/Pownalborough Meeting Hall on Route 197, the town office and two inactive churches in Dresden Mills and the elementary school on Route 128. With the exception of the beginning and end of the school day at the elementary school, none of these uses generate significant traffic.

MDOT counts traffic volume on a rotating schedule. Because traffic counts are taken throughout the non-winter months, they must be statistically adjusted so that they can be made comparable regionally and state-wide. In addition, peak traffic occurs at different times in different areas of the state. The Department, therefore, applies factors to the traffic counts to produce Average Annual Daily Traffic (AADT). The most recent available counts in Dresden are presented in Table 5.

**Table 10. D. Traffic Counts Dresden**

Roadway	Location	AADT <sup>1,2</sup>		Difference
		2000	2007	
Route 27	South of Route 127/197		<b>4290</b>	-
Route 27	North of Alexander Road	4560	4060	-8.9%
Route 27	South of Blinn Hill Road	3860	3310	-8.6%
Route 27	Wiscasset Town Line	3960 <sup>3</sup>	3160	-20.2%
Blinn Hill Road	Route 27	620	720	16.0%
Indian Road	East of Route 128	1100	1000	-9.1%
Route 127	Woolwich Town Line	2150	2050	-9.5%
Route 127/197	North of Route 197	2400	2240	-6.7%
Route 127	South of Route 197	1710	1600	-6.4%

**10. D. Traffic Counts in Dresden** indicates that, overall, there does not appear to be an overall pattern to the increases and decreases in average annual daily traffic (AADT) volumes experienced during the study period. While the total volume of traffic at all locations with comparable data decreased 5.8% from 2000 to 2007, the trends for individual roads is less clear with Routes 27 and 127 showing decreases and Routes 197 and 128 mostly showing increases. While adverse weather conditions or road work could have some effect on traffic counts, the fact that reductions were experienced on most of the roads for which comparable data is available is probably an accurate reflection of the overall trend of traffic volumes in Dresden during the period.

It is also important to consider that the latest available traffic counts, taken in 2007, precede the very severe recession that has impacted Lincoln County and the rest of Maine. It is quite likely that traffic volumes since 2007 have decreased even more on the community's roadways. **Table 10. E. 24/7 Traffic Counts from Mid-Coast Permanent Counting Stations** presents traffic counts from permanent MDOT traffic counting stations. They record traffic volumes 24-7 year-round so the AADT at these locations is not estimated but actual. Trends in Boothbay, the count location nearest to Dresden, are similar to results from other mid-coast locations. Traffic volumes increased through the 1990s and peaked in the mid-2000s. This pattern is statewide, as shown by the trends in vehicle-miles traveled (VMT) during the same period. Statewide VMT peaked in 2006 and has not fully recovered. The 2010 VMT is not much different than the 2000 VMT.

**Table 10. E. 24/7 Traffic Counts from Mid-Coast Permanent Counting Stations**

Year	Route 27 Boothbay	Route 1 Rockport	Route 3 Trenton	Statewide
2010	6,540	13,090	13,360	14.5 billion
2005	6,650	13,860	13,640	14.9 billion
2000	6,470	14,500	13,460	14.3 billion
Change 2005-2010	-1.7%	-5.6%	-2.0%	-2.7%

*5. Identify policies and standards for the design, construction and maintenance of public and private roads.*

Dresden is concerned that all roadways and bridges be well engineered and built to last so that potential damage will be minimized from flooding and adverse weather and vehicular use. Sub-standard design or construction will result in higher costs to taxpayers and/or subdivision associations for repair and remediation. Road damage from flooding, adverse weather conditions and from use, especially heavy trucking activity, requires that roads be built to appropriate standards, including sufficient sub-bases, drainage systems and grading. While this may result in higher development costs upfront, in the long-term it will reduce costs for the taxpayers, residents, and business owners, all of whom depend on the road network.

The Dresden Land Use and Development Ordinance includes road construction standards for town roads. The following are highlights of the standards:

- Minimum ROW width – 50 feet
- Minimum road surface width – 18 ft.
- Minimum road surface construction –
  - Graveled: the traveled way shall be surfaced to 20 (or 18) feet in width, with crushed gravel to a depth of four (4) inches. No stone in the traveled surface will have a diameter greater than two (20 inches; or
  - Paved (necessary for acceptance by Town): pavement shall be a minimum of hot plant mix bituminous pavement, grade B, applied at a uniform compacted thickness of two inches, plus ½ inch finish coat.
  - The road shall be suitably crowned.
- Minimum road base width – 24 feet
- Minimum road base construction



- The top six (6) inches of all organic material shall be removed for the full width of the actual road base plus ditching
- The road base shall consist of a minimum of eighteen (18) inches of gravel, no stone being bigger than six inches in diameter.
- Shoulders - shoulder width shall be a minimum of two (2) feet on either side of the traveled way. The slope of the shoulders will be ½ inch per foot.
- Ditching – all ditching must be graded and seeded or otherwise stabilized. The ditching must be sufficient to handle the runoff of the area. Slope shall be at a minimum of ¼ inch per foot.
- Turnarounds – adequate turnaround areas (minimum of sixty (60) feet in diameter if circular) shall be built at any temporary or permanent dead-ends.
- Culverts – culverts shall be of adequate size and their size, type and installation shall be approved by the Town Road Commissioner.
- Road banks shall be no steeper than a slope of two (2) horizontal to one (1) vertical and shall be graded and stabilized in accordance with the provision for erosion and sedimentation control
- Road grades shall be no greater than ten (10) percent except for short segments of less than two hundred (200) feet.
- In order to prevent road surface drainage from directly entering water bodies, roads shall be designed, constructed and maintained to empty onto an unscarified buffer strip at least fifty (50) feet plus two times the average slope, in width, between the outflow point of the ditch or culvert and the normal high water line of a water body, tributary stream, or upland edge of a wetland. Road surface drainage which is directed to an unscarified buffer strip shall be diffused or spread out to promote infiltration of the runoff and to maximize channelized flow of the drainage through the buffer strip.
- Ditch relief (cross drainage) culverts, drainage dips and water turnouts shall be installed in a manner effective in directly drainage onto unscarified buffer strips before the flow in the road or ditches gains sufficient volume or head to erode the road or ditch. To accomplish this the following shall apply:
  - Ditch relief culverts, drainage drops and associated water turnouts shall be spaced along the road at intervals no greater than indicated here:

Road Grade Percent	Spacing Feet
0 - 2	250
3 - 5	200 - 135
6 - 10	100 - 80
11 - 15	80 - 60
16 - 20	60 - 45
21+	40

- Drainage dips may be used in place of ditch relief culverts only where the road grade is ten (10) percent or less
- On road sections having slopes greater than ten (10) percent, ditch relief culverts shall be placed across the road at approximately a thirty (30) degree angle down slope from a line perpendicular to the centerline of the road
- Ditch relief culverts shall be sufficiently sized and properly installed in order to allow for effective functioning and their inlet and outlet ends shall be stabilized with appropriate materials.
- Ditches, culverts, bridges, dips, water turnouts and other storm water runoff control installations associated with roads shall be maintained on a regular basis to assure effective functioning.
- Road crossings of watercourses shall be kept to a minimum number necessary
- Bottoms of culverts shall be installed at stream bed elevation
- All cut or fill banks and areas of exposed mineral soil shall be re-vegetated or otherwise stabilized
- Bridges or culverts of adequate size and design shall be provided for all road crossings or watercourses. The requirement for bridge or culvert may be waived for winter use forest management by obtaining a permit from the Planning Board.

6. List and locate municipal parking areas including capacity and usage.

**Table 10. F. Public Parking Spaces in Dresden**

Location	Number	Type
Bridge Academy	12 (est).	Off-street
New Fire Station	30	Off-street
Dresden Historical Society	3	Along highway
Pownalborough Courthouse	15	Off street
School	26	Off-street
Town Office	10 (est.)	Off-street
DFD Jewett Station	4	Off-street
US Post Office	21	Off-street
Dresden Masons Lodge	8	Along highway
Old Town Hall	4	Off-street
Dresden Recycling Center	6	On-street

*7. Identify airports within or adjacent to the community and describe applicable airport zoning and airspace protection ordinances in place.*

There are no general aviation airports in Dresden. The closest airport that serves the community is the Wiscasset Airport. Other airports are the Maine State Airport in Augusta, the Knox County Regional Airport, the Portland International Jetport and Bangor International Airport. The Augusta, Bangor, Knox County and Portland airports offer scheduled air service. Various improvements are planned at these airports as part of MDOT's Six-Year Plan.

*8. Identify bus and van services.*

There are no bus or van services other than those provided by Coastal Trans as discussed in Section B.9

*9. Identify existing and proposed marine and rail terminals within your community including potential expansions.*

The Rockland Branch, which is owned by the Department of Transportation and operated by the Maine Eastern Railroad, is the closest railroad to Dresden. The railroad provides limited freight service and seasonal passenger rail service from a station located off Water Street in Wiscasset. Wiscasset has developed plans to create a multi-modal transportation facility on Railroad Avenue. The facility would include a new passenger rail station, bus loading and unloading areas and a parking lot.

*10. If a coastal community identify public ferry service and private boat transportation support facilities (may be covered under Marine Resources with cross reference) including related water-side (docks/piers/wharves) and land-side (parking) facilities.*

N/A

*11. Environmental Impacts of Transportation Facilities*

There has been very little development of new roads in Dresden in the past 30-40 years except for those serving several small residential subdivisions. Most other private roads have been in place for many years. The History of Growth Maps presented in the Land Use chapter demonstrate that most recent residential construction has occurred along the town's state and state-aid roads with additional development in residential subdivisions and lot-by-lot development along private roads. Dresden does not have provisions encouraging open space subdivisions, which can be an effective tool in



preserving undivided open space when residential subdivisions are developed and reducing the amount of road construction necessary to support new development. Increasing the existing one-acre minimum lot size in rural areas but allowing lot sizes to be reduced if open space is permanently preserved may be a consideration in the future.

No records are maintained regarding transportation-related wildlife mortality. Given the relatively high speeds on state highways in Dresden, however, there is probably relatively high wildlife mortality.

Dresden does not specifically exempt from regulation noise generated by transportation activities but it does have regulations that address maximum sound levels at property boundaries. There have been few transportation-related noise complaints over the years.

### *12. Traffic Control Devices*

The only traffic control devices employed in Dresden are stop signs at all intersections and a flashing beacon at the intersection of Routes 197 and Route 128. The flashing beacon was installed in 2013 and MDOT has indicated there is no need to install additional traffic control devices within the community.

### *13. Land Use*

Dresden historically consisted of five well-defined village areas as shown in **Appendix Map 3**, which presents portions of the **1891 and 1892 USGS Maps** showing the road network and locations of principal structures. Almost all residential development is located in these villages or is widely spaced along rural roads, which is typical of farming communities.

As shown on the History of Growth Maps presented in the Land Use chapter, most residential development up to the 1970's in Dresden was clustered in or in proximity to West Dresden, Cedar Grove, Dresden Mills, South Dresden and Hatch's Corner with some additional mostly farm-related low density development along state highways. By 2007, residences in Dresden had more than doubled with many located within previously rural wooded and agricultural areas of the community.

**Table 10. A. Dresden Public Roads** documents that Dresden has an extensive private road network with 9.45 miles of private roads. Many of these roads were developed incrementally over time and do not meet basic road construction standards. Almost all private roads have a non-paved surface. Because these roads satisfy the standard for road frontage, additional lot-by-lot development can occur on them without improvements.

As shown in table 8, relative to its size, Dresden has fewer linear miles of road per square mile of land area requiring summer or winter maintenance than all but one of the listed communities. In addition, Dresden has the highest number of linear miles of gravel roads per square mile of land than any other listed community.

### *14. Scenic Byways and Special Views*

There are no State identified scenic byways in Dresden. Roads with scenic character are identified in **Table 10. A. Dresden Public Roads**.

Table 10. G.

**Comparison of Public and Private Road Statistics in Selected Communities**

Town	Land	All Public Roads		Town Roads								Private Roads		Ratio Public To Private Roads
	Area <sup>1</sup>			Summer Maintenance		Winter Maintenance <sup>2</sup>		Paved		Gravel				
	mi <sup>2</sup>	total miles	miles/ mi <sup>2</sup>	total miles	miles/ mi <sup>2</sup>	total miles	miles/ mi <sup>2</sup>	total miles	miles/ mi <sup>2</sup>	total miles	miles/ mi <sup>2</sup>	total miles	miles/ mi <sup>2</sup>	
Dresden	30.5	44.73	1.47	21.42	0.70	30.83	1.01	11.17	.37	9.19	.30	9.45	.31	4.73
Damariscotta	18.1	26.36	1.46	15.77	0.87	21.75	1.20	21.75	1.20	0.0	0.0	25.4	1.40	1.04
Jefferson	52.7	67.21	1.28	30.7	0.58	48.45	0.92	26.59	0.5	4.19	0.08	53	1.01	.99
Whitefield	46.8	66.86	1.43	39.23	0.84	58.91	1.24	28.58	0.61	10.65	0.23	n/a	n/a	
Newcastle	29	53.72	1.85	28.77	0.99	42.16	1.45	27.38	0.94	4.56	0.16	n/a	n/a	
Alna	20.9	30.42	1.46	14.76	0.71	30.42	1.46	9.46	0.45	5.3	0.25	2.22	0.11	13.70
S Bristol	13.2	26.3	1.99	15.27	1.16	26.18	1.98	15.96	1.21	0.24	0.02	28.41	2.15	.92
Nobleboro	19	36.69	2.09	25.7	1.35	32.69	1.72	24.43	1.29	1.27	0.07	36.29	1.91	1.01
Boothbay Harbor	6.5	31.8	4.89	23.2	3.57	32.05	4.82	22.90	3.52	0.30	.05	11.90	1.83	2.67

<sup>1</sup> Does not include water bodies

<sup>2</sup> Includes state roads

### 15. Midcoast Economic Development District

The Lincoln County Planning Office, now part of the Lincoln County Regional Planning Commission, the Mid-Coast Council for Business Development and Planning, now the Mid-Coast Council of Governments, and MCEDD prepared the 2005 Regional Transportation Assessment with the assistance of MDOT. The purposes of the Assessment included:

- Identification and prioritization of major transportation corridors within the MCEDD region
- Inventory of significant land uses, economic conditions and transportation facilities
- Identification of local and regional concerns related to the corridors
- Identification of significant constituencies such as freight carriers, transit riders and business and tourism interests

A survey was developed and distributed it to a wide variety of local officials and conducted two forums. The purposes of the forum were to review and comment on the results of the survey, the preliminary prioritization of corridors and objectives of each corridor. The Assessment was based on the following assumptions:

- Maine's population will continue to grow, resulting in more people using the same roads.
- Migration of people from cities to rural areas will continue, resulting in more frequent and longer trips to work and shop.
- Vehicle miles of travel and traffic will continue to grow faster than the population.
- There will be increased traffic delays and congestion.
- Insufficient planning will continue to be a problem. Some municipalities have comprehensive plans that designate growth areas on arterials. Other communities have no long-range plans.
- Public transportation will continue to be absent in many areas.

- Strip commercial development along Route 1 and some other arterials will result in more curb cuts, turning vehicles, reduced speed limits and more accidents.
- BIW and BNAS (since closed) will continue, but if not, there could be more traffic resulting from any redevelopment of the properties.
- Funds for new road construction will be limited.

The significant transportation corridors identified in the Assessment are, in order of priority:

- Route 1 corridor
- Route 24 corridor
- Route 196 corridor
- Route I-295 corridor
- Route 27 corridor
- Route 32 corridor

The only corridor within Dresden is Route 27, which is a minor arterial highway.

### **10.3. Policies and Strategies**

Minimum policies required to address State goals:

1. To prioritize community and regional needs associated with safe, efficient and optimal use of transportation systems.
2. To safely and efficiently preserve or improve the transportation system.
3. To promote public health, protect natural and cultural resources, and enhance livability by managing
4. land use in ways that maximize the efficiency of the transportation system and minimize increases in vehicle miles traveled.
5. To meet the diverse transportation needs of residents (including children, the elderly and disabled) and
6. through travelers by providing a safe, efficient, and adequate transportation network for all types of users (motor vehicles, pedestrians, bicyclists).
7. To promote fiscal prudence by maximizing the efficiency of the state or state-aid highway network.

Strategies required to address State goals:

1. Develop or continue to update a prioritized improvement, maintenance, and repair plan for the community's transportation network.
2. Prepare and update a multi-year road improvement program to include maintenance, upgrading and rebuilding priorities by year, as well as costs for these projects, for all roads. See the Capital Investment Plan of this Comprehensive Plan for recommended projects and estimated costs.
3. Communicate with MDOT with regard to road safety concerns that include, but are not limited to, the following:
  - a. The need for a flashing red and yellow light at the intersection of Rt. 27 and Rt. 197 in Dresden Mills
  - b. Flashing school warning lights near the elementary school on Rt. 128
  - c. A deep ditch alongside the inside curve at the east side of Rt. 127 between the Indian Road and Rt. 197
  - d. The elimination of a short passing zone on Rt. 127 in the area of the Dresden Recycling Center
  - e. Parking along the side of Rt. 27 in Dresden Mills, close to the intersection with Rt. 127
4. Initiate or actively participate in regional and state transportation efforts.
5. Maintain, enact or amend local ordinances as appropriate to address or avoid conflicts with:
  - a. Policy objectives of the Sensible Transportation Policy Act (23 MRSA §73);
  - b. State access management regulations pursuant to 23 MRSA §704;
  - c. In order to maintain and improve traffic flows, and improve safety, future land use ordinance provisions should be in harmony with access management performance standards set in current State regulations.

- d. State traffic permitting regulations for large developments pursuant to 23 MRSA §704-A.
6. Maintain, enact or amend ordinance standards for subdivisions and for public and private roads as appropriate to foster transportation-efficient growth patterns and provide for future street and transit connections.
7. Impact Fee: Investigate, and implement if warranted, an impact fee system that applies to all new major development that affects traffic use of the Town's roadways to assist in providing funds to upgrade these roadways while reducing the property tax burden for such improvements.
8. Pedestrians and Bicycles: Through public participation and in agreement with landowners the Town will prioritize potential projects in the future that promote pedestrian and bicycle safety by creating multi-use walking and bicycling paths, bicycles lanes, sidewalks, by extending existing paths where best suited and by installing modern warning signs where appropriate. The Town will then seek CDBG infrastructure funds, Maine DOT Enhancement funds and other sources for these proposed projects. Public support for these project proposals will be obtained before the Town commits resources.
9. Transit Service: Work with Coastal Trans, Inc. to better meet the needs of elderly and disabled residents who lack their own transportation, by providing carpools, van/jitney, to stores and services within Town and on the mainland.
10. Parking:
  - a. Consider acquisition of property adjacent to Town Office in Dresden Mills for additional parking and future expansion possibilities.
  - b. Consider development of a Park & Ride lot for BIW, State and other workers and seek CDBG infrastructure funds, Maine DOT Enhancement funds and other sources.
  - c. Provide better signage at the Pownalborough Fire Station to encourage public parking at the west side of building, away from the main entrance to the fire station.

## **11. Recreation**

### **11.1 Analysis and Key Issues**

Dresden has many opportunities for outdoor recreation all year 'round. There is hunting, fishing, hiking, cross country skiing, skating, snowmobiling, and other pursuits available to Dresden residents throughout the town.

There are two public tracts of land in Dresden. One is the Green Point Wildlife Management Area, which is maintained by the Department of Inland Fisheries and Wildlife, and developed cooperatively under the Wildlife Restoration Act and the North American Wetlands Conservation Act. Green Point is popular with bird watchers and hunters during the season. The area can be accessed on Route 128 approximately three miles south of the Route 197 intersection.

The other is the Erle R. Kelly Wildlife Management Area, owned by the State of Maine and developed cooperatively under the Wildlife Restoration Act. This area, also known as the Dresden Bog, can be accessed from Blinn Hill Road and the Bog Road north of Route 27. The area provides opportunities for skating and ice fishing in the winter and canoeing and kayaking in the summer.

The Dresden Sno-Valley Riders, a snow mobile club, maintains a total of 23 miles of trail in town, and uses Green Point for some of it with permission from the State of Maine. The club has an average of 20 active members, but the trails are also available to the public. When trails pass through private property, the club acquires written permission from the land owners. The trails are also used by cross country skiers, for snow shoeing, and even by dog sled enthusiasts.

There is a skating rink at the Recycling Center that was built in 1990, with some more current work to establish drainage in the spring and to retain water during the fall and winter. The Fire Department provides additional water as needed. The rink is cared for by volunteers.

At the Pownalborough Courthouse property, two miles of moderate hiking opportunities exist through old growth forests, along an ancient cemetery and the Kennebec River. Dresden Elementary School has a nature trail that is maintained by its students.

Dresden has a Recreation Fund that receives annual franchise fees from Time Warner Cable. The Fund helps support an annual Summer Fest, a Christmas concert, a Winter Fest, some school activities, and the annual open house at the Fire Department. The Christmas concert, featuring the Downeast Brass Quintet, is being held in 2013 for the 15th year.

Bridge Academy Public Library has a facility for basketball and a tennis court, although the tennis court needs some repair. Basketballs are available for public use during regular library hours.

Both the Kennebec and Eastern rivers are available for boating during the summer and ice and smelt fishing during the winter. Kayaks and canoes can be launched from several places in Dresden, but larger boats are currently put in the water at the public landing in Richmond.

#### **GOALS:**

- 1. Conserve and protect important natural resources in Dresden, which also function as recreational resources, through the Dresden Land Use Ordinance.*
- 2. Maintain and upgrade existing recreational areas as necessary to meet current and future needs.*
- 3. Preserve open space for, among other reasons, recreational use as appropriate.*
- 4. Seek to achieve at least one major point of public access to major water bodies for boating, fishing, swimming, and emergency rescue; work with nearby property owners to address concerns.*

## **11.2 Policies and Strategies**

#### **Implementation Policies:**

- Encourage access, for recreational purposes, to the Kennebec and Eastern Rivers, the \*Earle R. Kelley Wildlife Management Area (also known as the Dresden Bog), the \*\*Pownalborough Courthouse Trails, the woodland trails maintained by the Dresden Snowmobile Club, and the winter ice-skating rink at the town's recycling center.

#### **Implementation strategies:**

- Establish a recreation committee  
Responsibility: Select Board  
Timeline: 1st year after plan approval
- Evaluate of the recreational needs of the community  
Responsibility: Recreation Committee, in collaboration with the Select Board.  
Timeline: 1st year after plan approval
- Make recommendations as to how these needs can be met.  
Responsibility: Recreation Committee, in collaboration with the Select Board.  
Timeline: 1st year after plan approval
- Develop a master plan to meet the recreational needs of all ages and abilities, to explore future needs based on changing demographics, and to explore opportunities to collaborate with nearby communities.
- Include any capital needs identified for recreation facilities/spaces in the Capital Investment Plan.

- Oversee the maintenance of skating rink.  
Responsibility: Recreation Committee, in collaboration with the Select Board.  
Timeline: 1st year after plan approval
- Pursue public boat landing for both the Eastern and Kennebec rivers.  
Responsibility: Recreation Committee, in collaboration with the Select Board.  
Timeline: 2nd year after plan approval

\* <http://www.maine.gov/ifw/wildlife/land/departments/recreation.htm>

\*\* <http://www.maintailfinder.com/trails/trail/pownalborough-court-house-trails>

## 12. Marine Resources

### Introduction:

Dresden has two rivers that split the Town almost in half. The Eastern and Kennebec Rivers are brackish to fresh, with numerous species of fish and wildlife. Some of the fish species are indigenous and some are invasive. There is also the Dresden Bog, a wildlife preserve that ties / empties into the Eastern River.

### 12.1 Analysis & Key Issues:

#### Fishery Resource and Water Quality

1. *Is water quality being monitored on a regular basis?*

Water quality is watched and monitored on the Eastern and Kennebec Rivers and in the Dresden Bog. Water quality tests of the rivers are done by the State of Maine Department of (DMR). The Dresden Bog is maintained by Maine Inland Fisheries and Wildlife (IFW).

2. *Is there a local or regional plan in place to identify and eliminate pollution source?*

Dresden has no industry and is a farming community. Pollution plans are in place by the Clean Water Act, Maine Department of Environmental Protection (DEP) and The Kennebec Restoration Project, which is run by Maine DMR.

3. *Has closing of clam or worm flats threatened the shellfishing industry; are sources of contamination known? Are sources point (direct discharge) or nonpoint?*

Maine DMR requests a harvest plan for Alewife and harvest reports to maintain sustainability in the Alewife Fishery. River Smelt and Elver Fisheries have also submitted harvest data and reports.

4. *Are fishery resources being properly managed at local and regional levels?*

There are a number of invasive species, such as White Catfish and Carp, which should be targeted for harvest.

#### Coastal Land Use

5. *Are traditional water-dependent uses thriving or in decline? What are the factors affecting these uses? If current trends continue, what will the waterfront look like in 10 years?*
6. *Is there reasonable balance between water-dependent and other uses, and between commercial and recreational uses? If there have been recent conversions of uses, have they improved or worsened the balance?*

7. *How does local zoning treat land around the harbor? How do the community's coastal land use regulations compare with neighboring communities?*

There has been a reasonable balance of commercial and recreational use in Dresden for a number of years. This balance has tipped to more recreational use in the Summer time. The commercial fisheries are doing well in the winter and spring times, which has worked well for the past few decades.

#### **Harbor Management:**

8. *Have arrangements for managing local harbors been effective?*
9. *Is there a local or regional harbor or bay management plan? If not, is one needed?*
10. *If the harbor is shared with other communities, is there cooperation in management of the harbor?*
11. *What are the local dredging needs and how are they addressed?*

There is a need to dredge or remove the Breakwater Works Project begun in the 1800's. This has contributed to silting in the Eastern River and does not allow the river to flush itself, thus leaving it muddy year-round.

The study done by ME DEP, "The Turbidity of the Eastern River", recommends the removal of the Breakwater. This will help with habitat restoration of the Eastern River.

#### **Coastal Access:**

12. *Is adequate, protected access for commercial fishermen, aquaculturists, and recreational users available? Based on projections, will access, including support facilities such as parking and marine services, be adequate for the future? Are there opportunities for improved access?*
13. *Are important points of visual access identified and protected?*

There is adequate access for Dresden commercial fishermen. There is no aquaculture and there is access for recreational use. There are no projections for the future use. There is parking for marine services and opportunities for improved access have been provided through private initiative and should continue on that course, as it has worked since the founding of Dresden.

#### **Conditions and Trends:**

1. *The community's Comprehensive Planning Marine Resources Data Set prepared and provided to the community by the Department of Marine Resources and the Office, or their designees.*
2. *A map or description of current land use patterns along the shoreline and near coast area which differentiates water-dependent uses from other uses.*
3. *A summary of current regulatory and non-regulatory provisions influencing land use patterns along the shoreline and near coast area.*
4. *A description of any local or regional harbor or bay management plans or planning efforts.*
5. *The location of facilities (wharves, boat ramps, pump-out stations, etc.), with a brief description of any regional or local plans to improve facilities.*
6. *A description of or map showing beaches and other access points used by the public with a brief description of their use, capacity, physical condition, and plans to improve, expand, or acquire facilities such as parking or toilets.*
7. *An inventory of significant scenic access points along the shoreline, including current ownership (public/private) and any protection, if any.*



The current and future conditions and trends are addressed by the Dresden Land Use Ordinances. Site planning and inventory are on Dresden land use maps, which are updated frequently. These maps show all access points. There are no public ramps or facilities currently in Dresden. However, a site inventory of scenic access points along the shoreline are addressed, (see Dresden Shoreland Zoning Maps).

## **12.2 Policies and Strategies**

### **Implementation Policies:**

Town of Dresden will maintain good land use policies to protect water quality, which is addressed in current land use ordinances and continue to work with Maine DEP and Maine DMR.

Dresden should put together a team to work with Army Corps of Engineers to remove the Breakwater and allow for a free flowing Eastern River and continue to maintain shore land zone policies that are in the best interest of the Town of Dresden.

### **Implementation Strategies:**

1. Work on removal of Breakwater at the end of Eastern River.

Time Frame: Start  
Continue until removal (This will take some time.)

2. Encourage Town Select Board to keep looking for a site for a public boat ramp; if property becomes for sale, try to purchase it.

Time Frame: On-going

3. Encourage good stewardship among Land Owners, Trusts and Other Groups.

Time Frame: On-going

4. Work to get marinas and services on Rivers for benefit of all.

Time Frame: On-going

## **13. Water Resources**

### **Introduction:**

The focus of this chapter is freshwater resources and the importance of managing the quality of these resources. Marine water quality in Dresden, as it relates to the Kennebec and Eastern Rivers that flow through Dresden and Merrymeeting Bay, which is the confluence of these two rivers and four other rivers, is discussed in the Marine Resources Chapter.

Dresden is almost completely dependent on wells to provide drinking water for its residents and freshwater for its numerous agricultural businesses, many of which are located on the peninsula between the Kennebec and Eastern Rivers. Protection of the Town's freshwater resource is critically important in maintaining the quality of life for its residents and for sustaining wildlife and vegetation.

**GOAL:**

To provide clean, safe water for Dresden residents and businesses, including agricultural enterprises, to protect aquifers and watersheds within the boundaries of Dresden that provide water to neighboring communities and to assure that Dresden does not negatively impact the quality of water within the Kennebec and Eastern Rivers, the Dresden Bog and Bog Brook, the outlet from the Dresden Bog that feeds into the Eastern River.

**Citizens View (Survey Response)**

A common sentiment of those who responded to the public opinion survey conducted in conjunction with the development of the Comprehensive Plan was that the Town's "country environment" was the number one reason for people moving to Dresden. Such an environment, with widely scattered housing, depends on individual water sources as reflected by the fact that 96% of the responders to the survey have drilled or dug wells. 4% of the responders rely on a spring for water. In terms of water quantity and quality, 95% have not experienced any reduction in water quantity and 88% have not experienced any decrease in water quality. The only survey comment related to water quality was that there was "rust" in the water. One responder suggested the Town purchase land to provide a water supply for future growth.

**Overview**

A significant portion of the Town of Dresden is located between the Kennebec River, located along the Town's westerly boundary, and the Eastern River which flows south through the Town, terminating at the Kennebec River where the Eastern and four other rivers, the Androscoggin, Cathance, Abbagadassett and Muddy, flow into the Kennebec River to form Merrymeeting Bay.

The importance of the Kennebec River, Eastern River and Merrymeeting Bay to the Town cannot be overstated. The delta formed by the Kennebec and Eastern Rivers is fertile farmland that is of great importance to the Town, providing income for numerous local families, produce for communities throughout the mid-coast region, recreational opportunities including boating and fishing and beautiful scenery to residents and tourists.

Promoting the cleanliness of the Kennebec and Eastern Rivers in order to protect Dresden farmland is critically important. But the need to protect water resources within Dresden for residents of Dresden and for neighboring communities whose water supplies are impacted by surface and sub-surface water within Dresden is equally important. This includes a large sand and gravel aquifer between the Kennebec River and Rt. 128 and just south of Rt. 197. The associated property, which is owned by the Richmond Utilities District, has two wells that are each capable of producing 200 GPM (gallons per minute).

Within Dresden Mills twelve residences, a convenience store, post office and the Dresden Town office are served by a small water district, consisting of two wells that were created in 1996 due to the contamination of the individual wells as the result of a leaking underground gasoline tank. Protection of this resource, in terms of quality and quantity, is imperative.

Dresden does not have a public sewer system or wastewater treatment facility. Therefore, local residents, business owners and town officials are responsible for providing and maintaining operable private septic systems that will not negatively impact the water resources.

Due to the lack of major industry in Town there are few known areas of potential groundwater contamination in Town. There are several large gravel pits located north of Rt. 197, along the east side of Rt. 128 and relatively close to the Kennebec River that could negatively impact an aquifer in the area. The only known buried fuel tanks in Town are associated with the convenience store in Dresden Mills. These were tested in 2010 and again in May 2014 and found to be in good condition.

## 13.1 Analyses and Key Issues

1. *Are there point sources (direct discharges) of pollution in the community?*

There are two Overboard Discharges (OBD) in Dresden and both are monitored via a permitting process with DEP.

2. *Are there non-point sources of pollution related to development, agriculture, forestry or other uses that are affecting surface water resources and riparian areas? If so, are existing regulations sufficient to protect these resources?* No
3. *Are point and/or non-point sources of pollution threatening groundwater supplies?* No
4. *Are public groundwater supplies and surface water supplies and their recharge areas adequately protected? Are any public water supply expansions anticipated? If so, have suitable sources been identified and protected?*

There has been a “well-head” protection study done in the past to identify any wells that may be in danger of damage or pollution. The two wells that supply about 12 homes in Dresden Mills is protected by ordinance requirements as well as gated entrance and locked shelter. The Town of Richmond has two wells located on the east side of the Kennebec and in the Town of Dresden that is also protected by ordinance requirements and perimeter fencing.

5. *What non-regulator measures can the community take to protect or enhance water quality? Are there opportunities to partner with local or regional advocacy groups that promote water resource protection?*

Dresden's Conservation Commission had tested over 40 private wells though-out the town and although some wells tested better the others, there was no glaring issues with any of them. This data currently resides in a database.

6. *Do local road construction and maintenance practices and standards adequately protect water resources? Do public works crews and contractors use best management practices in daily operation (e.g. salt/sand pile maintenance, culvert replacement, street sweeping, or public works garage operations)?*

Anytime there is local road construction/maintenance it is always done in accordance with ordinances and the DEP. The salt/sand pile is undercover in the sand shed.

7. *Are floodplains adequately identified and protected? Does the community participate in the National Flood Insurance Program? If not, should it? If so, is the floodplain management ordinance up to date and consistently enforced?*

The floodplains are identified using online maps from FEMA. The *Floodplain Management Ordinance* is current and used anytime there may be a questionable area.

## 13.2 Policies and Strategies

Implementation Policies:

- Protect significant surface and sub-surface water resources from pollution.
- Protect current and potential drinking water sources, not the least of which is a large aquifer that provides water to the Town of Richmond
- Protect significant surface water resources from pollution and improve water quality where needed.
- Cooperate with neighboring communities such as Richmond, Bowdoinham, Pittston, Gardiner and Whitefield

and regional and local advocacy groups such as Friends of Merrymeeting Bay to develop policies and strategies for protecting water resources.

- Protect water resources in potential growth areas while promoting more intensive development in those areas or strive to ensure that growth in those area does not jeopardize water quality

#### Implementation Strategies:

Each of the strategies listed below is followed by the names of the parties responsible for implementing the strategy and the year that the strategy is to be implemented.

- Provide farmers, developers and loggers with information related to water quality “best management practices”, including the Maine Forest Service’s Best Management Practices for Forestry: Protecting Maine’s Water Quality.

Select Board  
Conservation Commission  
On-going

- Amend local land use ordinances as applicable to incorporate storm-water runoff performance standards consistent with:
  - The Maine Storm-water Management law and Storm-water Rules (Title 38 MRSA Section 420-D and 06-096 CMR 500 and 502)
  - DEP’s allocations for allowable levels of phosphorus in lake/pond watersheds.
  - The Maine Pollution Discharge Elimination System Storm-water Program

Planning Board  
Timeline to be determined

- Follow State guidelines with regard to construction within the flood plain.

Codes Enforcement Officer

- Periodically review the Town’s wellhead and aquifer recharge area protection ordinance and update when necessary.

Planning Board  
Timeline to be determined

- Periodically review the Town’s Gravel pit ordinance and update when necessary.

Planning Board  
On-going

- Continue to require contractors to follow water quality protection practices during the construction and maintenance of public roads and facilities.

Planning Board  
On-going

- Follow low impact development standards incorporated within existing ordinances and update/improve as necessary.

Codes Enforcement Officer  
Planning Board

- Follow State Erosion Control Standards in terms of erosion and sedimentation control measures during the construction of developments.

Codes Enforcement Officer

- Collaborate with abutting towns and regional and local advocacy groups to develop common watershed protection measures.

Planning Board  
Conservation Commission  
Ongoing

- Collaborate with abutting towns and regional and local advocacy groups to monitor water quality within the Kennebec and Eastern Rivers.

Conservation Commission  
Timeline to be determined

- Provide educational materials at appropriate locations regarding invasive species.

Select Board  
Conservation Commission  
On-going

- Monitoring of water quality in the Dresden Bog is done by the State

## 14. Critical Natural Resources

### Introduction:

Dresden has two State of Maine Wildlife Management areas in Town, the Erle R. Kelly Management Area on the Dresden Bog and Green Point Farm Management area which borders the Kennebec and Eastern Rivers. The State also owns a number of small parcels of land. There are a number of registered Deer-yards in Dresden, along with shore frontage on the Eastern and Kennebec Rivers. There are a number of large and small farms in Dresden. This creates a multitude of natural resources.

### 14.1 Analysis and Key Issues:

1. *Are existing regulations sufficient to protect the community's critical natural resources threatened by development, overuse, or other activities?*

Currently, the State wildlife areas; the Dresden Bog, Green Point Farm Management area and the deer-yards are under State Wildlife management plans that are under the control of IF&W, (Inland Fisheries and Wildlife).

2. *Are local shoreland zone standards consistent with state guidelines and with the standards on adjacent shorelands in neighboring towns?*

Dresden Land Use Ordinances encompass the State's latest Shoreland Zoning Rules & Regulations and, combined with the State DMR (Department of Marine Resources) and Federal US Fish & Wildlife Service, maintain important waterfowl habitat in the river systems and Merrymeeting Bay.

*3. What non-regulatory measures can the community take to protect critical natural resources? Are there opportunities to partner with local or regional advocacy groups?*

Dresden has a history of partnership with Non-Governmental Organizations (NGO) such as The Friends of Swan Island, Friends of Merrymeeting Bay and the Alewife Harvesters of Maine has enabled the Town to establish best management practices for the natural resources that impact the environment.

*4. Is there current regional cooperation or planning underway to protect shared critical natural resources?*

There is constant regional cooperation with State agencies for the best wildlife management practices.

*5. In what other areas will protection of critical natural resources advance comprehensive plan policies (e.g. water resources, economy, recreation, agriculture and forestry, etc.)?*

The Maine Farm Bureau is active with our larger farms for best management practices. Dresden has Timber Harvest Ordinances and Water Resource Protection areas.

## 14.2 Conditions and Trends

Dresden has always updated its Land Use Ordinances and Shore land and Timber Harvest Plans to keep up with State regulations. Dresden keeps current updated Natural Resource maps provided by the State of Maine and IF&W for the latest Deer-yard and Waterfowl habitat. See Appendix Map 9 High Value Plant & Animal Habitat and Map 10 Valuable Habitat for Priority Trust Species.

## 14.3 Policies and Strategies

### Policies:

Dresden has always worked with the State and local communities to best manage its critical natural resources.

### Strategies:

- Continue to keep updated shore land zoning areas and maps.  
Time frame; on going
- Keep Dresden Land Use Ordinances updated to reflect changes in deer yards, waterfowl habitat, timber lands and farms to reflect best management practices.  
Time frame; on going
- Continue to keep and update the best management practices for subdivisions and construction near deer-yards and waterfowl areas and work with landowners through educational programs to ensure public and private best land use practices in areas that have known valuable natural resources.  
Time frame; on going
- Implement best practices for public land management around roads and construction projects.  
Time frame; on going

- Pursue public and private partnerships to protect critical natural resources through purchase of land and easements from willing sellers.

Time frame; on going

#### Comments:

In short, Dresden needs to continue to do what it does best. That is, a public / private best management practice with timber harvesting, farming and wildlife management areas and shore land zoning and waterfowl habitat that is in keeping with Dresden's rural lifestyle and character.

## 15. Historic and Archaeological Resources

**GOAL:** To preserve the Town of Dresden and State of Maine's historic and archaeological resources. See Appendix **Map 3 1891-1892 USGS Map of Dresden.**

### 15.1 Analysis and Key Issues

1. *Are historic patterns of settlement still evident in the community?*

#### Remaining Historic Structures

##### Churches:

- The construction of the Methodist Episcopal Church in Dresden Mills started in 1880 and at a cost of \$4,000. It was free of debt when dedicated on March 13, 1884. A Methodist chapel built on a hill west of Dresden Mills preceded this building. In 1880, it was voted to dismantle the chapel and use the materials toward erecting the present building. It originally had a belfry and spire, both of which were removed in 1958. The bell now rests on a concrete base near the building. This building is now privately owned.
- St. John's Church in Dresden Mills was built and originally dedicated as a Union Meeting House on June 27, 1833. At one point four congregations shared the building, one of which was of St. John's Episcopal Church, a descendant of an extinct church of the same name which had been organized in Dresden in 1770. On November 17, 1852, the building was consecrated to the service of the Episcopal Church. The church has recently been re-consecrated by the Bishop of the Diocese of Maine, the Rt. Reverend Chilton Knudsen (now retired), and is currently available to the community for concerts, weddings, funerals, Sunday services or gatherings.

##### Schools:

- One District Schoolhouse was located in Cedar Grove and served the children of that area from 1861 until 1943. It has been converted into a private home.
- District School Number 2, also known as the Dresden Brick School house located on Route 128, has been converted into a museum run and maintained by the town's Historical Society.
- The Dresden Town Office is housed in what was originally District #6 Schoolhouse and is currently owned by the Town. The construction date is unknown, but the structure appears on the 1857 Dresden Mills map. It was the last of the one-room schoolhouses in use before the opening of the Dresden Elementary School in 1971. In 1900, 31 students were enrolled in the District #6 Schoolhouse. The building was remodeled in 1988/1989.



- It is not known when the District #9 Schoolhouse was built, but in 1845 there were 47 students. The schoolhouse is located on Rt. 127 (Middle Road) and was closed as a school in 1955. It is currently a privately-owned house.
- Bridge Academy on Middle Road, Route 127/197, was completed in November 1890, and dedicated that December. Samuel James Bridge (1809-1893) first proposed establishing a fund to build the academy in 1887. The architect for the building was George A. Clough of Boston. It is a modified colonial style with pointed gables and a 30-foot-high spire. The main room extends the entire width of the building, with seats originally for possibly 80 students. The building was constructed on two acres in Dresden Mills. A nearby 20-acre wood lot was bought to provide fuel for heat. The builder was Roscoe M. Beedle of Dresden. Bridge Academy served as the high school, grades nine to twelve, for Dresden students until 1966. From 1967 to 1980 it served as a middle school for Dresden's seventh and eighth grade students. After Dresden built a new elementary school, the building became vacant. By 1984, the building had been listed on the National Register of Historic Places and a group of townspeople were instrumental in converting the space into a library, serving all of Dresden's residents, but with emphasis on young people. Today it is known as the Bridge Academy Public Library and is supported in part with a contribution from the town, and from the original trusts.

### **Administrative/Community Buildings:**

- Pownalborough Court House is the only existing court building in Maine which was built before the American Revolution. The courthouse was built within the parameters of Fort Shirley on the east bank of the Kennebec River, and finished in 1761. As soon as it was completed, Parson Jacob Bailey used the courthouse as a church. It was a fine three-decker courthouse, the court below, the judge's family above, and soldiers barracked on top to hold them all down. John Adams tried a case there in 1765, and later on, Dan Webster came twice to plead. Benedict Arnold visited on his famous mission to Quebec and caused a father/son battle that typified the divisive civil war that we now know as the American Revolution. Major Samuel Goodwin, Resident Agent for the Plymouth Company, received title to the property after 1794, and his descendants continued to occupy it until the 1930's, retaining ownership until 1954 when it was purchased by the Lincoln County Historical Association. The Association currently maintains the building and its surrounds, and opens it to the public during the summer.
- Dresden citizens voted at the March 1859 town meeting to build a "town house." The first town meeting held there was in March 1860. In 1867 the town erected, on one inside wall, a monumental slab "In memory of the volunteers of Dresden who fell in defense of the Union 1861-4". In 1904 the Eastern River Grange added a second story for a Grange Hall. A kitchen was also added. The Grange continued to use its portion of the building until about 1970 when the organization returned its charter. At that time the town assumed control and responsibility for the entire building. The town repaired the foundation and roof in 1974, and more recent foundation repairs have also been done. The building at 391 Middle Road is only occasionally used for various types of gatherings. The current sign on the building: 1904 – Dresden Town Hall.
- Pownalborough Hall was built in 1867 by the Pownalborough Hall Association, a Society composed entirely of women. The Society adopted a Constitution and By-laws that year, and Governor Joshua L. Chamberlain signed the act incorporating the Association in 1869. Religious services were conducted there from time to time. Over the years the Hall fell into disrepair. It was most recently used to house Fire Department equipment before being restored in 2009 when the new fire station was built on town property next door. It is currently used for town and other meetings and gatherings.
- Jewett Station was built in Dresden Mills in the 1950's. The fire house was named in remembrance of Alvin and Leona Jewett. Although Dresden has a beautiful new fire house across town, it continues to be used as Station #1, housing Engine #3, due to the building's proximity to Route 27 and structures on the northern portions of the town. The reduced response time in that area was recently demonstrated at a house fire on Route 27, when Engine #3 was the first on the scene putting water on the fire several minutes before the next fire apparatus arrived.

- A Masonic Hall on the Middle Road, Route 197, was built by Rinaldo V. Carney and dedicated on June 6, 1915. After a fire in 1922, the building was rebuilt and is still used today as Lodge 103 in District 10.

**Historic Homes:**

- Flagg, builder of the Pownalborough Court House, built the Bowman-Carney house in 1765 for Judge Jonathan Bowman, cousin of John Hancock. John Adams lived here while serving as attorney for the Plymouth Company and attended court at the Courthouse. In 1870 the house was purchased by the Lincoln Ice Company and used as an office building and dwelling. It is considered second only to the Pownalborough Court House in historical value for buildings in this part of Maine. It is in an excellent state of preservation thanks to the private owner.
- The Lithgow House c. 1819, also known as the Jesse Houdlette house, is located on the Blinn Hill Road where Jessie Houdlette and wife Alice White (Case) resided. This building is listed in the National Register of Historic Places #85003156. See Appendix **Map 4 Known Archaeological Sites** versus **Map 8 Land Use Districts**.

2. *What protective measures currently exist for historic and archaeological resources and are they effective?*

**See Appendix Map 4. Known Archaeological Sites.**

The following archaeological sites have been identified by Leith Smith from the Maine Historic Preservation Commission. As of March, 2011, fifteen historic archaeological sites have been documented for the town.

Fort Shirley (Fort Frankfort)  
ME 129-001  
English Military, Fort ca. 1752

St. John's Angl. Ch. & Parsonage  
Me 129-002  
English Church 1770-1779

Gardiner's Mills  
ME 129-003  
Mill, sawmill and gristmill 1753/1754 to 19th century (and after early 19th)

Goodwin Jr. Mill  
ME 129-004  
Anglo-american Mill, sawmill - last quarter of 18th century (by 1776)

Brickyard  
ME 129-005  
American brickyard 19th century

Hathorn brickyard  
ME 129-006  
American brickyard mid to late 19th century

Unidentified cellar hole  
ME 129-007  
Anglo-american domestic possibly abandoned before 1830

Houdlette burial ground  
ME 129-008  
French cemetery ca. 1836 to ca. 1877

Unidentified domestic # 1  
ME 129-009  
Unidentified domestic 1750 to c 1850

Unidentified barn # 1  
ME 129-010  
Unidentified outbuilding, barn 1790 to c 1900

Kennebec riverside dump # 1  
ME 129-011  
Unidentified dump c 1850 to c 1950

Kennebec river wharf  
ME 129-012  
Unidentified wharf c 1790 to c 1870

Cairn & burial  
ME 129-013  
Unidentified cemetery c 1799 to c 1800

Farm # 1  
ME 129-014  
Unidentified farmstead c 1780 to c 1930

Indian & river road farm  
ME 129-015  
Unidentified farmstead c 1780 to present

## **Cemeteries**

Dresden has three main cemeteries: Pine Grove, Maple Grove and Forest Hill. The Town of Dresden contributes to the upkeep. There is also a small cemetery at the Pownalborough Courthouse and many old private cemeteries.

## **Prehistoric Archaeological Sites**

Arthur Spiess from the Maine Historic Preservation Commission in March of 2011, identified four known prehistoric archaeological sites in Dresden. These are a prehistoric campsite at Green Point Farm on the Eastern River, a prehistoric site on the Choice View Farm property (managed by Inland Fisheries and Wildlife), and sites 25.45 and 25.46 near Goodwin Point.

Site 25.45, otherwise known as the Dresden Falls Archaic site, has recently been acquired for conservation purposes by The Archaeological Conservancy. This site covers more than 14 acres, and was a Native American seasonal village between about 9000 and 4500 years ago. The site is highly significant.

A professional archaeological survey to date has been done on the Dresden Falls Archaic site, and Choice View Farm property, and one small piece of private property on the Kennebec River. In addition, a professional archaeological

survey was completed for the Richmond-Dresden bridge project in 2010, with no prehistoric sites in the road corridor between the bridge and Route 128.

Needs for further survey, inventory, and analysis:

Much of the Kennebec and Eastern River banks are sensitive areas for prehistoric archaeology and need reconnaissance survey prior to ground disturbance.

Limited test pit excavation has been done at all the known prehistoric sites. The Green Point sites are now eroding into the Eastern River; little is left of them. The Choice View Farm site, a small Archaic camp ca. 6000 B.P., has probably been close to completely excavated. These sites are informally watched over by local residents who alert MHPC to any inappropriate activity.

Our major site, one of considerable significance, is the Dresden Falls Early and Middle Archaic site (ca. 9000-4500 B.P.) along the Kennebec River. The Archaeological Conservancy (with considerable assistance from FOMB and Land for Maine's Future) recently acquired the site for conservation purposes along with more than 15 surrounding acres that also include historically significant archaeological remains, excellent wildlife habitat and rare plants. The Archaeological Conservancy has a preservation agreement with the Maine Historic Preservation Commission, which may mean that MHPC will manage the property, and a conservation easement held by FOMB. There are no immediate plans for further excavation on the property, but when funds and staff become available MHPC hopes to do additional excavation, welcoming assistance from local volunteers.

Somewhat surprisingly, no prehistoric or historic sites were found on the Dresden side of the Kennebec River, between the current Kennebec Bridge and Route 128, when it was surveyed by archaeologists last year in anticipation of the new bridge construction.

It is very likely that many other prehistoric sites exist along the Kennebec and Eastern Rivers and around the Dresden Bog (see areas shaded on the following map of prehistoric sites), just waiting to be identified. Our Comprehensive Plan and Planning Board ordinances should include means for identifying and assessing the archaeological significance of these unknown sites before they are destroyed or disturbed by any form of development. The MHPC will do archaeological surveys of such areas when and if they are scheduled for development as long as our Planning Board or some official Dresden source requests it as a requirement of our local ordinances. It should be possible for the Planning Board to monitor these areas and include such a provision before permitting development in archaeologically sensitive areas.

## 15.2 Policies and Strategies

- 3. Do local site plan and/or subdivision regulations require applicants proposing development in areas that may contain historic or archaeological resources to conduct a survey for such resources?*
- 4. Have significant historic resources fallen into disrepair, and are there ways the community can provide incentives to preserve their value as an historical resource?*
- 5. Is there an active historical society, and does the community adequately support its efforts?*

Historic preservation in Maine occurs at many levels, ranging from the actions of private individuals and the advocacy work of non-profit organizations, to the regulatory decision making of municipal, state and federal governmental agencies. The Town of Dresden has a wealth of historic resources that define the character of the town. The Town encourages private property owners to protect and restore historic properties. Historic buildings owned by the Town are intended to be maintained under the supervision of the Select Board. Additionally, the Dresden Historical Society works to identify sites, buildings, and structures that possess sufficient architectural or historical merit to be addressed. The Town may seek to create an incentive program to encourage the listing of individually eligible sites, buildings, structures,

and objects on the National Register of Historic Places. Properties listed on the National Register would be eligible for state and federal tax credits for restoration and other benefits.

There is a growing recognition between citizens and governments across the country of the value of a community's historic resources. Historic buildings provide insight into a community's past and help answer broader questions about history. Serving as functional elements of a community, maintained historic buildings can conserve resources, time, energy and money while they sustain a sense of community character.

No professional surveys for historic archaeological sites have been conducted to date in Dresden. Any future archaeological survey should focus on the identification of potentially significant resources associated with the town's agricultural, residential, and industrial heritage, particularly those associated with the earliest Euro-American settlement of the town in the 17<sup>th</sup> and early 18<sup>th</sup> centuries.

### **Policy**

The Town of Dresden adopts a standard by which it will work to identify and maintain the values of structures, sites and areas that possess architectural characteristics of historical importance and/or possess historical significance.

### **Action Strategies**

Known historic and archeological sites and areas sensitive to prehistoric archeology will be protected through local land use ordinances.

### **Responsibility Short Term & Ongoing**

- Prepare amendments to land use ordinances by incorporate maps and information, provided by the Comprehensive Planning Committee to the Planning Board for their review, so that new land owners will be made aware of these historic resources.
- The Town will work with the Dresden Historical Society to continue to determine the history of any other possible sites in Dresden that have not yet been identified.
- The Town will contact current owners of historic sites and structures, providing them with information and encouraging maintenance and upkeep of the property for future generations. As provided for in Title 30-A MRSA Section 5730 and Title 36 MRSA Section 5219-BB, the Town shall assess the benefits to raise or appropriate money to reimburse taxpayers for a portion of taxes paid under Title 36, Part 2 on real property provided the property owner agrees to maintain the property in accordance with criteria that are adopted by Town ordinance calling for maintaining the historic integrity of important structures and areas.
- The town will continue to contribute to the maintenance and upkeep of the three local cemeteries. The Historical Society currently takes care of several marked graves around town documented as war veterans. Ten graves have been identified as Revolutionary War Veterans.

## **Agriculture and Forestry Resources**

### **16.1 Analyses and Key Issues**

#### **Agriculture**

1. *How important is agriculture and/or forestry to the community and region? Are these activities growing, stable or declining? Are the farms or woodlots in the community important for non-economic reasons, such as scenic landscapes, wildlife habitat, outdoor recreation, or historic significance?*

The capacity to produce food locally is a tremendous asset for a community. Most of the food Maine people eat is imported from other states such as California or Florida, or from foreign countries. As a result, our food supply could be interrupted or threatened for any number of reasons. Production from local farms can make substantial contributions to the food needs of the community at all times, but becomes even more valuable if there is a supply disruption.

*2. How are land use patterns and land values contributing to the loss of farm or forest land?*

Local farms also contribute to the quality of life in a community. By keeping farmland as farmland rather than developing it, open space is preserved, enhancing the aesthetic qualities of a town and protecting environmental and wildlife habitat. People in the region enjoy food grown and raised locally. Businesses and individuals get economic benefit from farming activities, including veterinarians, seed suppliers, feed suppliers, equipment dealers, markets, restaurants, etc. **See Appendix Map 6. Prime Agricultural Soils.**

Maine defines farmland as a parcel consisting of 5 or more acres of land that is classified as prime farmland, unique farmland or farmland of statewide or local importance by the Natural Resources Conservation Service within the USDA, or that is used for the production of agricultural products. Agricultural products are defined as those plants and animals and their products that are useful to humans and include, but are not limited to, forages and sod crops, grains and feed crops, dairy and dairy products, poultry and poultry products, bees and bee's products, livestock and livestock products and fruits, berries, vegetables, flowers, seeds, grasses and other similar products, or any other plant, animal or plant or animal products that supply humans with food, feed, fiber or fur. "Agricultural products" does not include trees grown and harvested for forest products.

*3. What regulatory and non-regulatory steps is the community currently taking to support productive farm and forest lands? Are there local or regional land trusts actively working to protect farms or forest lands in the community?*

In its Land Use Ordinance, Dresden defines agriculture as "the cultivation of soil, producing or raising crops, including gardening, as a commercial operation. The term shall also include greenhouses, orchards, nurseries, and versions thereof, but these two terms, when used alone, shall refer specifically to a place where flowers, plants, shrubs, and/or trees are grown for sale".

*4. Are there undeveloped parts of town in which prime farmland soils are prevalent? If so, how are these areas currently being used? How are they being protected?*

**Prime Farmland** is defined by the USDA as the land that is best for producing food, feed, forage, fiber and oilseed crops. It has the soil quality, growing season and moisture supply needed to produce a sustained high yield of crops while using acceptable farming methods. It produced the highest yields and requires minimal amounts of energy and economic resources, and farming it results in the least damage to the environment. It is *a limited strategic resource*. No more of it is being created. Often, this type of farmland is well-suited for home and road construction, septic sewerage disposal and other non-agricultural uses. Because of the competition for prime farmland, it is important that planners are aware of its existence and extent and have the opportunity to evaluate the need for its protection.

**Farmland of Statewide Importance** is defined as land that is of statewide importance for the production of food, feed, fiber, forage and oilseed crops. Criteria for defining this land are determined by the appropriate state agency or agencies. Generally these farmlands include those that are nearly prime farmland and that economically produce high yields of crops when treated and managed according to acceptable farming methods. Some may produce as high a yield as prime farmlands if conditions are favorable. Also, some of these farmlands may include tracts of land that have been designated for agriculture by state law.

The town of Dresden has a large percentage of its land identified as *containing prime farmland soils*: 1,798 acres (8 percent) out of a total of 21,237 acres. High concentrations of prime agricultural soils exist along the shoreline of



Merrymeeting Bay and floodplain areas of the Kennebec River. In addition, there are 4,538 (21 percent) acres of *farmland of statewide importance* in Dresden.

The locations of soils designated as "Prime Farmland" and "Farmland of Local Importance" are depicted on the maps titled *Prime Agricultural Soils, Dresden* and *Distribution of Prime Farmland and Farmland of Local Importance*, from the USDA-NRCS. **See Appendix Maps 5. Agricultural Resources and 6. Prime Agricultural Soils.**

Dresden has a number of small-scale farms, although firm figures are not available. These small farms are supported by pick-your-own berry picking operations, roadside stands, local farmers markets and community-supported agriculture (CSA) programs. There is also support to local organic farmers from MOGFA, the Maine Organic Farmers and Gardening Association, which provides technical assistance specific to organic farming and gardening.

#### 5. Are farm and commercial forest land owners taking advantage of the state's current use tax laws?

The principal farm products in Dresden are berry crops (blueberries, strawberries, some cranberries and some elderberries raised for medicinal purposes), with a predominance of blueberries; other fruits, and vegetables; forage crops; poultry and poultry products; some livestock, including organically-raised beef; and some dairy. Five farming enterprises in town are enrolled in Maine's Farm Land and/or Open Space Land Use Programs. These are real estate tax-relief programs which allow property owners a reduction in their assessed property values.

### Forestry

Forest land is defined by the USDA's Natural Resources Conservation Service as "a land cover/use category that is at least 10 percent stocked by single-stemmed woody species of any size that will be at least 4 meters (13 feet) tall at maturity. Also included is land bearing evidence of natural regeneration of tree cover (cut over forest or abandoned farmland) and not currently developed for non-forest use. Maine's Department of Agriculture, Conservation and Forestry defines a forest simply as "a biological community dominated by trees and other woody plants."

*Prime Forestland* is the land that has soil capable of growing wood at the economical productive growth rate for a given tree species. Identification of lands as such does not denote a single or dominant use. Nor does it preclude the use of these lands for other forest products and services, but only identifies the most productive forestlands on which a town depends for present and future wood needs. Soils are rated only for productivity.

The locations of soils designated as prime forestland, also known as "High Forest Productivity" soils, are depicted on the map titled "Forest Productivity for the Town of Dresden Maine" from the USDA-NRCS. **See Appendix Map 7. Forest Productivity.**

Maine's forests and forest industry play a vital role in the state's economy. Forests provide a wide variety of wildlife habitats for both game and non-game species, and an abundant and diverse wildlife population for the use and enjoyment of all Maine citizens. Forests protect the soil and water and contribute to many recreational and aesthetic experiences. Loss of forestland can be attributed to development and to irresponsible harvesting techniques. To optimize forestland use, forests should be effectively managed and harvested.

Maine's Department of Agriculture, Conservation and Forestry does not have current data for the total number of forested acres in Dresden or the number of acres of different types of forests. However, most forests in this area are mixed oak-pine forests containing 15-20 species.

There is Maine Forest Service data available from 2004. At that time, of Dresden's total 21,241 acres, there were 16,080 acres of forested land (76 percent of the total acreage). This forested land consisted of 3,275 acres of deciduous forest, 3,308 acres of evergreen forest, 6,565 acres of mixed forest, 138 acres of scrub/shrub, 654 acres of wetland forest, 1,278 acres of light partial cut, 263 acres of heavy partial cut and 599 acres of regenerating forest. Water accounted for 1,667 acres in Dresden.



The Maine Forest Service does collect forest harvest information, based on required landowner reports (see Table 1, showing the summary of data from 1991 to 2012). The data suggest that forest harvesting is an ongoing, important land use activity in Dresden.

*6. Has proximity of new homes or other incompatible uses affected the normal operations of farms or woodlot owners?*

Private landowners who intend to harvest are required to notify the state, and these notifications are forwarded to the towns, but the notifications are not a permit and there is no waiting period. As a result, towns do not always receive them in a timely manner (see the attached sample of the Notification of Intent to Harvest form, which is sent to the Code Enforcement Officer for Dresden).

*7. Are there large tracts of industrial forest land that have been or may be sold for development in the foreseeable future? If so, what impact would this have on the community?*

Landowners are not required to use the services of a Licensed Forester in managing a harvest. The only instance where the services of a forester are required is for those landowners who are enrolled in the state's Tree Growth Property Tax Program, which is administered by the town assessor. In Maine, less than 25 percent of small forest owners employ a forester in overseeing a timber harvest. Thus, the degree to which forest owners in Dresden who do not use the services of a forester might "minimize impacts on the natural resources" of the town could vary widely.

*7. Is clear-cutting an issue in the community? Is the clear-cutting related to normal woodlands management, or is it in preparation for land development?*

The data indicates that most harvesting in Dresden is selection or partial harvesting, and that clearcutting is relatively uncommon (note that clearcutting as a forestry practice is not the same as clearing forest for development). The data does not indicate a large amount of clearing for development.

In addition, there are forestry regulations provided by the Dresden Land Use Ordinance, which is reviewed on an annual basis and updated as necessary. Dresden has adopted the statewide timber harvesting standards and the regulations for shoreland areas, and has entered into an enforcement agreement with the Maine Forest Service.

As defined by the Maine Forest Service, group selection, or selection harvesting, is essentially a small-scale clearcut where groups of trees in a given area are harvested over many years so that the entire stand has been cut within 40 to 50 years. This method is used primarily on bottomland hardwood stands to harvest high-quality, top dollar logs. The size of the group cut determines the tree species that are likely to return after the harvest. Openings that are less than one-fourth acre favor shade-tolerant species, and larger openings favor sun-loving species. Group selection provides ideal pockets of young vegetation for grouse, deer and songbirds.

Timber harvesting is a relatively minor economic activity in Dresden and is conducted mostly through selection harvest. In Dresden, as throughout Maine, local residents selectively harvest timber for firewood on a small scale, which provides a sideline income for some or a means of heating their homes for others. Periodic harvesting of timber can also provide significant income for private landowners. There is no commercial forest industry in town.

Table 16. A. Summary of Timber Harvest Information for the town of Dresden

Year	Selection Harvest Acres	Shelterwood Harvest Acres	Clearcut Harvest Acres	Total Harvest Acres	Change of Land Use Acres	Number of Active Notifications
1991	242	15	0	257	0	10
1992	306	40	6	352	0	15
1993	82	0	0	82	0	8
1994	19	0	0	19	0	3
1995	116	20	2	138	0	9
1996	368	0	7	375	4	15
1997	231	0	69	300	69	14
1998	431	6	17	454	58	22
1999	288	12	0	300	39	40
2000	131	0	0	131	0	32
2001	112	0	0	112	8	16
2002	16	0	0	16	0	14
2003	240	0	12	252	2	18
2004	189	10	0	199	27	24
2005	200	0	0	200	3	16
2006	363	2	0	365	3	21
2007	559	15	0	574	53	25
2008	151	53	0	204	2	23
2009	180	9	0	189	0	26
2010	384	174	0	558	9	35
2011	324	0	5	329	40	21
2012	479.1	0	0	479.1	1	23

Table 16. B. Tree Growth Property Tax Program enrollment data for the town of Dresden

	(Dresden) 9/5/1994	(Dresden) 8/26/2003	(Dresden) 10/31/2013	Overall Change Since 1994
<b>Total Acres</b>	1249.70	1266.60	1256.70	increased 7.0
<b>Soft Wood</b>	315.20	327.00	365.90	increased 50.7
<b>Mixed Wood</b>	760.50	715.80	632.80	decreased 127.7
<b>Hard Wood</b>	174.00	223.80	258.00	increased 84.0
<b>Number of Landowners</b>	29	27	31	increased 2
<b>Number of Parcels</b>	35	33	37	increased 2

9. Do local farmers and/or loggers take steps to minimize impacts on natural resources in the community? Do local farms participate in Natural Resource Conservation Service programs?

10. How does the community support community forestry or agriculture (i.e. small woodlots, community forests, tree farms, community gardens, farmers' markets, or community-supported agriculture)?

11. Does the community have, or need, a street tree or other tree planting and maintenance program?

Across Maine and the U.S. generally, low-density residential development is the greatest factor contributing to the loss of productive farmland and forest. Typically, soils that are considered prime farmland are also desirable places for residential development because these areas are often clear and the soil characteristics make road construction and installation of septic systems less expensive.

### **Protection of Forest and Farmland**

The town of Dresden's existing Land Use Ordinance includes a Rural Land Use district with a one acre minimum lot size. Permitted uses are limited to single homes with outbuildings and farming.

The town considers that existing provisions with the Land Use Ordinance provide adequate protection for Dresden's agricultural and forestry resources.

In addition to land-use regulation, a variety of state tax-relief land use programs provide financial incentives for landowners to keep land undeveloped and managed for long-term productivity. These include the previously referred-to Farm and Open Space and Tree Growth Tax Laws. These programs tax land based on its current use rather than on fair market value.

Farm owners and forestland owners in Dresden also participate in soil and water conservation programs through the local NRCS office. There are 12 enrollments in the Environmental Quality Incentives Program, 3 enrollments in the Conservation Stewardship Program and 1 enrollment in the Agricultural Management Assistance Program.

Overall, farmland and forestland in Dresden are currently adequately protected through the methods described above. These regulations and taxation programs should continue to permit productive timber-harvesting and agricultural operations such as CSA's (Community Supported Agriculture), greenhouses, farmers markets, roadside stands and pick-your-own operations.

## **16.2 Policies and Strategy**

### **Goals**

1. Preserve the rural character and quality of Dresden.
2. Protect significant natural resources in Dresden.
3. Conserve important agricultural and forest resources.
4. Recognize the importance of private landowner rights.

### **Policies**

1. Maximize productivity and multi-use of forest resources and minimize degradation of wildlife habitats and water quality.
2. Encourage the conservation of prime farmlands.
3. Maximize productivity and multi-use of agricultural resources and minimize degradation of wildlife habitats and water quality.
4. Encourage the economic viability of the agricultural and forestry sector.

### **Implementation Strategy**

Implementation will be through the town's Land Use Ordinance, which is reviewed and updated as needed.  
Planning Board  
Annually

## 17. Public Facilities and Services

**GOAL:** To maintain an efficient system of public facilities and services for the citizens of Dresden, anticipating any accommodations needed related to growth and development.

Dresden runs efficiently thanks to its elected and appointed officials, as well as those who volunteer their expertise, time and energy. With projected minimal population growth over the next ten years, most of the public facilities and services should remain sufficient to meet the town citizens' demand over that time period.

Partnering with neighboring towns is another factor in Dresden's effective use of limited resources. Partnering occurs to meet the education needs of our students, the enforcement of coding regulations, and the response to emergency events.

### 17.1 Analysis and Key Issues

#### *1. Are municipal services adequate to meeting changes in population and demographics?*

Dresden is governed by a Select Board made up of three members who are elected for staggered three-year terms. Director positions for the RSU #2 (Dresden's school district) School Board are also elected for staggered three-year terms. Other positions for which the town elects a person are: the Clerk, Tax Collector, Excise Tax Collector, and Treasurer. The Registrar of Voters is appointed by the Select Board. The Select Board also appoints an Animal Control Officer, and Health Officer. The Fire Chief is voted in by the Fire Association and recommended to the Select Board for approval by vote at the annual town meeting.

There are a number of Boards and committees that are staffed by residents who volunteer to serve and are appointed by the Select Board. These include the Board of Appeals, Budget Review Committee, Comprehensive Planning Committee, Planning Board, and Conservation Committee. The boards and committees are responsible to provide recommendations to the Select Board as well as to develop, propose, implement and administer town rules, regulations and policies which contribute to the protection of the health and safety of the residents and assure compliance to the town, state and federal rules and regulations.

Town employees are limited to those who work at the Town Office and those who work at the Dresden Recycling Center and Transfer station.

#### **Town Office:**

The Dresden Town Office is located at 534 Gardiner Road in the center of Dresden Mills. Town Office hours are clearly posted; staff is available to town residents at posted hours Monday through Friday, and on the first Saturday of every month. For emergencies, there is a 24-hour telephone contact. Meetings of the Select Board and town committees take place either at the Town Office or at Pownalborough Hall, located at 314 Patterson Road.

#### **Town Owned Property:**

Table 17.A. indicates Town owned property and capital equipment its location, use, condition and anticipated replacement date if less than 10 years.

#### **Table 17.A. Town Owned Property**

Building	Built or Acquired	Location	Use	Condition	Anticipated Replacement Date if < 10 years
Town Office	1800's	534 Gardiner Rd.	administration and committee meetings	Good	
Old Town Hall	1904	Route 127 (Middle Rd.)	not in use	Poor	
Fire House Pownalborough Hall	1867 (renovated in 2010)	Route 128 (River Rd.)	houses firefighting equipment & trucks	Excellent	
Fire House Jewett Station	1950's	Route 127 (Middle Rd.)	Houses fire truck and EMS vehicle	Fair	
Recycling Court Transfer Station	1990	Route 127 (Middle Rd.)	Recycling Solid waste management	Good	
Sand & Salt Shed	1990	Route 127 (Middle Rd.)	Sand & salt storage	Good	

### Police Protection:

The Lincoln County Sheriff and Maine State Police provide police protection for the town. They are available as needed. Neighbors watching out for neighbors serve as a deterrent to criminal activity.

### Fire Protection:

The Dresden Volunteer Fire Department is housed in two locations in Dresden, one location being at the corner of Route 128 (River Rd.) and Route 197; the other location being on Route 127 (Middle Rd.) near the intersection of Route 127 and Route 27. The newest station, Station 2, was built in 2010 and houses the department's firefighting equipment and trucks. The condition of the Station 2 fire house is excellent. The Fire Department's operating budget for 2013 is \$28,000.

The Dresden Fire Department is composed entirely of volunteers, currently 22, including one Fire Chief/Fire Warden, one Assistant Fire Chief, and three Deputy Fire Wardens. The Chief is voted by the membership of the DVFD and then approved by town residents at the annual town meeting.

Training is required for all DVFD staff. Training is accomplished through in-house training activities done in conjunction with an approved Fundamentals of Fire Fighter Skills training curriculum provided by Maine Fire Training and Education (MFT&E). Certified classes are also provided by area Fire Attack Schools that are held throughout the year at various locations around the state. MFT&E also provides certified classes at the local fire departments with a qualified instructor. These classes are scheduled at no cost to the fire department.

Dresden is a rural town and has no central water source for fire department use. There are a number of dry hydrants located at farm ponds and streams throughout Dresden to support and provide water for fires as needed.

*2. In what ways has the community partnered with neighboring communities to share services, reduce costs and/or improve services?*

The town of Dresden participates in an automatic mutual aid program for structure fires in neighboring towns located in Lincoln, Kennebec, and Sagadahoc counties.

The table below illustrates the number of automatic mutual aid calls the Dresden Fire Department responded to in the last five years:

**Table 17.B. Mutual Aid Calls to Other Towns**

<b>Mutual aid to other towns</b>	<b>2008-2009</b>	<b>2009-2010</b>	<b>2010-2011</b>	<b>2011-2012</b>	<b>2013-2014</b>
Richmond	4	5	6	5	10
Wiscasset	1	2	7	2	1
Woolwich	1	2	7	2	2
Pittston	1	2	1	0	2
Bath	0	0	0	0	0
West Bath	0	0	1	2	0
Boothbay	0	0	0	0	0
Bowdoinham	0	1	0	4	4
Bowdoin	1	0	0	0	0
Brunswick	0	0	0	0	0
Georgetown	0	0	0	0	0
Litchfield	1	0	0	1	0
Farmingdale	0	0	0	0	1

#### **Water and Sewer and Storm Water Management:**

*3. If the community has a public sewer system, what issues or concerns are there currently and/or anticipated in the future? How is the sanitary district cooperating in the development of the comprehensive plan and related ordinances, as required by law (38 MRSA §1163-A)? How is the sanitary district extension policy consistent with the Future Land Use Plan as required by (38 MRSA §1163)?*

*4. If the town does not have a public sewer or water system, to what extent is this preventing it from accommodating current and projected growth?*

*5. Are existing stormwater management facilities adequately maintained? What improvements are needed? How might cumulative impacts from future development affect the existing system(s)?*

*6. How does the community address septic tank waste? What issues or concerns are there with the current arrangements?*

*7. If the community has a public water system, what issues or concerns are there currently and/or anticipated in the future? How is the water district/supplier cooperating in the development of the comprehensive plan and related ordinances? How is the water system extension policy consistent with the Future Land Use Plan?*

Almost all homes and businesses in Dresden have private wells and septic systems. Due to contamination of well water at the center of Dresden Mills in 1996, a few private homes and businesses are now supplied with water from a well owned and maintained by the town.

Storm water management in the form of well-maintained culverts throughout the town is adequate and will meet projected demand.

#### Education:

- 8. What school improvements, including construction or expansion, are anticipated during the planning period? What opportunities are there to promote new residential development around existing and proposed schools? What steps will be taken to promote walking and bicycling to school?*

Dresden is part of Maine Regional School Unit (RSU) #2. The Town of Dresden has two representatives on the RSU #2 School Board. RSU #2 has a number of elementary schools throughout the region that provide kindergarten through grade six education. Dresden children attend Dresden Elementary School, located on Route 128 (Cedar Grove Rd.) in Dresden. No expansion in the elementary school is expected within the next ten years. For middle and high school, Dresden children attend schools in Halldale (Hallowell) and Farmingdale.

The following table includes the enrollment of Dresden children in area schools, from 2009-2014.

**Table 17. D. Dresden Children Enrollment in Secondary Education**

School	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014
Dresden Elementary	106	99	92	97	94
Marcia Buker Elementary (Richmond)	0	0	0	2	1
Wiscasset Elementary School	0	0	0	0	2
Boothbay Elementary	0	0	0	0	2
Hall-Dale Middle School	44	48	46	42	41
Richmond Middle School	1	1	1	0	2
Wiscasset Middle School	1	1	2	4	2
Hall-Dale High School	66	53	54	47	50
Richmond High School	0	0	3	8	4
Wiscasset High School	1	1	1	3	2
Morse High School (Bath)	0	0	0	0	1
Totals	219	203	199	203	201

#### Emergency Management:

- 9. Is the community's emergency response system adequate? What improvements are needed?*



**Emergency Response System:**

E911 calls are handled by the Lincoln County Regional Communications Center (LCRCC), which serves as the County's E911 Public Safety Answering Point. The LCRCC, located at the communication center in Wiscasset adjacent to the county courthouse, also serves as the dispatch center for all law, fire and emergency medical service agencies within Lincoln County. Each dispatcher has undergone written and hands-on testing by the State. The Town's emergency response system is adequate. In Dresden, the E911 Addressing Officer is the Fire Chief.

**Emergency Medical Services (EMS):**

Dresden contracts with a private ambulance service to provide emergency medical services to Dresden.

Emergency management includes preparation for, response to, and recovery from natural and man-made disasters. A long-time resident of Dresden serves as the Emergency Management Director for the town, working in coordination with the Fire Chief.

A review of Table 3 reveals that the Dresden Volunteer Fire Department responded to a variety of calls over the past 5 years. The most frequent calls were for motor vehicle crashes.

**Table 17. C. Fire-related Responses in Dresden**

<b>Dresden Fire and Rescue Incident Response Totals</b>					
<b>Incident Type</b>	<b>2008-2009</b>	<b>2009-2010</b>	<b>2010-2011</b>	<b>2011-2012</b>	<b>2013-2014</b>
Structure fire	1	0	2	1	0
Vehicle / other fire	1	4	4	0	0
Grass / woods / brush fire	4	3	0	3	2
Motor vehicle accident	27	41	43	50	37
Wires / trees down	9	10	8	9	25
CO2 / smoke alarm investigate	5	5	7	3	3
EMS assist	0	4	2	2	1
Fire investigation	1	1	1	0	0
Life flight assist	0	1	0	0	0
Chimney fire	0	1	1	3	2
Flooded roads / basements	3	2	2	0	1
Other fire / hazards	1	1	0	1	6
Water search / rescue	1	0	2	0	2
Ground search – missing person	1	0	1	1	0
Citizen / other assist	1	5	2	1	3
Severe weather preparedness	2	0	0	1	1

**Code Enforcement:**

Dresden contracts with Richmond to provide code enforcement officer services. The Code Enforcement Officer provides enforcement of the Dresden land use ordinance. He works closely with the Select Board, the Planning Board, the Maine Department of Environmental Protection (MeDEP), and the Fire Marshall's Office. The hours are adequate at this time but may need to be revisited if building activity increases significantly or he is asked to take on greater enforcement responsibilities.

## Health Services:

Dresden is not privileged to house any health care providers within the community. The residents are served by a number of providers, facilities and agencies located primarily in Bath, Richmond, Wiscasset, Damariscotta, Brunswick, and Augusta. The closest hospitals are Maine General in Augusta, St. Andrews Hospital in Boothbay, Miles Hospital in Damariscotta, Midcoast Hospital in Brunswick, and Parkview Hospital in Brunswick. Dresden does have a Public Health Officer, available through the Town Office.

## Solid Waste Management:

8. *How well is the solid waste management system meeting current needs? What is the community doing to reduce the reliance on waste disposal and to increase recycling? What impact will projected growth during the planning period have on system capacity? What improvements are needed to meet future demand? What efforts have been or will be undertaken regionally to improve efficiency and lower cost?*

Dresden has its own recycling center, located on Route 127 (Middle Rd.) The Dresden Recycling and Transfer Station is open three (3) days a week. The site also is home to the town's swap shop, staffed by a number of dedicated volunteers. The Dresden Recycling and Transfer Station accepts corrugated containers, newsprint, mixed paper, office paper, numbers 1, 2N, 2C, 3, 4, 5 and 7 plastic, steel cans, aluminum, batteries, computers, monitors, mercury containing devices, glass and some mixed electronic waste. Dresden residents have access to the Richmond Transfer Station for items such as discarded lumber and large household items. The following chart indicates Dresden's history of recycling:

**Table 17. E. Solid and Recycled Waste in Dresden**

Year	Solid Waste (tons)	Recycled Waste (tons)
2007	486.2	264.6
2008	555.1	241.8
2009	597	190.8
2010	448.4	221.1
2011	454.4	156.5

A goal for Dresden is to increase awareness of recycling and encourage residents to participate in the recycling program. Ultimately this decreases the cost of trash disposal for the town. With projected slow growth and declining tonnage of waste disposed and not recycled, the current solid waste management system seems to be meeting current needs although increasing recycling would provide additional benefits. The Town provides information about recycling, particularly what to recycle, on the Town website ([www.townofdresden.com](http://www.townofdresden.com)). With projected slow growth the capacity of the solid waste management system is adequate.

## Sand and Salt Storage:

The town maintains a sand and salt shed for winter maintenance. The shed is located at the Recycling and Transfer Station on Middle Road. The sand and salt shed holds 3,000 cu. yards of sand and salt.

## Electrical Services:

Central Maine Power provides electricity to the residents of Dresden.

**Telecommunication:**

Telephone, cable and internet services in Dresden are provided by a number of companies; however, these services are not available in all areas of the town.

*11. How do public facilities and services support local economic development plans? What improvements are needed in the telecommunications and energy infrastructure?*

With implementation of strategies in this chapter and elsewhere in the Plan and given low rate of projected growth most municipal services overall will be adequate to meet changes in population and demographics.

**17.2 Policies and Strategies**

Note: following each strategy is the responsible party and target timeline to begin implementing that strategy.

**Policies:**

Dresden will meet currently identified public facility and service needs in an efficient and cost-effective manner.

Dresden will provide for future public facilities and services needs due to community growth and development.

**Strategies:**

Elected and appointed officials and community volunteers will continue to work together in order to maintain existing services and facilities, and to anticipate and accommodate any future growth and development needs of the town.

Select Board  
Planning Board  
ONGOING

Capital improvements needed to maintain or upgrade public services will be identified by developing and implementing a capital improvement plan.

Select Board  
YEAR 1

Methods to decrease municipal costs (such as sharing of town functions, etc.) will be explored on an ongoing basis.

Select Board  
Budget Review Committee  
ONGOING

Recycling efforts will be continued and increased through educational outreach and through working with regional recycling and solid waste groups.

Conservation Committee  
ONGOING

Continue to coordinate with Maine Regional School Unit #2, through Dresden's two local representatives to the RSU, in order to address ongoing educational issues such as quality, physical plant, transportation and funding.

RSU School Board  
ONGOING

Promote a strong sense of community in order to encourage people to run for elected town offices and to attract volunteers to work on the various town committees.

Select Board  
Recreation Committee  
ONGOING

Explore alternative sources of funding (such as grants, etc.) for needed increases and/or improvements in facilities and services.

Select Board  
ONGOING

## 18. Fiscal Capacity and Capital Investment Plan

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

### 18.1 Analysis and Key Issues:

1. *In general, are tax revenues from new development offsetting the cost of needed additional services And capital investments?*
2. *What are the capital investment and budgeting priorities identified in other sections of the plan?*
3. *What changes in the community's tax base are anticipated and how will it affect the community? What impact do tax exempt properties and tax incentive programs have on taxes?*
4. *How does the community currently fund its capital investments? How will future capital investments identified in the plan be funded? Does the community have any impact fee ordinances?*
5. *If the community plans to borrow to pay for capital investments, does the community have sufficient borrowing capacity to obtain the necessary funds?*
6. *How do county and school administrative unit assessments and/or obligations affect local ability to finance proposed capital investments?*
7. *How are state or local spending limitations, such as those in P. L. 2005, Chapter 2 (effective June 29, 2005) (hereinafter "LD 1"), affecting the community's ability to pay for needed infrastructure and services?*
8. *What efforts has the community made to participate in or explore sharing capital investments with neighboring communities?*

A significant element of the public services picture is the ability of the town to finance and maintain its services. Town governments are faced with multiple challenges: ordinary population growth; maintaining quality education; providing for public safety through the services and maintenance provided; new technology and mandates from state government. Coupled with a heavy reliance on property taxes from a very slow-growing valuation base, fiscal management is key.

Comprehensive Plans are not intended to dictate day-to-day financial decisions of local government. They are intended to identify long-term trends and needs resulting from growth and development. These needs usually resolve into new or expanded capital facilities or an increased range of public services. These needs must be balanced with the capacity of a town to fund them.

The following expenditures and revenues respectively in **Tables 18. A. Expenditures and 18. B. Revenues** are taken from Exhibit F in the Annual Report of the Town of Dresden. Dresden's most recent annual audit, completed in January, was from July 1, 2013 through June 30, 2014. Completing audits for subsequent years of the Town budget is a primary priority and is ongoing. Audited figures are used for all the figures in **18. A. Expenditures and 18. B. Revenues**.

As illustrated **18. A. Expenditures** and **18. B. Revenues**, municipal expenditures track fairly closely with revenues. The largest single item is education, consisting of more than 69% percent of expenditures in 2008. School expenditures decreased to 54% in 2012, but are on the rise since then. County tax, which accounts for 8.6% of expenditures, has increased by almost 7.4% over that period. County and Regional School Unit obligations make it more difficult to finance proposed capital investments.

### 18. A. Expenditures

Expenditures	2008	2009	2010	2011	2012
Education	2,634,583.06	2,683,741.78	1,186,219.96	1,271,766.60	1,304,131.10
Town Administration	216,909.12	268,404.94	207,326.22	222,184.08	202,795.49
Highways & Roads	334,757.90	315,519.57	435,245.09	344,945.44	400,260.79
Protection	80,073.57	82,568.67	48,451.73	59,693.80	60,736.15
Health & Sanitation	43,567.39	44,116.98	42,771.98	43,806.21	43,275.93
Unclassified	214,001.02	212,210.82	213,110.93	209,394.58	196,252.37
Special Assessments	146,256.61	148,122.05	152,161.64	161,963.50	166,143.04
Debt Service	30,823.00	30,580.64	78,286.54	60,208.94	60,209.48
Capital Expenditures	0.00	0.00	1,000,000.00	0.00	0.00
Maine State Retirement on Behalf Benefits	115,248.21	0.00	0.00	0.00	0.00
<b>Total</b>	<b>3,816,219.88</b>	<b>3,785,265.45</b>	<b>3,363,574.09</b>	<b>2,373,963.15</b>	<b>2,433,804.35</b>

The control of expenditures has allowed Dresden to stay well within its LD1 limits since enactment of the law. The town has not required a vote to exceed LD1 limits and does not expect to in the near future. Currently, service demands are not outpacing revenue growth.

In addition to tax revenues, Dresden receives intergovernmental transfers, including Maine DOT funds for capital improvements of roadways, FEMA funds for emergency recovery, and municipal revenue sharing.

**Table 18. B. Revenues**

Revenues	2008	2009	2010	2011	2012
Intergovernmental Revenue	105,000.00	100,890.53	76,588.90	68,090.00	83,109.89
Homestead Reimbursement	36,167.00	35,572.00	36,757.00	31,320.87	31,752.13
Property Taxes	1,360,519.90	1,466,793.77	1,617,029.59	1,689,485.62	1,740,580.25
Excise Tax (Auto & Boat)	241,606.31	231,144.10	232,325.82	224,176.49	241,409.20
Education	1,644,829.44	1,676,931.99	9,300.00	17,716.60	150.00
Town Administration	9,967.86	33,045.21	26,459.72	16,255.70	12,580.83
Protection	236.46	6,547.29	14,837.45	6,283.14	9,965.05
Transfer Station Tokens	21,856.00	19,750.76	22,963.55	22,904.65	19,339.87
Interest	60,221.82	40,835.83	36,883.72	33,494.25	25,493.93
Highways & Roads	46,172.00	45,613.50	54,501.58	70,765.26	41,198.78
Unclassified	175,486.31	178,605.85	186,314.33	186,154.70	176,981.00
Intergovernmental on Behalf Payments	115,248.21	0.00	0.00	0.00	0.00
<b>Total</b>	<b>3,817,311.31</b>	<b>3,835,730.83</b>	<b>2,313,961.66</b>	<b>2,366,647.28</b>	<b>2,382,641.93</b>

Overall valuation (local assessed value) increased almost \$6 million, or 5% in the period of 2008 - 2012 while the mill rate rose only 1.17% (See Table 18.C).

**Table 18. C. Local and Assessed Value and Mill Rate**

Year	2008	2009	2010	2011	2012
Local Assessed Value	\$117,181,916	\$119,086,846	\$121,536,437	\$122,498,715	\$123,163,110
State Assessed Value	\$141,600,000	\$150,750,000	\$157,250,000	\$155,800,000	147,500,000
Mill Rate	12.8	13.6	13.0	14.0	15.0

Table 18. D. indicates Town owned property and capital equipment including its location, use condition and anticipated replacement date if less than 10 years.

**Table 18. D. Town Owned Property & Capital Equipment**

Building	Built or Acquired	Location	Use	Condition	Anticipated Replacement Date if < 10 years
Old Town Hall	Built 1859	391 Middle Rd.	Meeting Hall	Poor	N/A
Fire Station #1	Built 1954	8 Middle Rd.	Fire Station	Fair	N/A
Fire Station #2	Built 2009	314 Patterson Rd.	Fire Station	Excellent	N/A
Town Office	Renovated 1990	534 Gardiner Rd.	Office	Good	N/A
Pownalborough Hall	Renovated 2010	314 Patterson Rd.	Meeting Hall	Very Good	N/A
Sand and Salt Shed	Built 1989	Recycle Court	Sand and Salt Storage	Good	N/A
Recycling Center	Built 1990	Recycle Court	Recycling	Good	N/A
Transfer Station	Built 1992	Recycle Court	Trash	Fair	5-10 years
Water Pump Station	Built 1996	499 Gardiner Rd.	Provide water to village	Good	N/A

Rather than borrow heavily, the Town has preferred “a pay as we go” system, setting aside money in capital reserve or dedicated accounts for items the Town anticipates needing in the future. Currently, Dresden sets aside money annually for fire-fighting needs, road and bridge work, heavy equipment purchase/repair, recreation, and expenses related to Historic Committee projects. Dresden does have an impact fee ordinance.

In Dresden, capital investments are funded through a combination of appropriations, reserve funds, and grants. The construction of Fire Station #2 was funded through a bond from the Maine Bond Bank. An annual appropriation pays for this loan. Table 12.6 is a recommended Capital Investment Plan.

**Table 18. E. Capital Funds Expenditure Account**

Building	2008	2009	2010	2011	2012
Fire Dept.	\$6000 Antenna	\$1,000,000 Fire Station #2 Building		\$6000 Roof Replacement Fire Station #1	
Town Office			\$20,070 Renovation of Town Office	\$6000 Roof work on Fire Station 1	\$8200 Improvements to Recycling Center (concrete pads and paving) \$5160 Painting of Town Office
Recreation (ball field)					
Historic Old Town Hall	\$56,200 Placement of Old Town Hall onto foundation				

**Table 18. F. Recommended Capital Investment Plan**

	Priority	Estimated Cost	Potential Funding Sources	Responsible Party
Fire Dept. Tanker Truck	High (within 2 years)	\$150,000 to \$200,0000	Reserves, Grants, Taxes, including Inter-local Arrangements	Select Board, Fire Dept., Voters

## 18.2 Policies and Strategies

### Policies

- To finance existing and future facilities and services in a cost effective manner.
- To explore grants available to assist in the funding of capital investments within the community.

Note following each strategy is the responsible party and year for beginning that strategy.

### Strategies

- Implement the capital investment plan by developing a capital improvement program annually or biennially.  
Select Board  
Budget Review Committee  
Year 1
- Review and/or update the capital improvement program annually or biennially.  
Select Board  
Budget Review Committee  
Year 1
- Explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies.  
Select Board  
Year 1



## 19. Land Use

### Introduction:

Dresden is a rural community, with a number of farms and mixed use lands, a few subdivisions and 2 mobile home parks. There are two major State owned wildlife management areas and a number of private large tracts of land.

### 19.1 Analysis & Key Issues:

- 1. How is most recent development occurring: lot by lot; in subdivisions; or in planned developments? How is recent development consistent with the community's vision?*
- 2. If the community considers itself rural, urban, or suburban, what are the characteristics that contribute to that sense? How does it fit in the regional context?*
- 3. Is recent development occurring predominantly within or adjacent to traditional settlements or expanding into rural areas?*
- 4. How effective are current land use regulations and other non-regulatory measures in directing growth to appropriate areas and protecting critical resources? How might they be improved?*
- 5. How do current regulations promote or inhibit development in keeping with the community's traditional village or neighborhood character?*
- 6. Given current regulations, development trends, and population projections, how many new residential units and how much commercial, institutional and/or industrial development will occur in the planning period? Where will this development go?*
- 7. What is the community's administrative capacity to manage its land use regulation program, including planning board and code enforcement officer?*
- 8. Are environmentally suitable areas within or adjacent to the growth area(s) identified for the location of mobile home parks?*

Dresden land use ordinances encompass a whole selection of updated ordinances that mirror State subdivision regulations.

Dresden maintains its rural character by common sense policies that reflect the Town People's will by voting on new ordinances, when needed, at an annual Town Meeting.

All development is currently reviewed by the Planning Board, and there is a Board of Appeals process.

Dresden has outlined a number of land use districts, including wellhead protection areas, shore land zone and water resource management areas, as well as identifying two areas for mobile home parks.

### 19.2 Conditions & Trends:

Dresden's currently updated land use maps show all rural, village and commercial use, as well as wildlife management areas and agricultural land. **See Appendix map 8. Land Use Districts**

Dresden land use ordinances currently give Lots dimensional standards.

The Town of Dresden land use ordinances are currently updated to State models in shore land, timber harvesting and subdivision regulations with a clear guide for site plans and reviews.

It is difficult to estimate the minimum amount of land to be used for industrial and commercial development, as we are a rural farm community.

### **19.3 Policies and Strategies:**

Maintain Dresden's land use ordinance. Update as Community sees fit at Town Meeting.

Time frame; ongoing or as needed

Maintain current shore line zoning and water resource management areas, timber harvesting regulations, wildlife management areas (deer yard) and update to reflect the State regulations without be more restrictive.

Time frame; ongoing or as needed

Maintain current land use maps and update as needed.

Time frame; ongoing

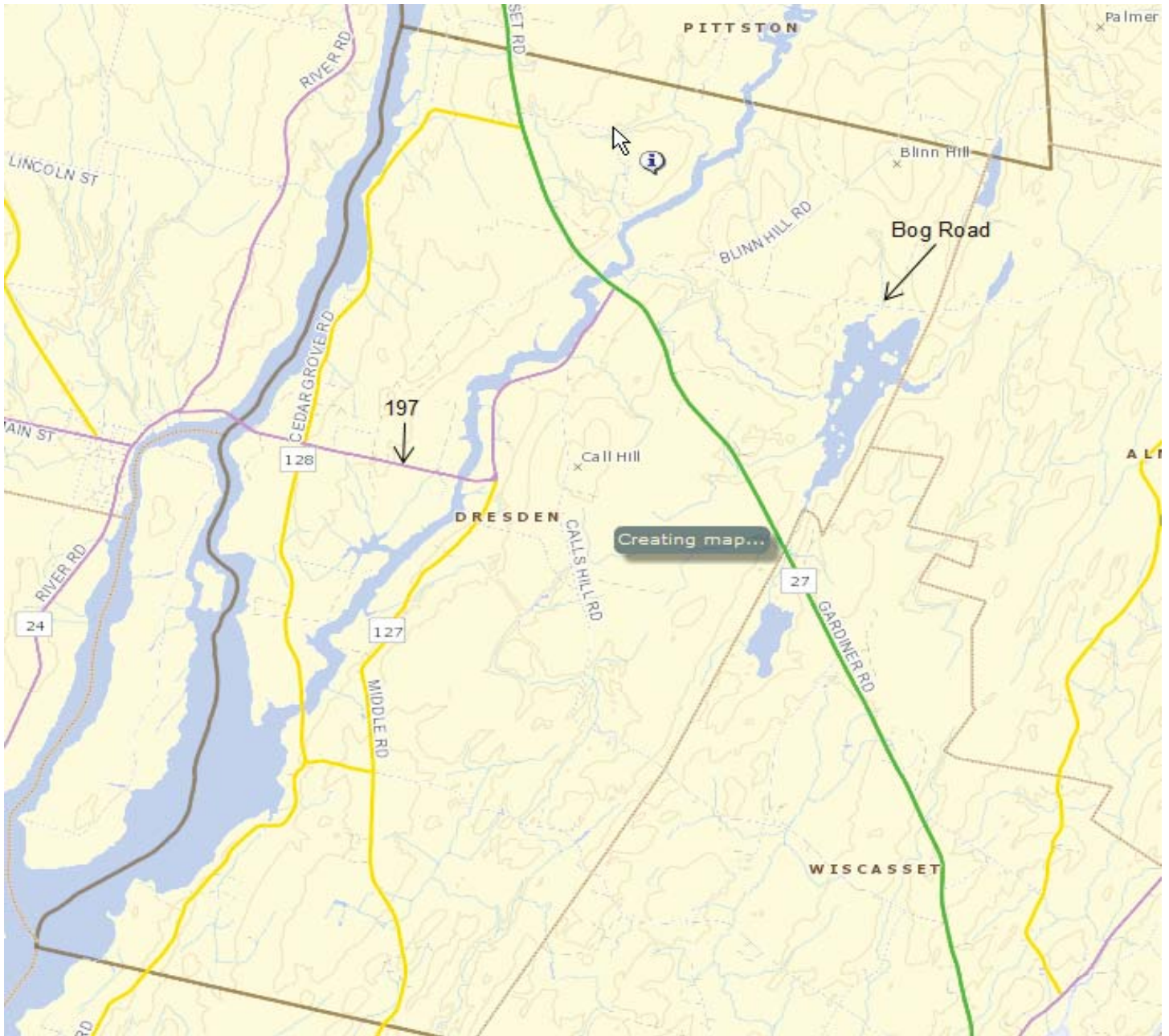
#### **Comments:**

Dresden has a very comprehensive land use ordinance and maps and has, over the year, kept up with State standards.

## Appendix

## Maps

### Map 1. Road Connections

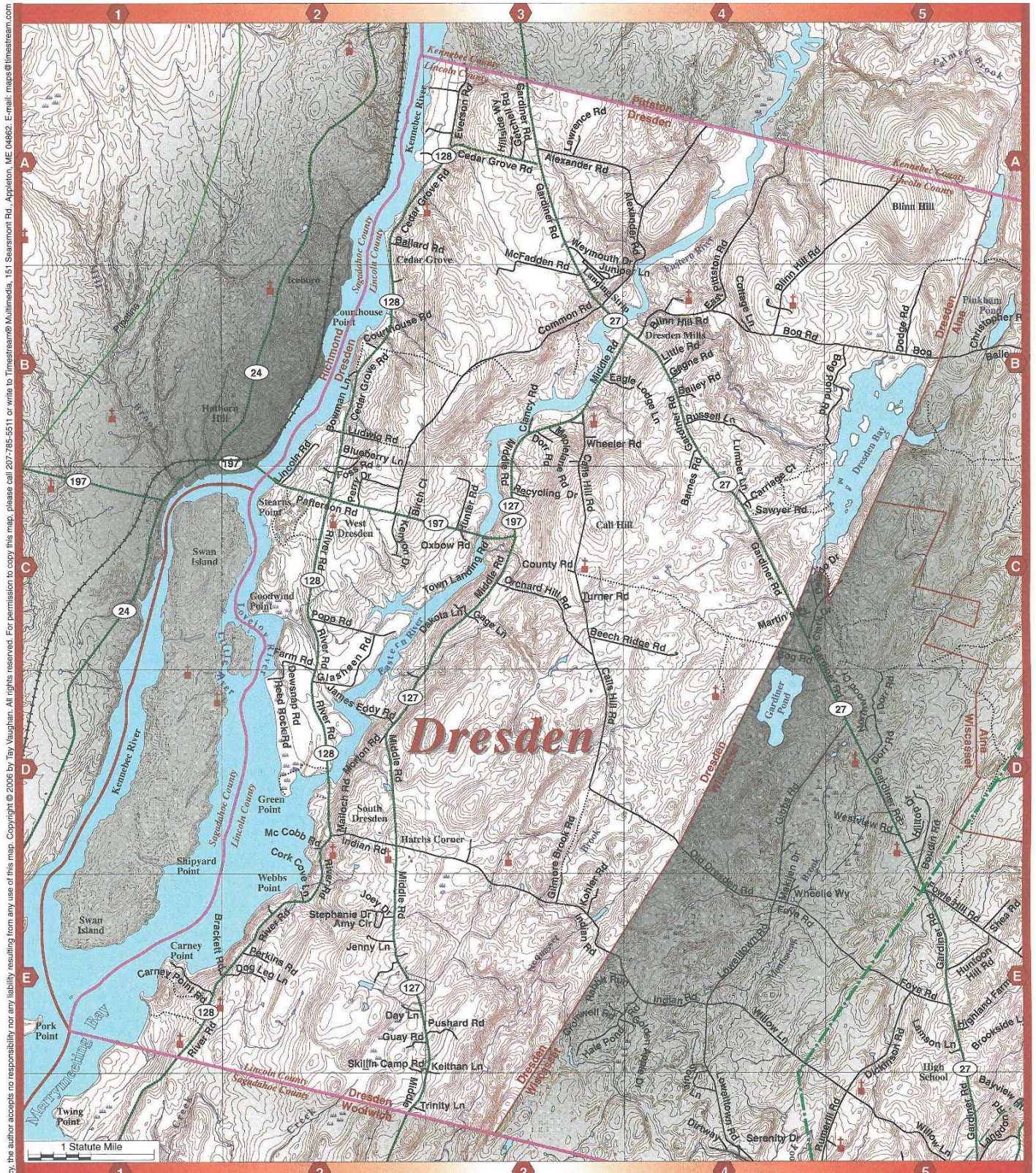


Map Courtesy Maine Department of Transportation



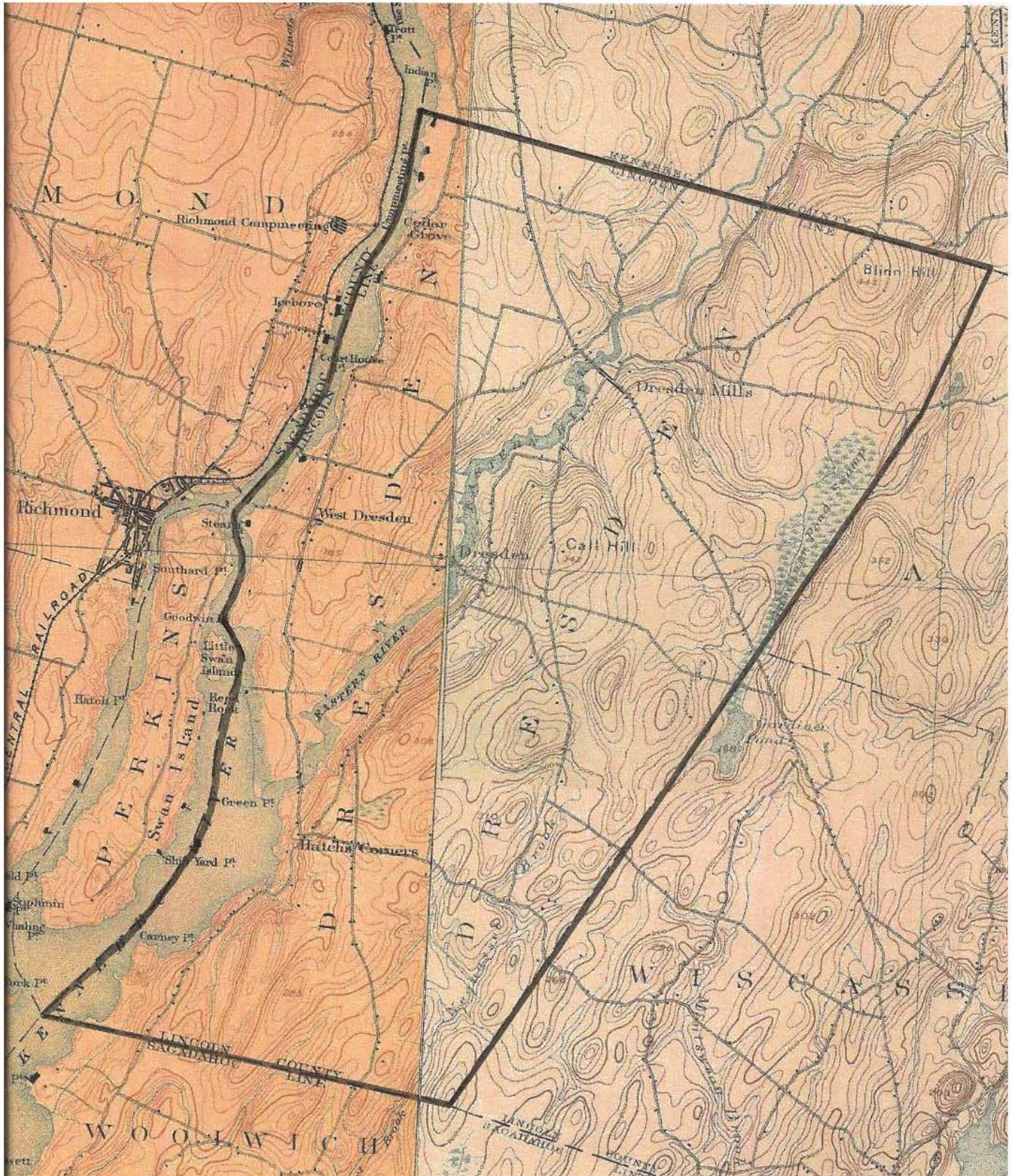
## Map 2. Dresden Public Roads

Map courtesy of Tay Vaughan, Timestream Multimedia, Appleton, Maine. 207-785-5511



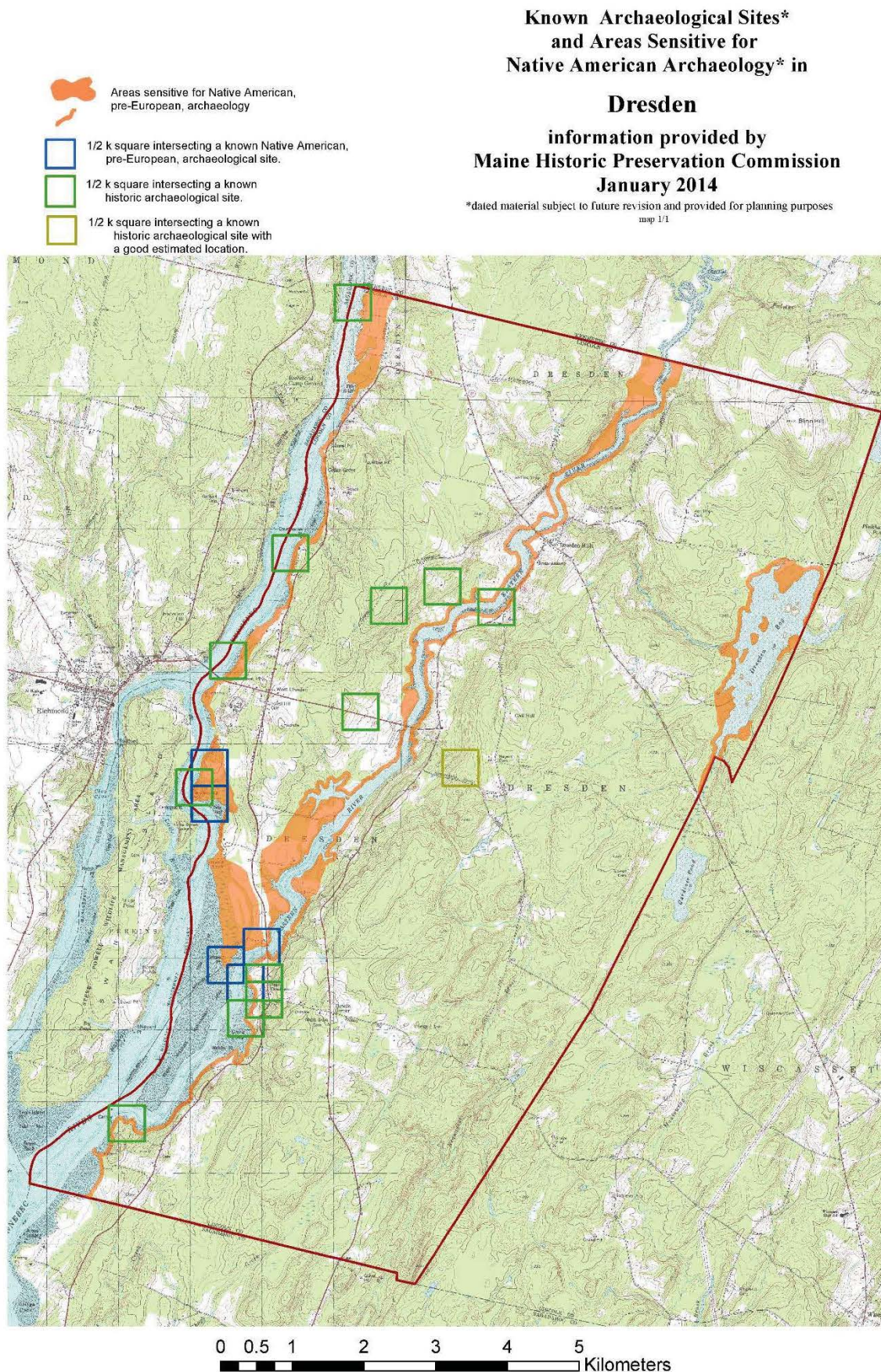


Map 3. 1891-1892 USGS Map



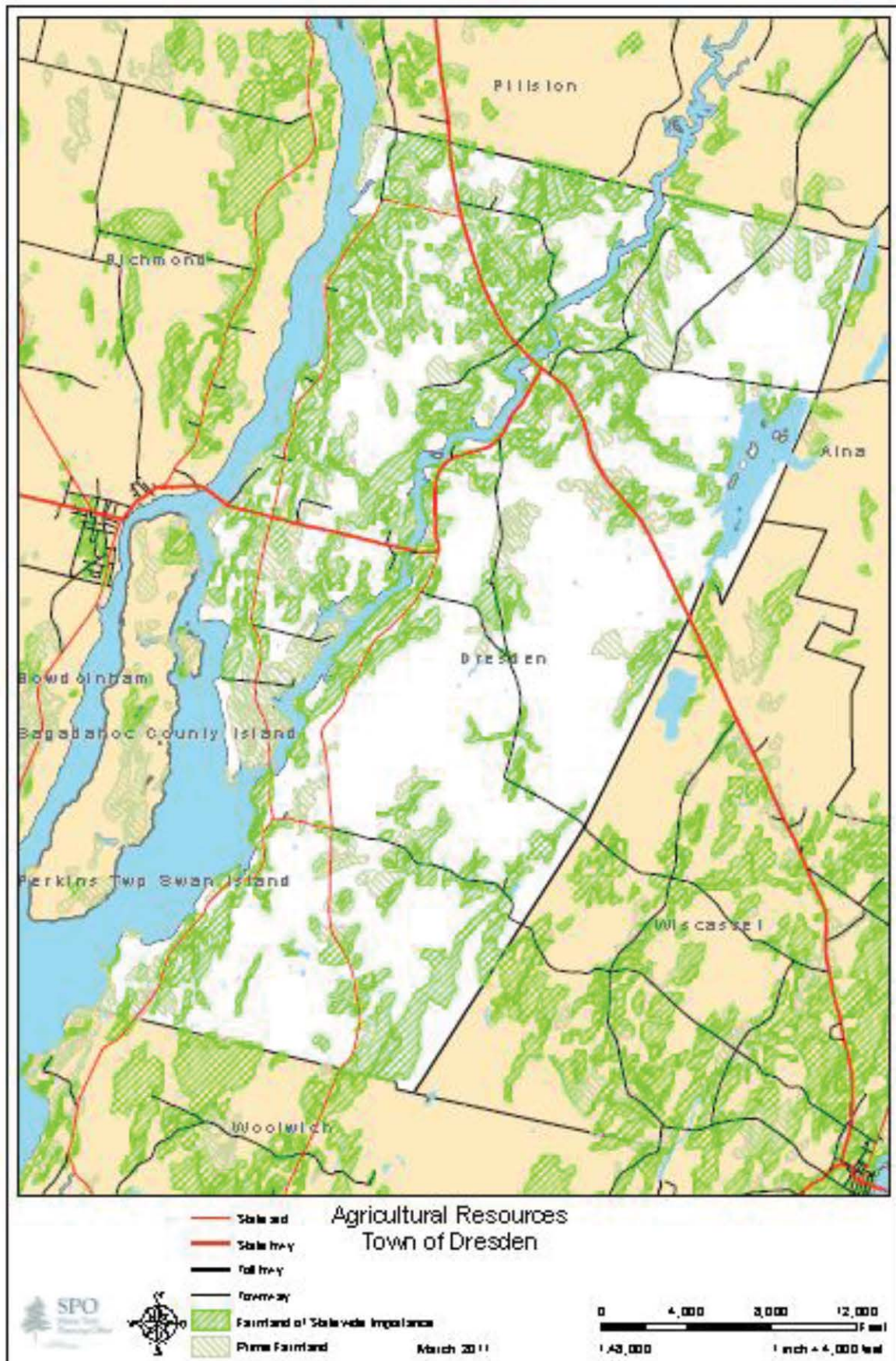


Map 4. Known Archaeological Sites



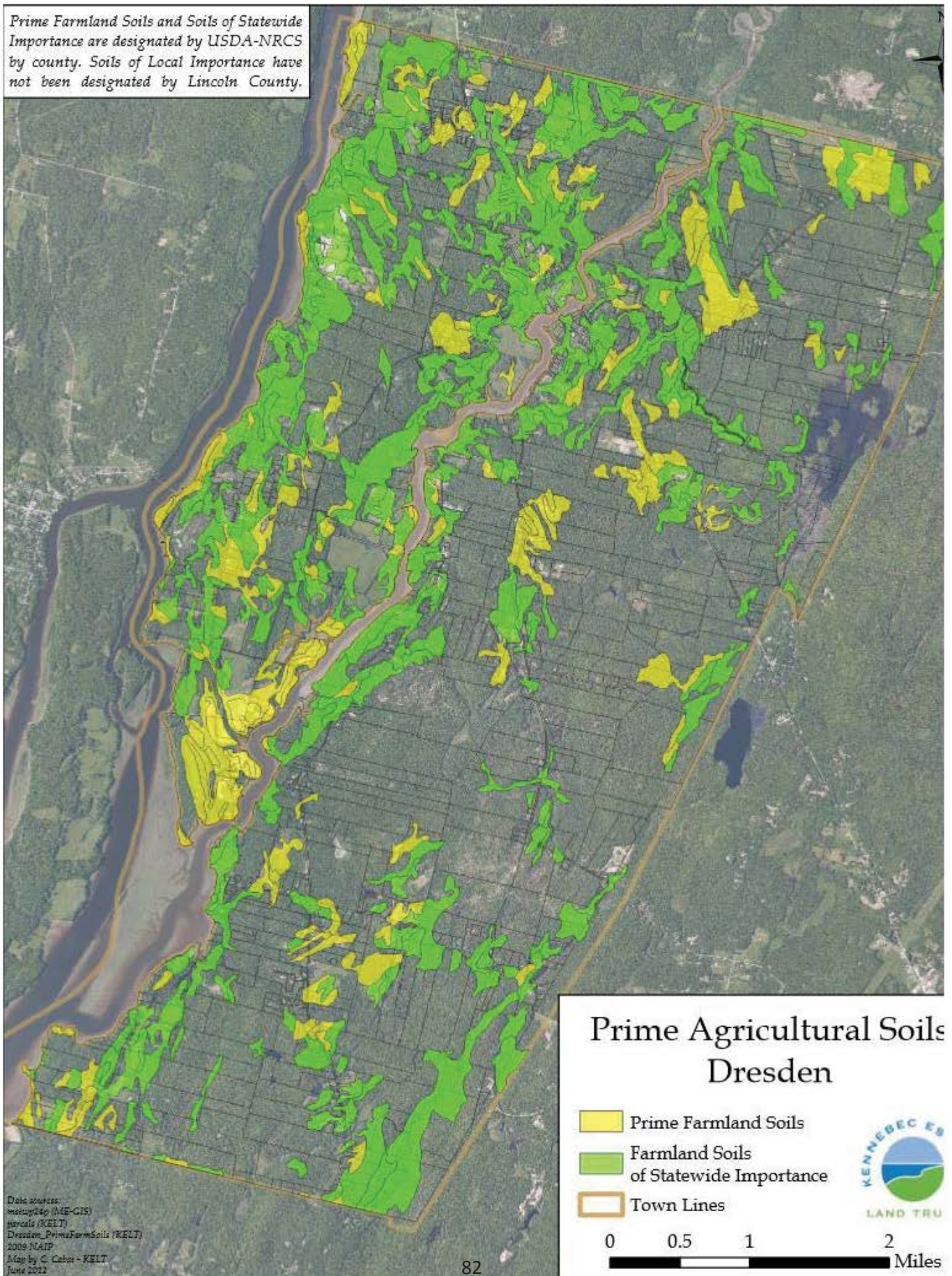


Map 5. Agricultural Resources



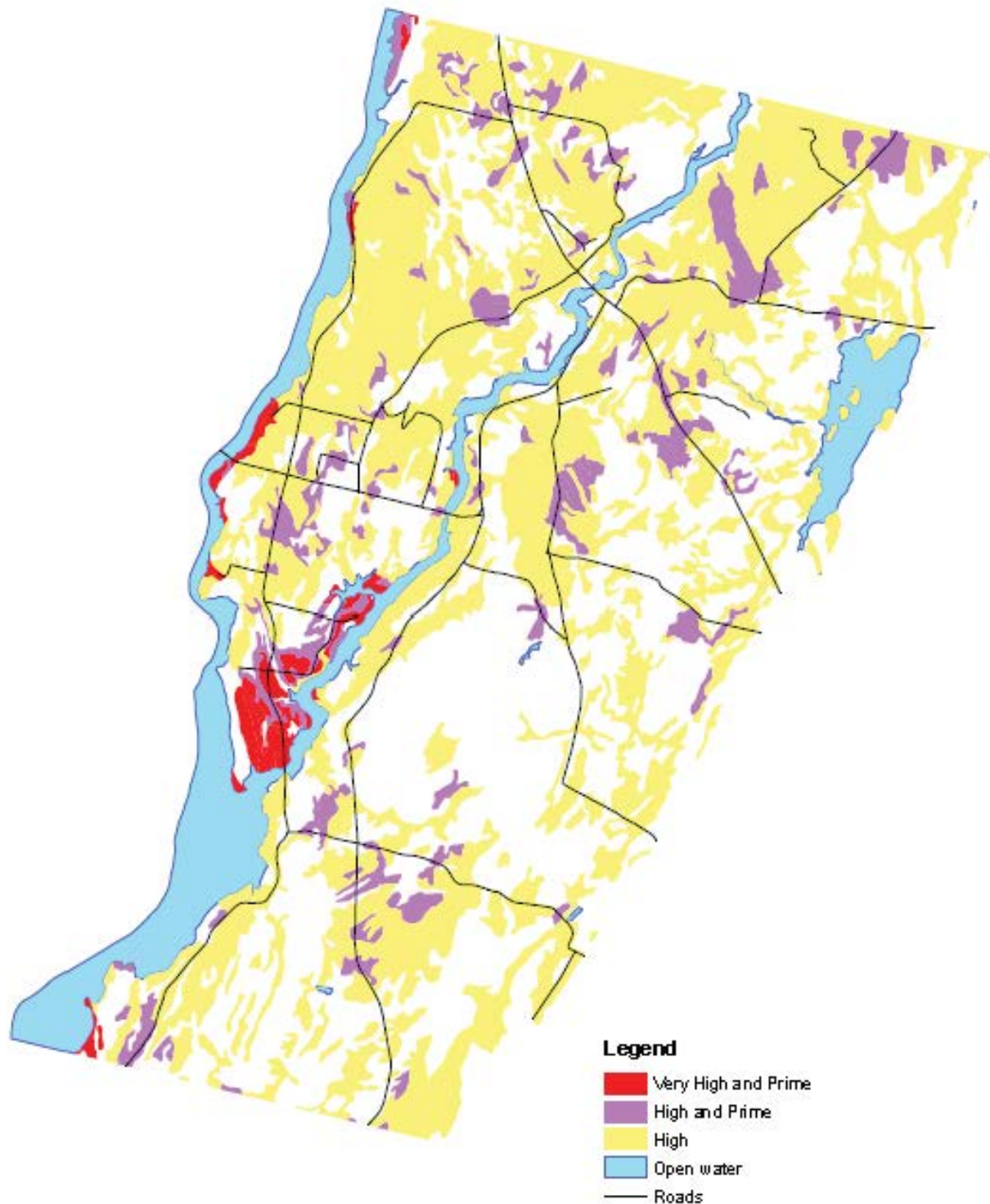


Map 6. Prime Agricultural Soils





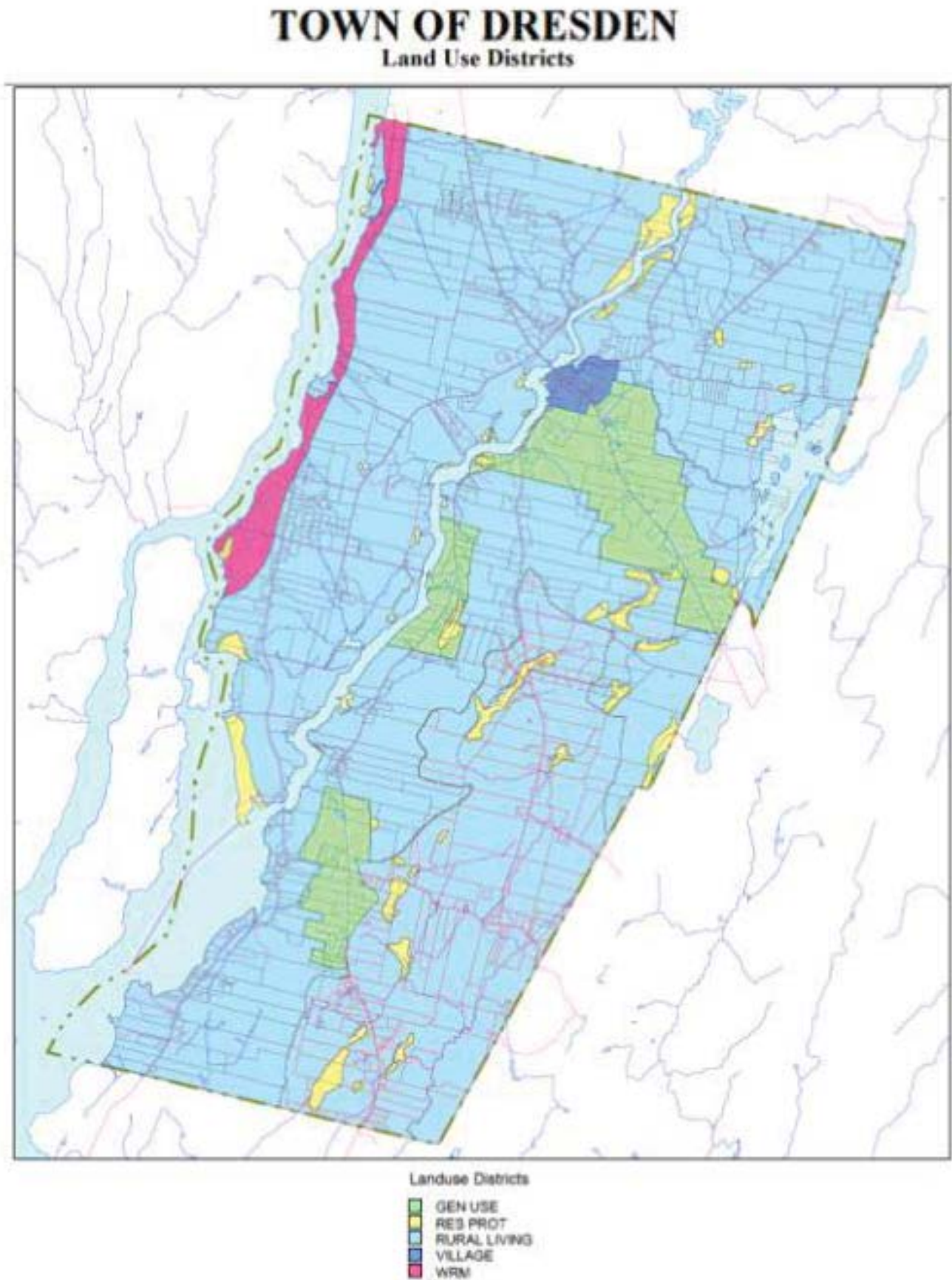
Map 7. Forest Productivity



Very High Forest Productivity and Prime farmland 301 acres (1%)  
 High Forest Productivity and Prime Farmland 1,498 acres (7%)  
 High Forest Productivity 8,319 acres (39%)  
 Town of Dresden 21,237 acres



Map 8. Land Use Districts













Map 11. Water Resources and Riparian Habitats

