

Town of Winslow Comprehensive Plan



**Final Draft:
November 2008**

Executive Summary

The Winslow Comprehensive Planning Committee began meeting in the spring of 2007 to discuss an update to the Comprehensive Plan. Many residents in town felt that the conditions during the early 1990s were significantly different than the conditions of the early 2000s, warranting a review of the Comprehensive Plan. For example, in 1995 the Scott Paper Company factory was still operational, with over 700 employees. In 1998, the plant closed, forcing the town to reassess future employment expectations. Winslow residents now have a new vision of their town, one based on both historic nostalgia and recent reality: *That Winslow will be a suburban town with minor commercial and industrial development; that residents will maintain the ecological and recreational attributes of the Kennebec River, Sebasticook River, and Pattee's Pond; and that Winslow shall collaborate with its neighbors to enhance the central Maine region.*

This Comprehensive Planning Committee was composed of a broad representation of residents, from the urban northwest to rural east, and even camp owners on Pattee's Pond. Additionally, the Committee included members of the Planning Board and Town Council, as well as the Town Manager and local State Representative. Not only were all these people members of the committee, but they fully participated in the numerous and lengthy meetings covering the last 20 months.

Beyond the broad perspectives offered by committee members, various outreach efforts were made to involve members of the general public. Initial monthly committee meetings introduced committee members to the existing conditions in town by hearing questions, concerns and presentations from a regional economic development organization, local business owners, municipal department heads (including school superintendent), and local recreation and conservation organizations. School children also became involved in the process. Students from a local school class performed research on Winslow's history, prepared Microsoft PowerPoint presentations on their work, and even presented to the Comprehensive Planning Committee. Committee members hosted a booth at the July 4th celebration at Fort Halifax in summer 2007. Two public opinion surveys were conducted: the first a general planning opinion survey conducted in summer 2007, and the second a scenic resources survey and inventory conducted in fall 2007 through winter 2008. We believe this Comprehensive Plan is a fair representation of the general opinion of most Winslow residents.

Three conclusions were formed in the creation of this Plan:

- 1. Winslow has abundant natural and historic resources***
- 2. Historic patterns of development helped preserve these resources***
- 3. Recent patterns of development threaten these resources***

The Future Land Use Plan calls for town officials to encourage development in western Winslow, while preserving the bulk of the natural resources in eastern Winslow. Thanks to historic patterns of development, there is significant development infrastructure in western Winslow. Future development must utilize this infrastructure. Similarly, Pattee's Pond and the beautiful fields and forests of eastern Winslow must be preserved. Making these efforts will take time and money. Specifically, this Comprehensive Plan calls for the Planning Board, Town

Manager, and Town Council to spend a significant amount of time in the next three years meeting with experts in resource protection, affordable housing, and economic development. The goal is to form concrete collaborative projects to bring future development back to western Winslow. Additionally, town officials are asked to invest \$60,000 annually in the Capital Improvements Plan, with the money going towards 3 specific projects that will provide a powerful incentive for protecting resources.

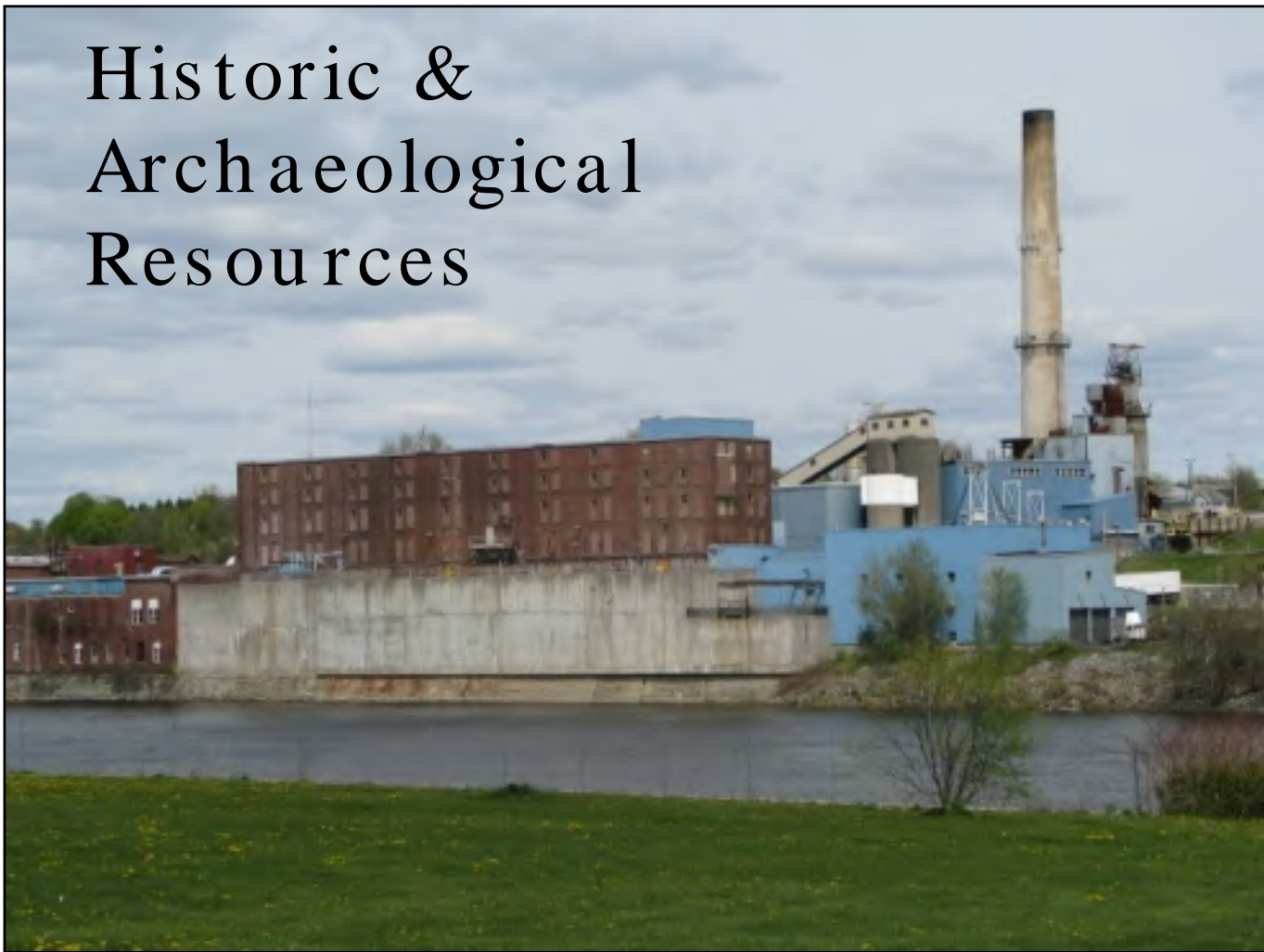
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Historic & Archaeological Resources



That tiny patch of land at the confluence of the Kennebec and Sebasticook Rivers has always been appealing to humans. For centuries prior to European arrival, as Native Americans used the two rivers for transportation highways and fisheries, Winslow became a stopping place and campsite. Nearby Pattee's Pond, and generally level terrain, added value to the land.

Some of the earliest European trading trips in the 1600s came up the Kennebec River, and many of Maine's earliest settlements in the 1700s also began along the Kennebec and Sebasticook. Thus, a wealth of historic and archaeological resources potentially resides in Winslow.

John Winslow, born in England in 1597, came to America in 1621. He married Mary Chilton, daughter of an original Mayflower pilgrim, in 1624 and headed north into the wilderness of what is now Maine. He brought the first English cattle to the Kennebec area, lived in the trading post at Cushnoc (now Augusta), and was one of the four purchasers of the Plymouth Patent (first European settler purchase of land surrounding the confluence of the Kennebec and Sebasticook Rivers, including lands now known as Winslow). It would seem fitting if this man had received the honor of having a town named after him. But that is not the case.

John Winslow's children inherited his land, and passed it on to their offspring. Eventually, another John Winslow, the aforementioned John Winslow's great grandnephew and namesake, received the family land. This John Winslow was born in Plymouth, Massachusetts in 1702, but achieved great honor in the north lands by being given command, as a major general, of the expedition to build Fort Halifax. Constructed in 1754 on the northern peninsula where the Kennebec and Sebasticook Rivers meet, Fort Halifax has become the symbol of Winslow. When the town incorporated in 1771, the residents chose (General John) Winslow as an honorable name.

The British army built Fort Halifax as an outpost in the French and Indian War and because there was an increasing desire on the part of area settlers to signify that the land would be permanently occupied. Shortly after the Fort brought a measure of security to the region, the future Winslow experienced its first "subdivision." In 1766, fifty 50-acre lots were sold to men agreeing to clear land and build homes. A subdivision was even planned: 25 lots were restricted to men with families, and 25 lots were sold to single, young men. Politicians hoped that men with families would provide a stabilizing influence, as well as daughters who would naturally marry one of their eligible bachelor neighbors. The intermingling of families began, and a true town grew.

The town of Winslow developed steadily over time, with local grist mills, sawmills and small farmsteads marking the passing of the 19th century. Prior to bridge construction, ferries and the rare fording at low water were the only means of crossing the Kennebec and Sebasticook Rivers. This made communication and interaction between "east" and "west" Winslow rather difficult. At the 1801 Town Meeting, residents decided to resolve the issue by voting to separate the town along the Kennebec River. Lands on the east side of the Kennebec became what is today's Winslow, and those on the west eventually split into the two towns of Oakland and Waterville.

As the 20th century arrived, large manufacturing took advantage of the mighty Kennebec River. With manufacturing came a marked increase in population. What had been an agrarian town of no more than 1,800 residents throughout the 19th century suddenly grew to 2,700 residents in 1910 and 3,300 residents in 1920. The Hollingsworth and Whitney Pulp and Paper Company built a plant in 1892, followed in 1898 by the Proctor and Bowie Company sawmill. Around the turn of the century and through the first few decades of the 20th century, a large proportion of Winslow residents worked in manufacturing. To provide suitable housing for this population, small homes on small lots were constructed, and the high-density-grid residential pattern along the Kennebec, north of the Seabasticook, took shape.

Winslow also expanded its cultural heritage at this time, with many immigrants coming from French-speaking Canada, Scotland, and Poland to work in local factories. In 1969, with the increase in population, a need for more services, and the general complexity of town governance, residents chose a year-round Town Council to replace the Select Board and Town Meeting. During the latter half of the 20th century, as manufacturing jobs diminished, and the big plants eventually closed, Winslow became a suburban town, providing sprawling residential lots for high-skilled employees working in Augusta and Waterville. Today, one can understand the general pattern of development for the entire United States simply by studying the single town of Winslow.

Notable Resources – Prehistoric Archaeological

Prehistoric archaeology refers to that time period prior to written recordings. Cultural knowledge is only discovered through examination of artifacts and landscape analysis. We can never be certain how people lived, as there is nothing specific to tell us exactly why they used a certain instrument, or how they traveled from place to place. There is no cookbook telling us how a prehistoric culture cooked food. As we discover more artifacts, though, our “picture” of the culture is enhanced. It is doubly important, therefore, to identify and preserve as many prehistoric archaeological resources as possible.

The Maine Historic Preservation Commission is aware of 39 prehistoric archaeological resources in Winslow. Of these:

- Two are located at Fort Halifax Park, and
- 20 of the remaining 37 sites are eligible for listing in the National Register of Historic Places

Notable Resources – Historic Archaeological

Historic archaeology analyzes the settlements and forts of the period from about 1600 on, basically covering early European history in Maine and attempting to expand the historical record. The Maine Historic Preservation Commission knows of 3 historic archaeological resources in Winslow:

- The Teconnet Trading Post, an English trading post from 1653 - 1654
- Fort Halifax, an English military fort from 1754 – c.1780
- Unidentified pottery from the early 19th century, American industrial period

The Teconnet Trading Post was located on the south side of the Sebasticook River where it meets the Kennebec River. Its purpose was basically superseded by that of Fort Halifax, a much larger and robust structure, on the opposite (north) side of the Sebasticook River.

Notable Resources – Historic Buildings/Structures/Objects

Historic buildings and objects differ from archaeological resources because these items need not be “discovered” through the process of digging and reconstruction. Historic resources are visible, above ground, and date from European settlement through American history, including written records. The following historic buildings and structures are important to the residents of Winslow:

- Fort Halifax
- The Two-Cent Bridge
- The Jonas B. Shurtleff House, on Augusta Road
- The Brick School, on Cushman Road
- Fort Halifax Hydro Station, on the Sebasticook River
- The Hollingsworth & Whitney/Scott Paper Company mill
- The Winslow Congregational Church

The first four historic structures listed above are on the National Register of Historic Places, and will be discussed in greater detail later in this chapter. A survey of the Fort Halifax Hydro Station has determined that it meets the criteria and is eligible for listing in the National Register. This station was constructed with the original dam, in 1908, and the red-brick two-story building is a beautiful example of infrastructure engineering at the turn of the century.



Fort Halifax Hydro Station



Former Scott Paper Mill

Originally built in 1892, the Hollingsworth & Whitney paper mill is located on an island in the Kennebec River, just north of the Waterville-Winslow Bridge. Among its many highlights, this mill was the country's only supplier of tabulating cardstock when World War II began. Due to the war's demands, the mill was forced to quadruple its production for cards to operate tabulating machines. The old mill is no longer operational, and now serves as a warehouse and economic development incubator.

The Winslow Congregational Church is notable not just for being one of the oldest churches in Kennebec County, but also because it was Winslow's first east-side Town Meeting house. In 1796, the town of Winslow voted to erect a Town Meeting house on the east side of the river. Construction was completed, and in 1799 the first town meeting was held in the new meeting house. The Congregational Church, formally organized in August 1828, met in various locations for approximately 50 years. In 1884, the town voted to "relinquish the town's claim to the meeting house situated in Winslow village, to the Congregational Society of Winslow, so long as they shall keep the same in repair and occupy it as a place of public worship." The interior of the structure has been significantly remodeled; nonetheless, the building remains the original meeting house for what is today the municipality of Winslow.



Winslow Congregational Church

There is another historic artifact literally across the street from the Congregational Church, between the church and the Kennebec River. In 1775, General Benedict Arnold, leading a group of American revolutionaries, attempted to capture the British stronghold of Quebec. The commander basically followed what is known today as the Kennebec-Chaudière International Corridor (a river and overland path linking Merrymeeting Bay to Quebec City). Arnold and his troops stopped at various locations on their way north to resupply and camp, and one of those places happened to be in Winslow. The spot is now marked by a large boulder, put in place by the Daughters of the American Revolution.



Analysis and Key Issues

The science of archaeology is always developing, and many in the field believe that preservation of resources is more important than actually conducting a full archaeological dig. Some people believe that the methods now employed during such digs are primitive, resulting in the loss of valuable information. However, if we preserve a site and wait until improved methods are developed, we will be better able to glean the realities of earlier cultures. If a site cannot be preserved, the next best solution is a full archaeological survey, detailing the precise location of all artifacts and relation of artifacts to the surrounding geography.

Initial archaeological surveys have been conducted along the banks of the Kennebec and Sebasticook Rivers due to various hydroelectric relicensing or Maine Department of Transportation projects. Therefore, most known archaeological resources are in these areas. The Pattee's Pond shoreline should be professionally surveyed because it is also a likely source of archaeological material. Future archaeological fieldwork could focus on agricultural, residential, and industrial sites relating to the earliest Euro-American settlement of the town, beginning in the mid-18th century. In addition, a comprehensive survey of historic (above-ground) resources should be conducted throughout the town, to determine which properties are worthy of nomination to the National Register of Historic Places.

The National Register of Historic Places is the Nation's official list of cultural resources worthy of preservation. Authorized under the National Historic Preservation Act of 1966, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archaeological resources. Properties listed in the Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archaeology, engineering, and culture. The National Register is administered by the National Park Service, which is part of the U.S. Department of the Interior. The Maine Historic Preservation Commission, a state governmental agency, has been designated as the State Historic Preservation Office, and it oversees the administration of the National Register program in the State of Maine.

All properties listed in the National Register must meet the criteria established by the National Park Service. This criteria is applied nationwide, seeking to ensure that all listed properties are both significant, within the areas of architecture, archaeology, engineering, culture, or history, and that they retain their historic designs, materials, workmanship, and sense of time and place. The effect of a property being listed in the National Register:

- Gives official recognition to the historic and cultural importance of a property as part of the Nation's heritage.
- Affords protection from adverse impact by projects funded, licensed, or executed by the Federal Government, since Federal projects which affect such properties are subject to review by the State Historic Preservation Officer and, if necessary, the Advisory Council on Historic Preservation in Washington, D.C.
- Qualifies properties in the National Register for certified rehabilitation tax credit incentives under the historic preservation provisions of the Tax Reform Act of 1986.

Perhaps most importantly,

- Control and authority over the use and disposition of a property listed in the National Register or deemed eligible for such listing remain solely with the owner unless he has applied for and received a matching grant or other Federal funding, or is participating in a rehabilitation tax credit project. Listing in the National Register does not mean that limitations will be placed on the property by the Federal government. Public visitation rights are not required by the owner.



Meeting the criteria and exhibiting the above-mentioned effects, the following five properties in Winslow are listed in the National Register of Historic Places:

Fort Halifax – listed in 1968

Until about 20 years ago, Fort Halifax was the oldest extant wooden blockhouse in the United States. The great spring flood of 1987, however, swept away that claim. Restoration efforts following the flood used 30% of the original logs, and reconstructed the Fort to its original configuration, such that many argue it is still the oldest surviving wood blockhouse in the nation. Regardless, it remains a site of significant historic and cultural value.

Though originally built as a fort in 1754, there is no evidence of its having been involved in a direct attack. Muster records indicate the fort was garrisoned until October 1766. The remaining blockhouse seen today was part of the larger Fort Halifax, originally square in shape with blockhouses at the northeast and southwest corners, a sentry box at the southeast corner, barracks along the eastern side, and a large building known as the “fort house” (containing officers’ quarters, storerooms, and the armory) at the northwest corner. The entire fort site, not just the blockhouse, is listed on the Register, and archaeological survey work has documented numerous artifacts.

Fort Halifax is a State Historic Site, owned and operated by the Maine Bureau of Parks and Lands. The Fort property fell into private hands after its military purpose ended in the late 1700s. Over time, all buildings and structures deteriorated and were removed, save for the remaining blockhouse. In 1924, the Fort Halifax Chapter, Daughters of the American Revolution, acquired and repaired the blockhouse, eventually donating the property to the state in 1966. Fort Halifax is located on the peninsula just north of where the Kennebec and Sebasticook Rivers meet, one mile south of the Winslow-Waterville Bridge on U.S. Route 201, right in the heart of the developed part of town; and **Fort Halifax Blockhouse** has become the symbol of Winslow due to its location and national significance. In fact, Winslow residents have their annual Fourth of July party at the Fort Halifax Park. This party is regional in scope, gathering thousands of people.

The large Fourth of July party utilizes the beautiful greenspace and park adjacent to the blockhouse. Despite being held at the historic park site, the party is about American Independence, and does not celebrate the distinct historic nature of the blockhouse. There is precious little education on-site, and most people visiting would be unable to understand that the Fort was actually much larger than the blockhouse. The property does not function as a historic location; rather, it acts as a town and regional recreational park. A local volunteer organization, the Friends of Fort Halifax, meets regularly to discuss education and plan outreach efforts. Working with the state of Maine Bureau of Parks and Lands, they have designed and written educational signage, and made plans to re-arrange access and parking to allow for better archaeology and educational work. Currently, access and the gravel parking lot lie on top of the original interior of the Fort.

Two-Cent Bridge – listed in 1973

Originally constructed in 1901, just north of Ticonic Falls on the Kennebec River, this pedestrian structure connected Winslow and Waterville, allowing residents on either side easy access to employment in the various mills in each town. Washed out during its first spring, it was fully reconstructed the following summer, and the existing suspension bridge, constructed entirely of steel, was finished in 1903. Because it was a private footbridge, the Private and Special Laws of the state of Maine were modified to create a two-cent toll. It is unknown whether the private company who received the original charter, the Ticonic Footbridge Company, attempted to name the structure. Whether it ever had an official name, or the toll nickname simply stuck, the “Two-Cent Bridge” remains a unique historic artifact.



At its height of use, over 500 people traversed the bridge every day. It was even used as an emergency transportation corridor during the 1930s. The largest flood prior to the great flood of 1987 occurred in 1935, and during that year both the railroad and vehicle bridges connecting Waterville and Winslow were washed out. The only way for the two communities to share food and health services was over the pedestrian bridge.

Historically, the Two-Cent Bridge's suspension design and steel frame are rare. During the end of its life as a toll bridge, in the 1970s, it was reportedly the only remaining toll footbridge in the United States. In 1983, the City of Waterville acquired ownership, and now maintains the structure. As it is owned by the city, there is no longer a toll to cross, and the bridge is now simply a unique connection between Waterville and Winslow, both municipalities owning public parks on either end. However, neither has expended many resources in connecting the two parks or utilizing the footbridge for its original economic function. The Two-Cent Bridge easily links downtown Waterville to the Winslow Town Office and economic development incubator in the old Scott Paper Mill.

Two-Cent Bridge, from Waterville

Jonas B. Shurtleff House – listed in 1974

This house in Winslow is one of Maine's finest examples of a carpenter Gothic cottage in a rural area. During the mid 1800s, publications of such renowned architects as Andrew Jackson Downing and William Ranlett popularized the Gothic cottage as the ideal dwelling for the new suburbanites. While some of these cottages were direct copies from pattern books, many more were the handiwork of local carpenter-builders who made their own interpretations of the then-current style. This is probably the case for the Shurtleff House, as research has not produced an exact replica of it in any design book of the period.

The original architect and builders are unknown, but the first owner was Jonas Ball Shurtleff, who purchased his 13 acre lot in 1849. The house was constructed between 1850 and 1853, and though Jonas passed away in 1863, his wife Mariette continued to live there until her

death in 1903. The house has remained in private hands since, although each owner has recognized and preserved its unique qualities.

An account from the Waterville Mail on January 22, 1864, shows that the Shurtleff House was as distinct a century ago as it is now: “All travelers know this place on account of the



Jonas B. Shurtleff House

fanciful finish of the house.” That finish, originally brown, led to an early nickname of “The Gingerbread House.” It remains easily seen from the Augusta Road, a main thoroughfare through town, and there is plenty of open, undeveloped land surrounding the property, giving visitors ample opportunity to view it as they approach via vehicle, or if they wish to stop and take photographs from various angles. The property does remain in private hands, and abiding by the rights of property owners on the National Register, the town must rely on the sentiments of those private owners to preserve this unique historic home.

The Brick School – listed in 1977

The old brick school, located on the Cushman Road, is approximately 2 centuries old. No town records, dating to 1799, mention its construction. However, a deed from 1820 conveys a large parcel, which includes the following: “Also the ground on which the brick school house on the lot now stands, with the door yard, is hereby reserved for the use and occupation of School District No. 5 as long as said District shall keep the present brick school house in repair suitable to hold a school in and no longer.” The school maintained its function until 1865, when it became storage for the school district. It subsequently passed into disuse until the Winslow Historical Society obtained the property in 1972.

Though it is a plain and unassuming structure, the school house is built on a solid brick and stone foundation, and is a testament to an early desire for education. The sturdy building demonstrates that settlers believed the building would be used for many generations. The location of the structure, on a secondary road in a rural area, is an indication that sprawling homesteads and farms produced sufficient children to warrant construction outside of “downtown” Winslow.

The school house now lies in the midst of a rather dense housing sprawl on the Cushman Road. There are multiple modern homes on both sides of the road leading up to the old building, each driveway separated by approximately 100 feet. Nevertheless, there is a nice stretch of undeveloped land on the north side of the school, on the same side of the street, which would allow for visitor parking and educational opportunities.



Brick School

Maine Archaeological Survey Site 53.36 (details restricted to protect site) – listed in 1990

Archaeological testing and data recovery for the new Waterville-Winslow Bridge (Dunbar Road) discovered many intact archaeological sites. One in particular was placed on the National Register. It lies on the east side of the Kennebec River, associated with a small pond at the margins of the floodplain. Survey studies document remnants of the prehistoric Middle Ceramic Period activity, roughly covering 2050 to 1350 B.P. Ceramic vessel remains suggest multiple generations of potters living in the area. This particular site, however, appears to have been lightly occupied. Excavated hearth features suggest that the large fire-cracked rock complexes might represent the site of a sweat bath, meaning it may have been attractive for solitary contemplation away from larger groups nearby.

Policies

- The town should improve its efforts to protect the significant historic and archaeological resources in the community.

- The Winslow Historical Society began meeting in the late 1960s, formally incorporating in 1970. Unfortunately, it does not currently meet due to a lack of sufficient interest. The town should encourage the re-formation of the Historical Society.
- Fort Halifax is the symbol of the town, and should therefore be singled out for individual attention and resources in preservation and education.

Strategies

- ✓ The Town should clearly identify properties on the National Register of Historic Places on official maps, for review by the Planning Board.

The Planning Board and Town Council should incorporate locations of historic properties when updating the town zoning map. Then, when the Town Council and Planning Board review development proposals, they will have a direct reminder of the historic resources of Winslow. The map update should occur in 2009, when the official zoning map is updated following approval of the Comprehensive Plan.

- ✓ The Town should require all development proposals, not just commercial and subdivision applications, to obtain advice from the Maine Historic Preservation Commission on potential construction conflicts.

The Code Enforcement Officer, Planning Board, and Town Council should update the Town Code to contain language requiring that all development proposals be sent to the Maine Historic Preservation Commission for review and comment, if the development will occur near a historic property or in a location where historic resources are likely to be found, as identified in the Comprehensive Plan. This code update should occur by 2010.

- ✓ Since many potential prehistoric sites lie along the Sebasticook River, the Town should work with local secondary schools and colleges to document new sites now that the Fort Halifax dam is removed.

The Comprehensive Plan Implementation Committee should contact school district personnel to determine if there is interest in conducting a survey of the new Sebasticook riverfront. The Implementation Committee can assist teachers with initial design of the study. Once the project is up and running, students can make a presentation to the Planning Board. The Implementation Committee should make initial contact with school personnel in 2009.

- ✓ The Town should appropriate \$5,000 annually into the Capital Improvements Plan for historic and archaeological programs, the funding to be used as a grant program for local historic surveys, and education and interpretation development.

The Comprehensive Plan Implementation Committee should discuss the design of a potential historic resources grant program. A major first decision is whether to begin granting funds immediately, or to simply place money into a fund for larger projects. Once the Implementation Committee members have a general outline of the grant program, they can present it to the Town Council. The Town Council should begin appropriating money in the next fiscal year. The Implementation Committee should present its outline of the grant program to the Town Council by 2011.

- ✓ In addition to the general historic and archaeological fund, the Town should appropriate \$5,000 annually to the Capital Improvements Plan to assist with development of Fort Halifax as an educational site.

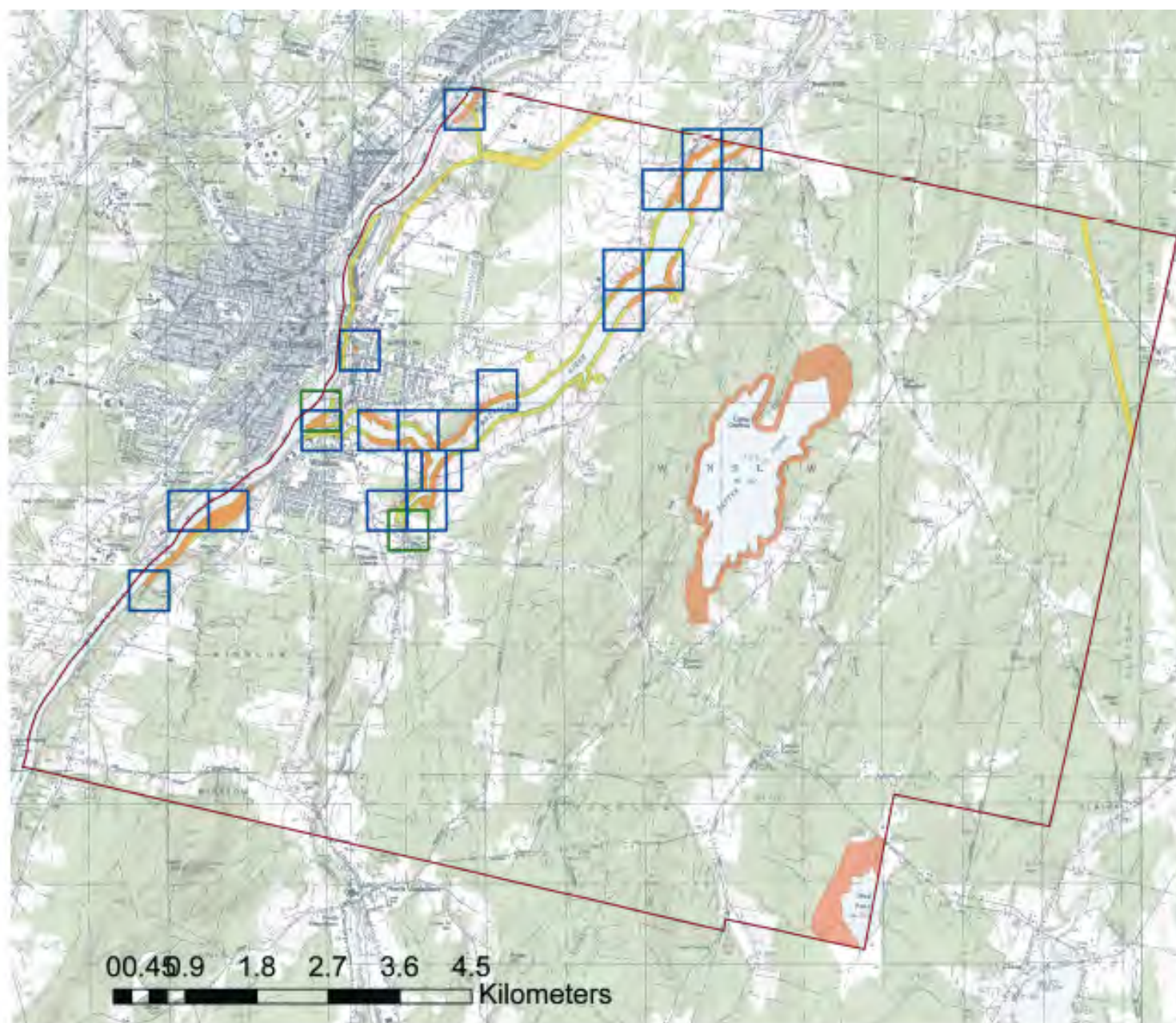
The Implementation Committee should meet with the Friends of Fort Halifax to discuss prioritizing projects and the potential for collaboration for enhancing the site. Together, the two groups can formulate a funding and construction program for the Fort Halifax site. Fort Western in Augusta has a successful education program. Staff at Fort Western should also be consulted in developing the Fort Halifax education program. Once this general project design is complete, the Implementation Committee can address the Town Council. The Town Council should begin appropriating funds in the next fiscal year. The Implementation Committee should meet with the Friends of Fort Halifax by 2010, and present a program to the Town Council by 2011.

**Known Archaeological Sites*
and Areas Sensitive for
Prehistoric Archaeology* in**

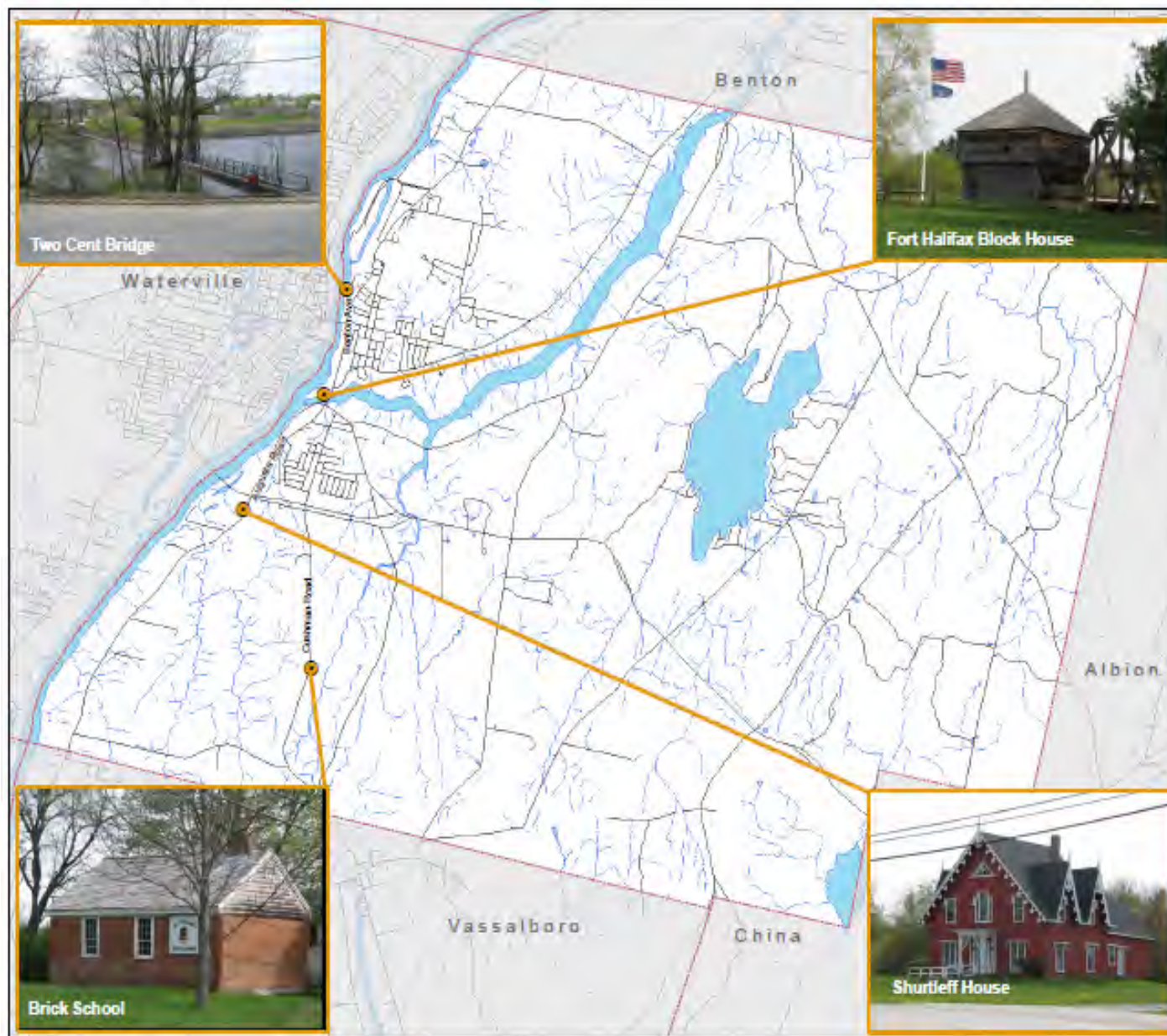
Winslow

**information provided by
Maine Historic Preservation
Commission
updated March 2010**

*dated material subject to future revision
map 1/1



- Areas sensitive for prehistoric archaeology
- 1/2 k square intersecting a known prehistoric archaeological site.
- 1/2 k square intersecting a known historic archaeological site.



Town of Winslow Places on the National Historic Register

Legend

- Historic Places

Other Features

- Lakes, Ponds, and Rivers
- Perennial Streams
- Intermittent Streams
- Roads
- Town Boundary



Scale:
1:48,000

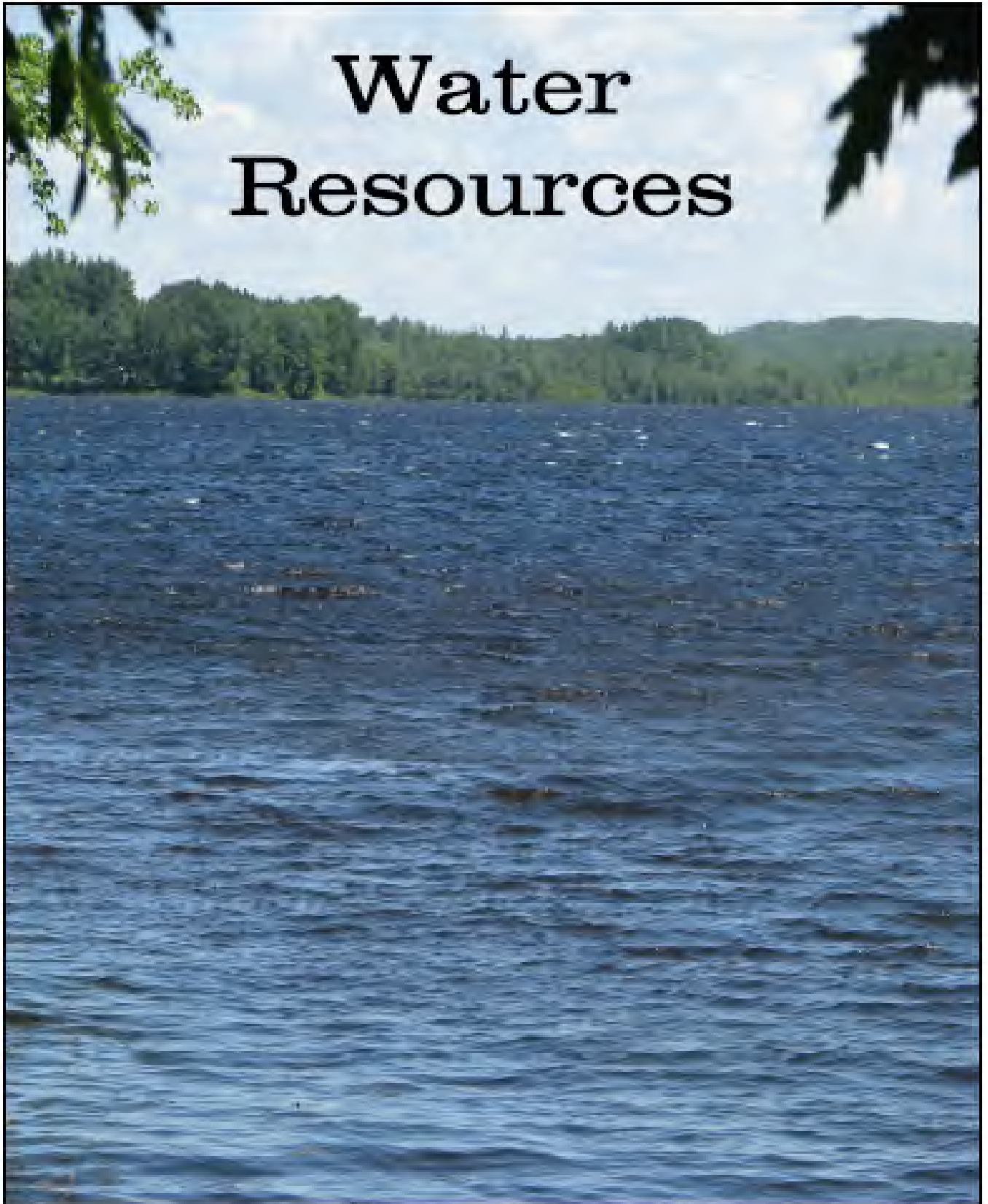
Data Sources: KVCOG, Town of Winslow, MEGIS
Datum: NAD83
Projection: UTM Zone 18N
Map Units: Meters

Kennebec County Soil and
Water Conservation District



Map Created: 05/20/2008
By: J. Friedenberg

Water Resources



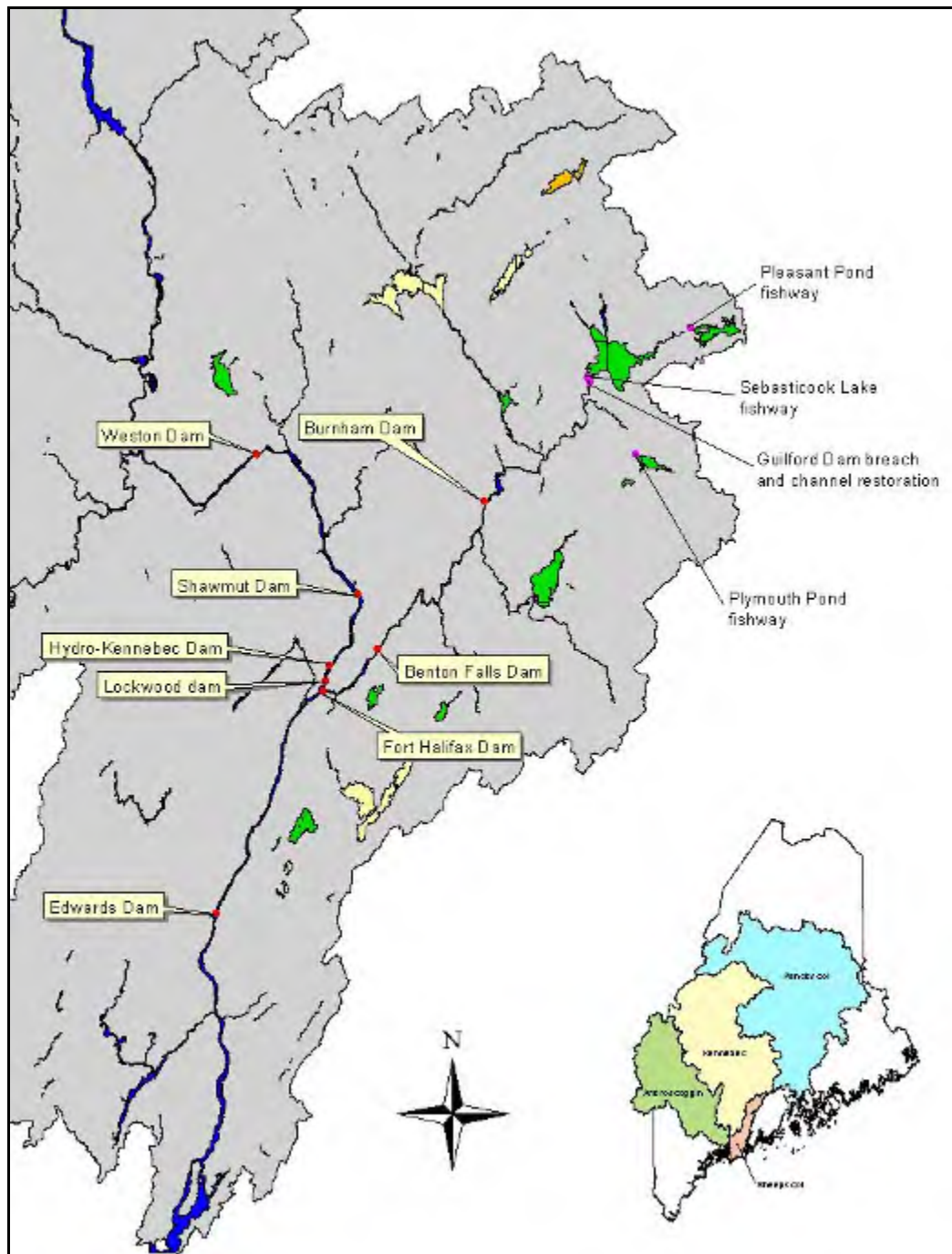
Since most of Winslow's history stems from the fact that it is strategically located along two major rivers, there is a natural link between discussing the town's historic and water resources. The Kennebec River is one of the state's main waterways, beginning at Moosehead Lake, passing through the state capitol, and eventually flowing into Merrymeeting Bay and the Atlantic Ocean. The Sebasticook River is arguably the Kennebec's major tributary, beginning its own southern journey far to the northeast of Winslow. A third major waterway in the town is Outlet Stream, which flows north from China Lake, eventually connecting with the Sebasticook a short distance east of the Kennebec River. Other than rivers and streams, Winslow contains two large lakes. Northeast of the geographic center of town is Pattee's Pond, while Mud Pond lies in the far southeastern corner (approximately 20% of Mud Pond being in the town of China).

Kennebec River

The Kennebec River forms the western boundary of the town, flowing for approximately 6.5 miles northeast to southwest. As discussed in the Historic and Archaeological Resources chapter, this river is one of the most significant in Maine, and has a distinguished national profile, as well. Though used industrially for centuries, including by the Scott Paper Company Mill in Winslow, the past few decades have ushered in a new perspective of viewing and using the river in a sustainable manner. It is a tribute to both Mother Nature and personal effort that in the three decades since the passage of the Clean Water Act (co-authored by Maine Senator Edmund Muskie), when its water was listed as unsafe for human activity, the Kennebec River has become a recreational haven.

In 1986, the Kennebec River Diadromous¹ Fish Restoration Project was initiated when the Maine Department of Marine Resources signed a settlement agreement with the Kennebec Hydro-Developers Group (KHDG), owners of seven hydropower projects located upstream of Edwards Dam. Built in 1838 at the head-of-tide in Augusta, the Edwards Dam presented a physical barrier (to upstream fish migration) and a mental barrier (to a clean, natural waterway as the 150 years following its construction were the most heavily industrial in the river's history). The goal of the Fish Restoration Project was to restore Maine's native diadromous fishes to their historic range and abundance. The Project initially provided funds for stocking native fish in upstream habitats. In 1998, the Project expanded to include federal fisheries resource agencies and non-governmental agencies, in addition to the state and KHDG. This major collaboration resulted in the removal of Edwards Dam, providing fish passage to historic spawning habitat for Atlantic sturgeon, shortnose sturgeon, and rainbow smelt. However, for species such as alewife, American shad, and Atlantic salmon, which traditionally migrated much further into the watershed, the 1998 agreement also instituted schedules or triggers for fish passage at all seven KHDG dams.

¹ Diadromous is a general term referring to fishes that migrate between the ocean and freshwater to complete their life cycle.



Seven Dams of the Kennebec Hydro-Developers Group

Map courtesy State of Maine

As with its construction, the removal of Edwards Dam was both a physical and mental change for the Kennebec River. The 1964 Winslow Comprehensive Plan stated that, “Industrial and sanitary wastes from the [Scott Paper Company Mill] are dumped without treatment into the

Kennebec River.” (p. I-2) This is most definitely no longer the case, as fish are not only “rediscovering” their traditional habitat, but also swimming in much cleaner water.

Maine has maintained a water classification system since the 1950s, and with the passage of the federal Clean Water Act in the 1970s, the system experienced an overhaul. Now every waterway must maintain the base level of quality allowed under the Clean Water Act, and today’s lowest classified state waterways maintain that basic fishable-swimmable standard. The classification standards established designated uses, related characteristics of those uses, the criteria necessary to protect the uses, and specific conditions for certain activities such as the discharge of wastewater. Upgrades to classification are desirable where there is a social or ecological necessity to attain higher standards, and where the technological and financial capacity exists to achieve those higher standards within a reasonable time. Once a classification assignment is made, and the uses and criteria are achieved, that goal is protected by the antidegradation provisions of State law. In this way, the State can continually move forward in the improvement and protection of water quality.

Maine has four classifications of water quality for freshwater rivers (AA, A, B, C), and 1 class for lakes and ponds (GPA). There is not a significant difference between the uses and qualities of classes, and the classification system itself should really be viewed as a hierarchy of risk, meaning the possibility of breakdown of the ecosystem and loss of use due to either natural or human-caused events. Ecosystems that are more natural in their structure and function are more resilient to a new stress and show more rapid recovery. Class AA and GPA waters fall into this category since major activities such as waste discharge and impoundment are prohibited. Class A, B, and C rivers have increasingly fewer restrictions, with Class C having the fewest possible restrictions, and typically the most unnatural structures.

The Kennebec is listed as a Class C river from Winslow’s northern border to the point where Messalonskee Stream empties into it from Waterville, roughly three-quarters of a mile south of Carter Memorial Bridge. From this point to Winslow’s southern border, the Kennebec is listed as a Class B river. Therefore, though the Kennebec River currently maintains a basic level of fishable-swimmable quality, extra vigilance is required to prevent its reversion to the dirty water of the 1960s. What little industrial development remains in Winslow all lies within the Kennebec River’s direct watershed.

It must also be noted that point-source discharges to waterways still occur. The Clean Water Act requires that discharges be processed and cleaned prior to entering the water. In many cases, it was easier to simply remove the point-source discharge than install the necessary cleaning equipment. Nonetheless, 2 wastewater outfalls, emanating from the town of Winslow, do empty into the Kennebec River. Wastewater outfalls refer to pipes carrying sanitary and other wastes from municipal and industrial sources that have been properly treated and cleaned. These outfalls are permitted by the State Department of Environmental Protection, and are monitored to maintain the standards required by the Clean Water Act.

Sebasticook River

The Sebasticook River flows approximately 3 ¼ miles south-southwest through Winslow from Benton and points north. It flows in this direction until it reaches 1 mile more or less from

the Kennebec River, at which point it curves and basically flows due west. During its journey through Winslow, the Sebasticook is fed by two great ponds. At Winslow's northern border, the outlet stream for Pattee's Pond meets with the Sebasticook. Farther south, at the point where the river curves to flow west, the Outlet Stream from China Lake enters into the Sebasticook. Though each of these tributary streams are class B waterways, the Sebasticook itself is a class C river.

The Sebasticook River, like the Kennebec, spent the greater part of the 19th and 20th centuries as an industrial repository. The Sebasticook is also part of the Kennebec River Diadromous Fish Restoration Project. In fact, as part of this Project, the Fort Halifax Dam has been removed (removal just prior to publication of this plan). It will be interesting to study whether the river's classification will change following removal of the Fort Halifax Dam. Dams are a major human intervention with natural conditions, and for this reason are prevented in the highest classification categories. Without a dam, and perhaps following years of natural vegetative re-growth, the Sebasticook may be re-classified as a B river. The Fort Halifax dam has also contributed to development along the river. It has widened the river's banks and provides beautiful views along the large waterway. Consequently, the shoreline has relatively little tree growth.

Like the Kennebec, the Sebasticook contains two point-source wastewater outfalls. These are also permitted by the DEP, and maintain a certain standard of water quality. The river also contains three overboard discharges along its banks. Overboard discharges, like wastewater outfalls, are basically pipes that send waste directly into a waterbody. In the 1970s and 1980s most direct pipe outfalls were removed, and residential and commercial developments were either connected to municipal treatment plants or an underground septic tank was installed. In



those cases where it was not feasible to connect to a municipal treatment system, or install a septic tank (typically due to poor soil conditions), an overboard discharge permit was issued. However, wastes that go through overboard discharges are treated and processed in much the same manner as a septic system, but instead of emptying into the ground for slow percolation the waste is directly piped to the waterbody.

Outlet Stream

The Outlet Stream refers to the larger stream carrying water from China Lake through the town of Vassalboro, and into the Sebasticook River. In some places this stream even widens to the point of being considered a minor river. The Outlet Stream is a class B waterway during its entire length within the town's border.

The Outlet Stream experiences approximately the same type of land uses as the Sebasticook River, meaning development has largely been confined to the area west of the Outlet Stream and east of the Kennebec River. Also similar to the Sebasticook, three overboard discharges empty into the Outlet Stream. Unlike the Sebasticook, however, there is no dam on the Outlet Stream in Winslow, and for much of the stream's length there is a nice wooded shoreline habitat.



Pattee's Pond

Pattee's Pond is the only large and recreational-sized pond in town. It covers 523 acres, with a volume of 7,238 acre-feet, and is located slightly northwest of the geographic center of Winslow. Though large, Pattee's Pond is quite shallow, having a mean depth of 15 feet, and a maximum depth of only 27 feet. The flushing rate is only 2.13, meaning the water in the pond is replaced, or flushed out, only twice a year. This is a relatively low rate, and an indication of the pond's environmental sensitivity.

In 2006, Pattee's Pond's water clarity averaged 3.4 meters (as measured by Secchi disk), below the State average of approximately 4.5 meters for lakes. However, the pond's transparency has gradually improved over the last forty years. From the early 1970s through the 1980s, water clarity was 2.5 to 3 meters. In the 1990s, this improved by approximately one-half a meter, with readings ranging from 3 to 3.5 meters. With peak readings of about 3.8 in 2001 and 2003, it appeared that water clarity would increase by another one-half meter during the first decade of the 21st century. Unfortunately, since that clear reading in 2003, water clarity has slowly degraded back to 3.4 meters. Summer algal blooms do still occur on occasion, and many pond residents wish to reverse the short-term trend in water clarity.



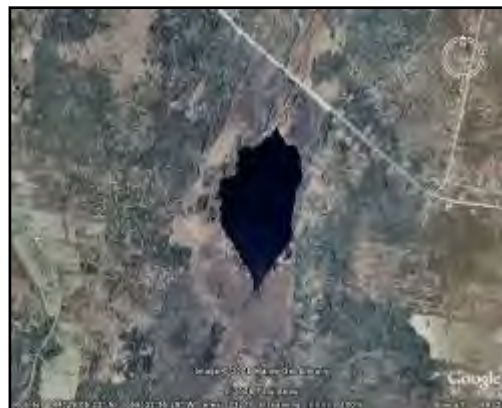
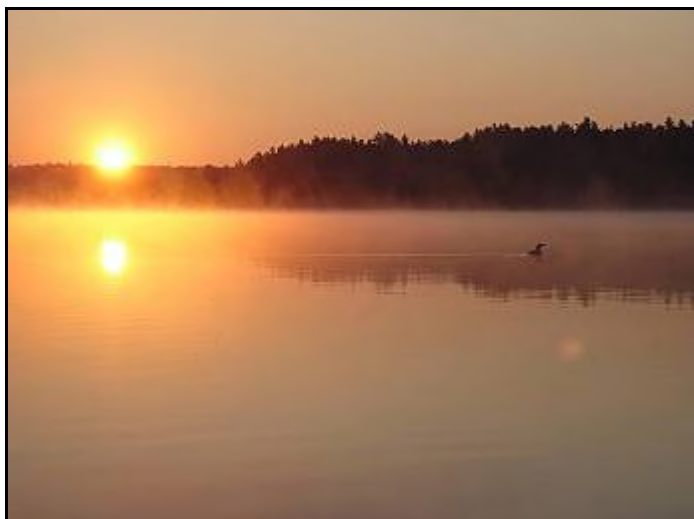
Pattee's Pond

Another measure of water quality is phosphorous, a naturally-occurring chemical that is also the limiting nutrient for plant growth in fresh waters. In an undeveloped, forested watershed, plant roots serve to filter out nutrients from soil. However, developed land may not contain this natural filter, and the phosphorous then flows directly into the pond or feeder streams, especially due to soil erosion along residential access streams. The increased phosphorous effectively fertilizes, or feeds, the algae, resulting in disproportionate and nuisance algae growth and blooms. In 1979, the total phosphorous load in Pattee's Pond was 19 parts per billion (ppb), and in 1981, it was 17 ppb. Approximately 20 years later, in 2000, the total phosphorous was measured at 19 ppb, and again in 2003 at 18 ppb. Concentrations of phosphorous at around these values generally result in algal blooms. It is critical to keep phosphorous concentrations lower, ideally less than 15 ppb.

Pattee's Pond is also a "colored" lake, meaning leaching from surrounding peat bogs through which water flows colors the water a tea brown. This natural coloring reduces clarity, contributing to the lowered Secchi disk readings.

The direct watershed of Pattee's Pond is 12.6 square miles, 95% of this being in the town of Winslow. Approximately one-third of the Pond's shoreline is undeveloped, while the remaining land consists largely of private residences. Given Winslow's history, the pond was "discovered" by tourists long ago, and camps were in place before serious attention was paid to water quality. Early cabins were built on lots containing as little as 50 feet of shore frontage, and many remain today. There is one private camping and recreation facility on the eastern shore, and the entire northern peninsula is owned by Camp Caribou, a summer camp for boys. The

non-shoreline watershed remains largely rural, helping to preserve the pond's water quality. Beavers control lake outflow, and the large wetlands surrounding the outlet stream provide habitat for a wide variety of flora and fauna.



Sunrise on Pattee's Pond
Photo courtesy Daniel Watkins

As a Class GPA waterbody, Pattee's Pond is characterized as natural. No new direct discharges are allowed, and according to Title 38 M.R.S.A. section 465-A, "A change of land use in the watershed may not, by itself or in combination with other activities, cause water quality degradation that impairs the characteristics and designated uses of downstream GPA waters or causes an increase in the trophic state of those GPA waters." The trophic state is the degree of eutrophication of a lake, measured by such things as transparency and phosphorous. Thus, a decreasing transparency or increasing phosphorous measurement would translate to an increasing trophic state. Fortunately, as documented above, Pattee's Pond demonstrates long-term improvement, meaning it conforms to the water quality standards of Maine. Nonetheless, the Department of Environmental Protection lists Pattee's Pond as one of the Lakes Most at Risk from New Development, and the short-term trend in water clarity is an indication of what can happen if vigilance is not maintained.

Mud Pond

Mud Pond is the only other lake of any size within Winslow's borders; and approximately 20% of the pond lies within the town of China. Mud Pond's mean depth of 7 feet, and maximum of 12 feet, makes it appear more like a giant pool than a natural water body. The surface of the lake covers 92 acres, with a volume of 598 acre-feet. Such a shallow pond understandably has a high flushing rate of 4.6, more than double that of Pattee's Pond. The direct watershed of Mud Pond is only 2.6 square miles.

Approximately 85% of Mud Pond is directly surrounded by wetlands, including the entire area within Winslow. This, coupled with shallow water depth, made it unappealing to early settlers. Since there is minimal human activity along the pond's shores, there has never been an organized effort to study Mud Pond's water quality. No data is currently maintained.

Nonetheless, the large wetland and undeveloped pond make for pleasant wildlife habitat. Fish such as chain pickerel and largemouth bass enjoy the warm waters. Mud Pond is also listed by Maine DEP as one of the Lakes Most at Risk from New Development, not from direct shoreline camps, but from surrounding rural sprawl and attendant environmental runoff.

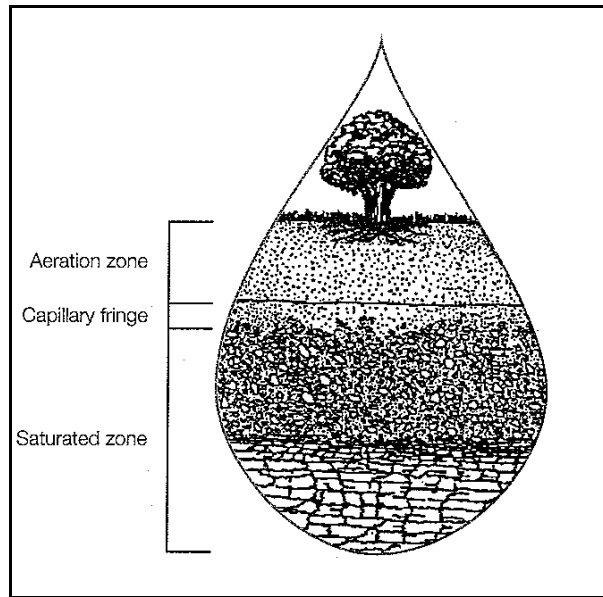
Groundwater

Groundwater is literally water found in the ground, as distinct from surface water or water in the air. In the water cycle, groundwater is a major player and, in fact, water flowing in rivers and streams during low-flow summer season arrives via groundwater. Under natural conditions, plants serve to filter surface water prior to its infiltration into the soil and underground. This benefits not just aquatic life, but also humans, as many people obtain their drinking water from wells that tap deep underground water sources. Over half the homes in Maine rely on private bedrock groundwater wells.



Winslow's "urban" residents are served by the Kennebec Water District. The District obtains its water from China Lake, filters and treats it, then pumps it to individual homes and businesses. Winslow's remaining "rural" residents each have their own private groundwater wells. These groundwater wells tap into bedrock water sources. Urbanized areas of town are also served by the Kennebec Sanitary Treatment District, which collects and treats wastewater prior to discharge into the Kennebec River. Rural residents have their own individual septic systems.

There are only two small areas in Winslow that contain significant sand and gravel aquifers, in which water fills all the spaces between soil, sand, and gravel particles. Winslow has not tapped its sand and gravel aquifers, as they are small and distant from the Kennebec Water District service area. It is important to note their location, however, as areas that should be protected from inappropriate land uses such as landfills, industrial and commercial development.



An Aquifer

Figure courtesy ICMA, *The Practice of Local Government Planning*, 2000, p.100

Analysis and Key Issues

Just north of the Winslow-Benton municipal border on the Sebasticook River lies the Benton Falls Dam. Removal of the Fort Halifax Dam has only changed the waterway within the confines of the town of Winslow. Dam removal caused the river's water level to decrease, exposing new soils and riparian² habitat. How the town responds to this change will have dramatic effects on the future of the river.

It is estimated that 85% of Maine's vertebrate species use the riparian habitat at some time during their lives (see figure on next page for specific descriptions of how various species use riparian habitat). In addition to ducks, birds, amphibians, and reptiles, creatures typically associated with water, it is also important to note that many mammals (other than humans) require such habitats. Because shorelands have a high concentration of prey species, predators such as bobcats, red fox, and fishers spend more time hunting there than in other areas. These animals, plus others such as moose and deer, use riparian habitat extensively as travel corridors, and several species of bats that hunt insects primarily over open water and wetlands roost in riparian habitats. As the dam removal exposes new habitat, the town should use caution in approving new development proposals along the Sebasticook shoreline.

Wetlands and riparian habitats also protect aquatic species. Streamside forests help maintain water quality by absorbing pollution. Riparian woods also shade the water, keeping it cool and helping to maintain adequate oxygen levels. Trees also supply leaves that are the primary source of food for many aquatic insects, which in turn are the primary source of food for trout and young salmon. Finally, proper riparian buffers simply screen human activity, contributing to a thriving wildlife population.

While removal of the Fort Halifax Dam provides an immediate opportunity to reassess the riparian habitat along the Sebasticook River, all waterbodies in Winslow contain riparian habitat. Pattee's Pond contains extensive wetlands along its outlet, and Mud Pond is smaller than its surrounding wetlands. Residents should work to preserve these wetlands, and enhance riparian habitat surrounding rivers and streams. These areas also provide important flood control, and can literally save residents thousands of dollars in damage. Since many roads run alongside waterways, road maintenance crews must use best management practices in daily operations.

One method that has proven its worth in other locales is collaboration. Currently, the Pattee's Pond Association has regular meetings, and recently helped conduct a major watershed survey report for the pond. Hopefully, this will lead to state and federal funding of larger remediation projects. It would be beneficial for the municipal government to partner with the Pattee's Pond Association in maintaining water quality. Similarly, Kennebec-Messalonskee Trails is a non-profit group dedicated to promoting, creating, and maintaining trails "along our waterways, connecting the communities of Waterville, Winslow, Benton, Fairfield, and Oakland." This group recognizes the value of water. The more the public interacts with its

² Riparian is used interchangeably with "shoreland." The riparian habitat is simply that transition area between uplands and water bodies or unforested wetlands.

waterways, the more appreciation that same public will have for them, and the more they will understand the importance of preservation.

How Maine Wildlife Uses Shoreland Habitat

Wide Shoreland Habitat Conservation Area (600 ft. or more) ¹	
Wood turtle	Nests in dry, sandy uplands typically within 900 ft. of slow-moving streams
Spotted turtle², Blanding's turtle²	Nest and travel in uplands; feed and winter in vernal pools, small streams, and wetlands ³ in Southern Maine. The Maine Department of Inland Fisheries and Wildlife recommends conserving habitat within ¼ mile of known populations.
Spotted salamander, wood frog	Breed in vernal pools but reside in adjacent forest. Biologists who study vernal pool species recommend no site disturbance within 100 ft. of the pool and limiting development to 25 percent of the zone from 100-750 ft.
Northern leopard frog, pickerel frog	Move into wet meadows and fields near wetlands after the breeding season. Dispersing juveniles may be found up to 2,600 ft. from water.
Great blue heron	Nests in colonies, typically near water but sometimes in uplands. Sensitive to development within ¼ mile.
Osprey, bald eagle²	Nest in large trees up to three miles from water; usually within 2,300 ft. State rules require a ¼ mile buffer around eagle nests.
Moose	In summer, feeds in wetlands, rivers, and ponds in extensive forests. Typically requires blocks of forest 1,000 acres and larger.
Bats (red, silver-haired, little brown myotis, small-footed myotis, eastern pipistrelle)	Forage over open water (streams, ponds, wetlands) and roost in forests within 1,100 ft. of water. Roosting and nesting habitat varies by species and includes large trees with cavities or loose bark and canopies of large deciduous trees.
Wood duck, common goldeneye, hooded merganser, common merganser	Nest in cavities in large trees typically within 600 ft. of inland streams, rivers, lakes and ponds. Limited by availability of cavity trees.
Mallard, black duck, green-winged teal, blue-winged teal	Nest on ground in dry or marshy areas, typically within 600 ft. of water. Very sensitive to human disturbance and susceptible to predation from pets and other animals.
Forest-interior birds (red-shouldered hawk, wood thrush, hermit thrush, red-eyed vireo, black and white warbler)	Red-shouldered hawks nest in bottomland forests of more than 500 acres near wetlands, ponds, and rivers and over 3,000 ft. from the nearest house. Forest songbirds prefer blocks of mature forests 250 acres or larger, which are often associated with shoreland areas. As forest is converted to other uses, larger patches (500+ acres) are preferred by some species.
Medium Shoreland Habitat Conservation Area (330-600 ft.)	
Snapping turtle	Inhabits ponds, rivers, marshes, and tidal fresh water with muddy bottoms. Nests in open upland sites with light soils within 400 ft. of water.
Star-nosed mole	Feeds in wet, mucky soil within 330 ft. of water.
Beaver	Feeds on deciduous trees within several hundred feet of ponds and slow-moving streams.
River otter	Home range may encompass up to 50 linear miles of waterways.
Mink	Dens in uplands under logs, rocks, or tree roots adjacent to water.
Bobcat, red fox, coyote, fisher	Prey on animals within the shoreland zone and use shorelands as a travel corridor. Research in Maine has shown that these species are found within 330 ft. of water 85 percent of the time.
Narrow Shoreland Habitat Conservation Area (75-250 ft.)	
Brook trout, landlocked salmon, Atlantic salmon⁴	Found in coldwater streams, ponds, and lakes in forest-dominated watersheds. A forested buffer that increases with slope, runoff potential, and declining canopy cover will minimize stream sedimentation. Within this buffer harvesting that leaves a well-distributed stand and an uncut buffer of 25 ft. wide or more will moderate stream temperatures and provide food to stream animals. Clearing forests for other uses within the watershed is detrimental to coldwater fisheries.
Dusky salamander and spring salamander	Inhabits edges of intermittent and small perennial forest streams. Significant population declines occur in watersheds that are less than 80 percent forested.
Tree swallow	Nests in tree cavities within 300 ft. of water.

1. Desired conservation zone width may vary with species present and site characteristics. For detailed shoreland habitat management information and guides, see page 8. You also may want to contact a regional biologist.

2. Threatened or endangered species. Check Beginning with Habitat maps for possible locations (see page 8) and, if species are present, consult with Maine Department of Inland Fisheries and Wildlife.

3. Wetlands, as used here, includes only those wetlands with seasonal or permanent standing water that provides aquatic habitat, such as vernal pools, swamps, marshes, bogs, and fens.

4. Recommended buffers for Atlantic salmon extend up to 330 ft. depending on site conditions.

Chart courtesy Maine Audubon, *Conserving Wildlife in Maine's Shoreland Habitats*, 2006, p. 4

Policies

- The town should continue to protect current and potential drinking water sources.
- The town should protect surface water resources from pollution and participate in efforts to improve water quality where needed; e.g. in preventing soil erosion around lakes.
- The town should provide public water supplies and sewer service in growth areas, to encourage more intensive development in those areas.
- The town should minimize the effects of direct discharges of wastewater by encouraging upgrade of existing public sewer systems and wastewater treatment facilities.
- The town should cooperate with neighboring communities and advocacy groups to protect both groundwater and surface water resources.

Strategies

- ✓ The town should maintain, update, and enforce all ordinances relating to water quality.

The Code Enforcement Officer should review the following ordinances or regulations: Stormwater Management Law, Shoreland Zoning Law, Maine Pollution Discharge Elimination System Stormwater Program, Allowable Levels of Phosphorous, Floodplain Management. The CEO should present to the Planning Board any changes that must be made to the town ordinances to bring them up to state and/or federal standards. The Planning Board would then make official recommendations for approval by the Town Council. The CEO should make his presentation to the Planning Board in 2009.

- ✓ The town should modify land use ordinances to incorporate low impact development techniques.

The Comprehensive Plan Implementation Committee should review all regulations dealing with land use, such as zoning, subdivision and streets. They shall make recommendations to the Planning Board for modifying these ordinances to incorporate low impact development practices. If the Planning Board approves, they can then make official recommendations for Code changes to the Town Council. The recommendations should be made to the Planning Board by 2010.

- ✓ The town should provide best management practices literature to farmers and loggers.

The Comprehensive Plan Implementation Committee should contact the state and federal departments of agriculture, for Best Management Practices literature. The committee should then present the literature to the Planning Board. The Planning Board can work with the town assessing office to mail

literature to all registered farmers and loggers in Winslow. The Planning Board should also encourage the farmers and loggers to meet with the Planning Board to discuss the importance of best management practices. The Implementation Committee should present literature to the Planning Board by 2009.

- ✓ The town should evaluate relative costs of low impact development and standard stormwater treatment for the maintenance of public facilities, including roads.

The Comprehensive Plan Implementation Committee should present its findings on low impact development to the Town Council, recommending that the Council adopt low impact development practices for all public facilities, especially maintenance of town roads. The committee should make its presentation by 2010.

- ✓ The town should participate in local and regional water quality collaborative efforts.

Virginia Brackett, a teacher at the Winslow Junior High School, was recently awarded a watershed protection grant. Ms. Brackett used this money to assist her students in mitigating an erosion problem on Pattee's Pond. This was a collaborative effort with the Pattee's Pond Association. The Town Manager should contact Ms. Brackett, and discuss how this project could be expanded to an annual effort. The Town Manager should contact the teacher in 2009.

The Planning Board should maintain a positive relationship with Kennebec-Messalonskee Trails, the Pattee's Pond Association, the Kennebec Soil and Water Conservation District, and the Kennebec Valley Council of Governments. These relationships can be used to assist the Planning Board in reviewing development proposals, and updating ordinances.

- ✓ The town should prevent invasive species from infiltrating Winslow's waters.

The Planning Board should encourage the Pattee's Pond Association to work with the Maine Congress of Lake Associations (COLA). COLA has many resources available to help the Pattee's Pond Association keep the Pond invasive-species free. The Planning Board should request that the Pattee's Pond Association report to the Planning Board and Town Council on the status of Pattee's Pond every fall. Initial presentations can occur in 2011.

Town of Winslow

- Political Boundaries
- Lakes & Ponds
- Watershed Boundaries
- Wetland Flow Path
- Wastewater Outfalls
- Overboard Discharges

Transportation Routes

- Private & Parkways
- State & Local Roads
- Toll Highway

Classifications

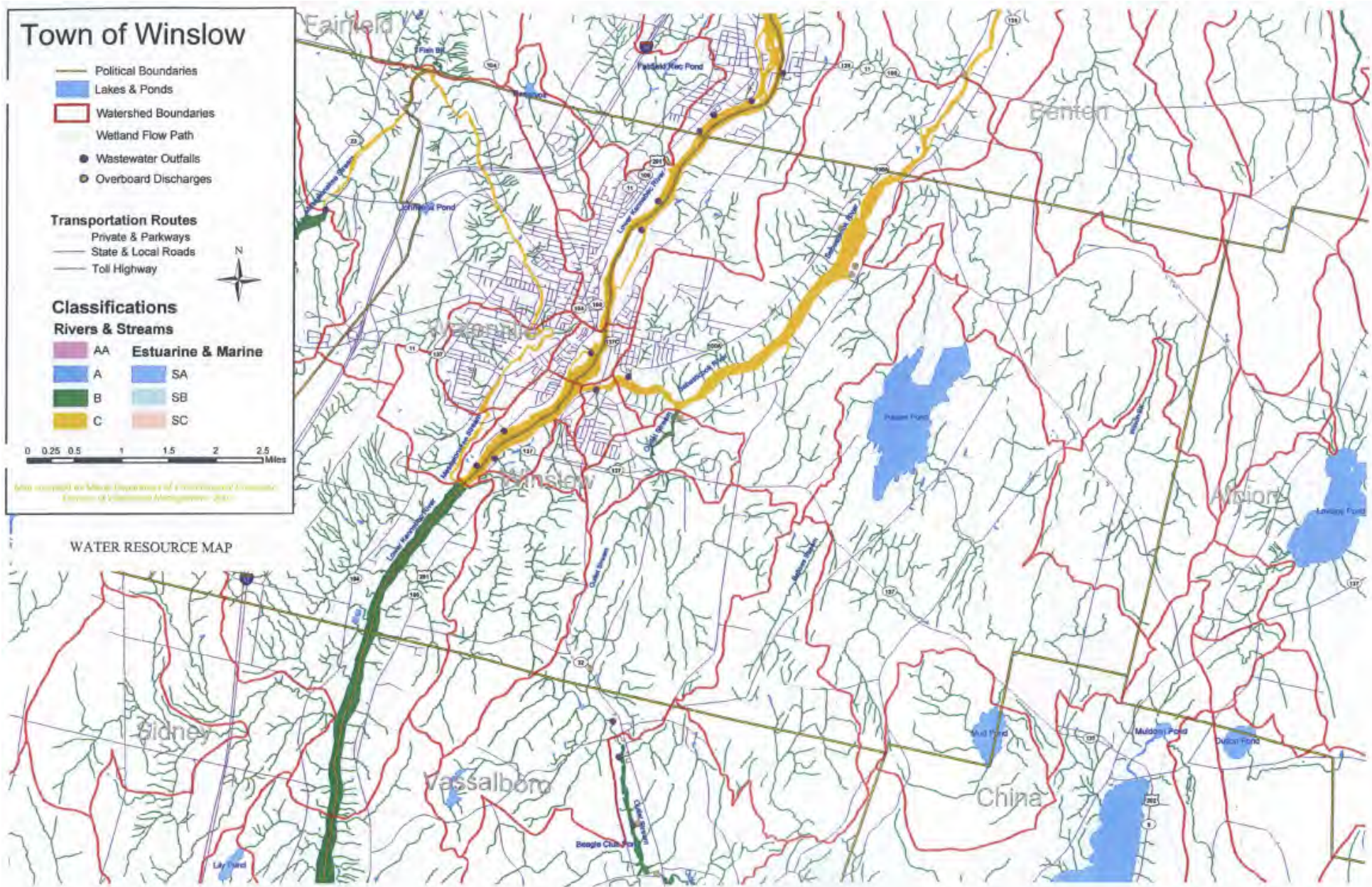
Rivers & Streams

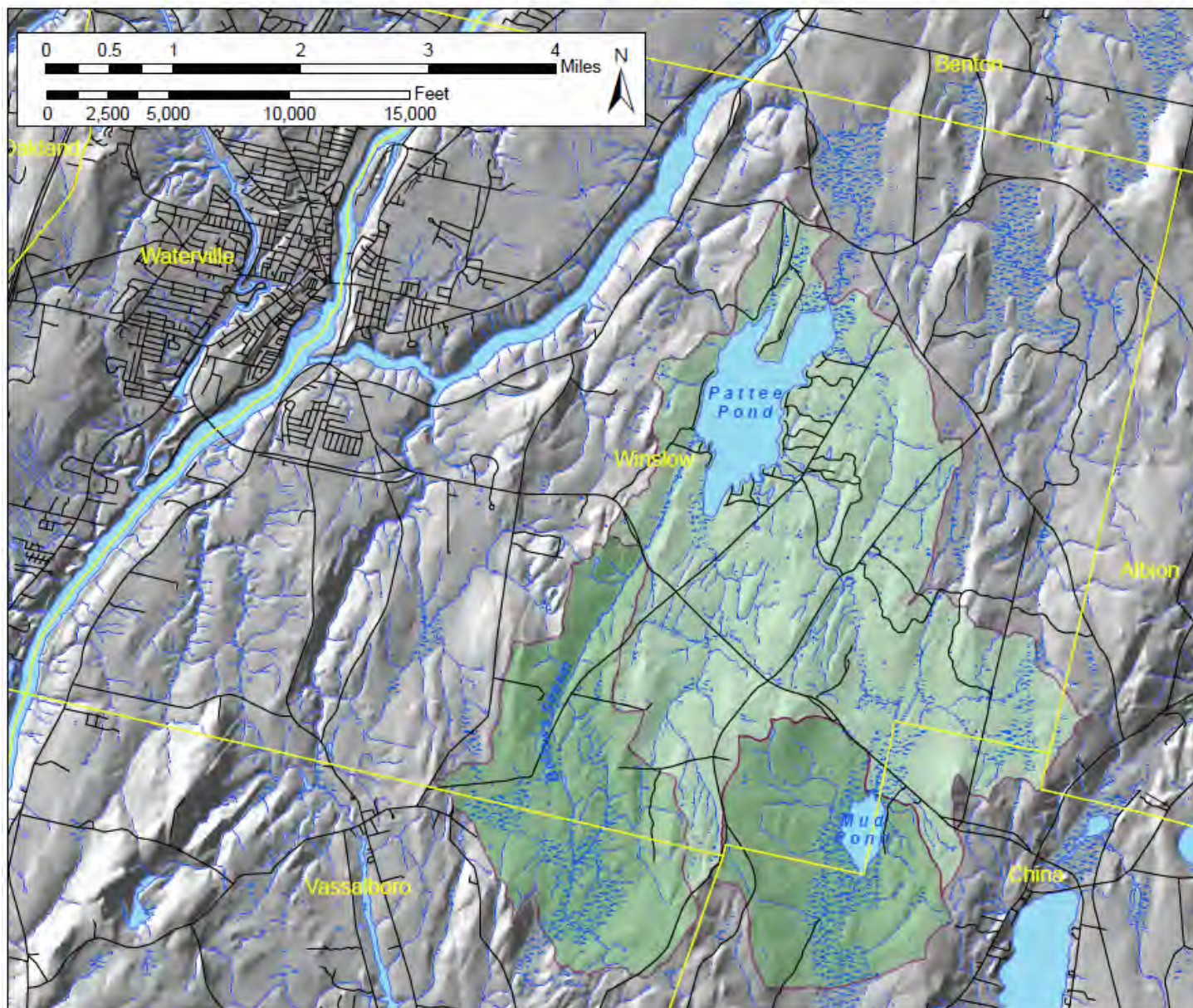
- | | |
|----|--------------------|
| AA | Estuarine & Marine |
| A | SA |
| B | SB |
| C | SC |

0 0.25 0.5 1 1.5 2 2.5 Miles

Map prepared by Maine Department of Environmental Protection
Division of Watershed Management, 2003

WATER RESOURCE MAP





Town of Winslow Pattee Pond Watersheds

Legend

Watersheds

- Direct
- Indirect

Other Features

- Lakes, Ponds, and Rivers
- Perennial Streams
- Intermittent Streams
- Wetlands
- Roads
- Town Boundary

Data Sources: KVCOCG, Town of Winslow, MEGIS
Datum: NAD83
Projection: UTM Zone 18N
Map Units: Meters



Map Created: 06/30/2008
By: J. Fredenburg

Critical Natural Resources



As discussed in earlier chapters, historic development in Winslow has generally remained confined to the region between the Sebasticook and Kennebec Rivers. Lands east of the Sebasticook River and Outlet Stream, for centuries, remained largely rural and agricultural. Only in the past 20 years has significant suburban sprawl threatened that landscape. Yet, the threat is real, especially for critical natural resources.

“Critical natural resources” is a general term, basically encompassing significant geological, biological, or hydrological features. Geologically, these resources include such things as waterfalls, sand dunes, fragile high mountain areas, and rock outcrops. Biologically, some examples are significant and essential wildlife habitat and habitat for rare, threatened, and endangered species. Hydrologically, critical natural resources include features such as bogs, marshes, and swamps.

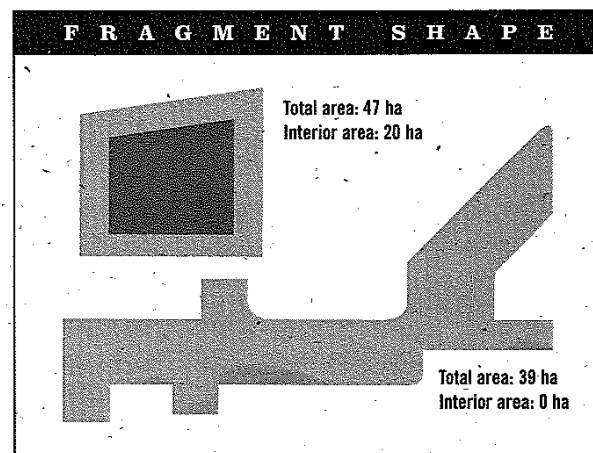
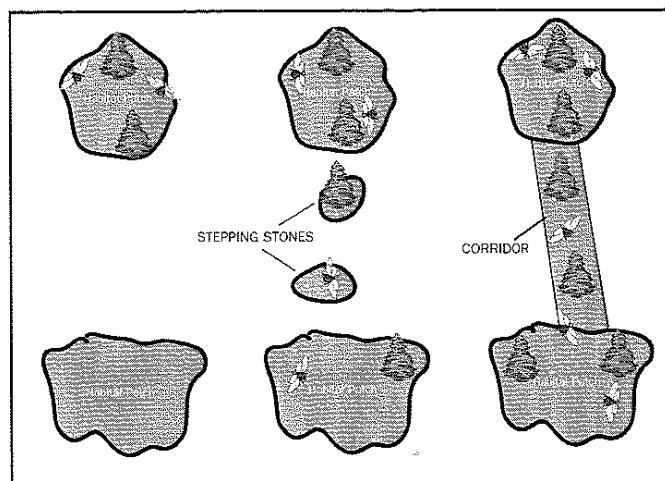
Critical natural resources are thus a wide variety of natural resources providing the backbone to their ecological system. By implication, a breakdown in critical natural resources leads to air and water pollution, decreased wildlife diversity, and overall environmental degradation. As our human footprint on the land increases, we further disturb these critical natural resources. For example, groundwater infiltration is significantly affected by human development patterns. The more impervious surface on the land, such as roads, homes, and driveways, the less clean and direct groundwater infiltration.

On a grand scale, the vast undeveloped Maine north woods ensure critical natural resource protection, allowing black bear, moose and bobcat to thrive. Though these animals do exist in central Maine, their scarcity, relative to northern Maine, is a direct result of human habitation. Some critical resources, such as rock outcrops, are individual locations. More commonly, however, a resource’s sustainability is directly related to its size. The more fragmented a waterbody or forest becomes, the less able it is to support its natural inhabitants.

Essential Wildlife Habitat: Areas providing physical or biological features essential to the conservation of an endangered or threatened species in Maine, such as nest sites or important feeding areas that may require special management considerations. Designation of Essential Habitat simply establishes a standardized review process within existing state and municipal permitting processes. Activities of private landowners are not affected by Essential Habitat designation unless they require a state or municipal permit, or are funded or carried out by a state agency or municipality, in which case they must be evaluated by the Maine Department of Inland Fisheries and Wildlife.

Significant Wildlife Habitat: Areas mapped or identified by the Maine Department of Inland Fisheries and Wildlife and protected under Maine’s Natural Resources Protection Act: state or federal endangered or threatened species habitat; deer wintering areas; seabird nesting islands; critical spawning and nursery areas for Atlantic salmon; significant vernal pools; high- and moderate-value waterfowl and wading bird habitat; and shorebird nesting, feeding, and staging areas. Permits are required for certain activities that occur in significant wildlife habitats.

Development fragments habitat. Roads, utility corridors, buildings, parking lots, and any other human construct that breaks apart a natural habitat “fragments” that habitat.



Figures courtesy Maine Audubon Society, *Conserving Wildlife in Maine's Developing Landscape*, 2000, p. 4

Fragmented habitats have increased proportions of edge area. “Edge effects” on ecosystems are well-documented, and are basically all negative for native populations. Many predators, such as raccoons, foxes, and crows concentrate hunting along forest edges. Exotic and pest plant species invade edge habitats more easily than interior woods. Climate is also a factor, with edge-dominated patches having higher temperatures, more wind, and variable humidity.

Opportunistic generalist species, such as blue jay and skunk, thrive in edge-dominated habitat. Other species, such as fisher and wood thrush, requiring more interior forest and wetland, decline. Humans often unknowingly exacerbate the problem by “encouraging” edge effects. For example, supplemental feeding and bird feeders tend to increase red squirrel and stray cat populations, both of whom prey upon native nesting bird species. Eventually, biodiversity of an ecosystem is compromised, and it simply becomes a matter of time before the “natural” environment is as homogeneous as the ubiquitous suburban cul-de-sacs. Native species populations decline over time when there are small and fragmented habitats.

Fortunately, many organisms that require large interior forestlands for survival can also breed and feed adequately when small fragmented habitats are connected via “corridors” or “stepping stones.” These wildlife corridors, though mainly edge habitat, nonetheless allow for some foraging, seasonal migrations, and dispersal. Because there is some natural connection from one interior area to another, some native populations can survive by using many patches as a single large core.

Figure courtesy Environmental Law Institute, *Conservation Thresholds for Land Use Planners*, 2003, p. 23

Winslow displays many of the characteristics discussed herein. Following are four aerial photos of regions in Winslow:

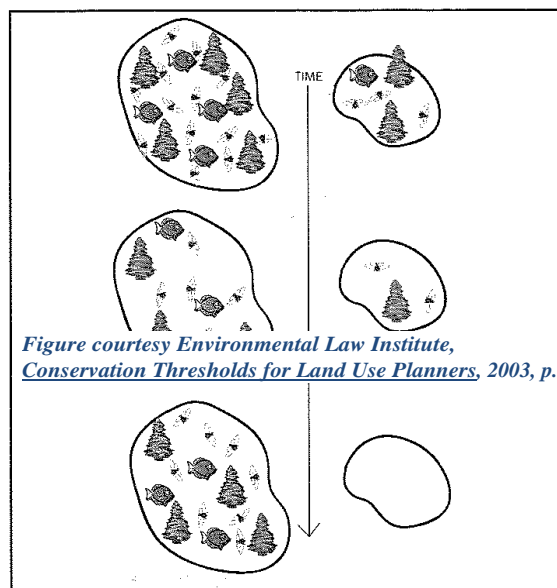
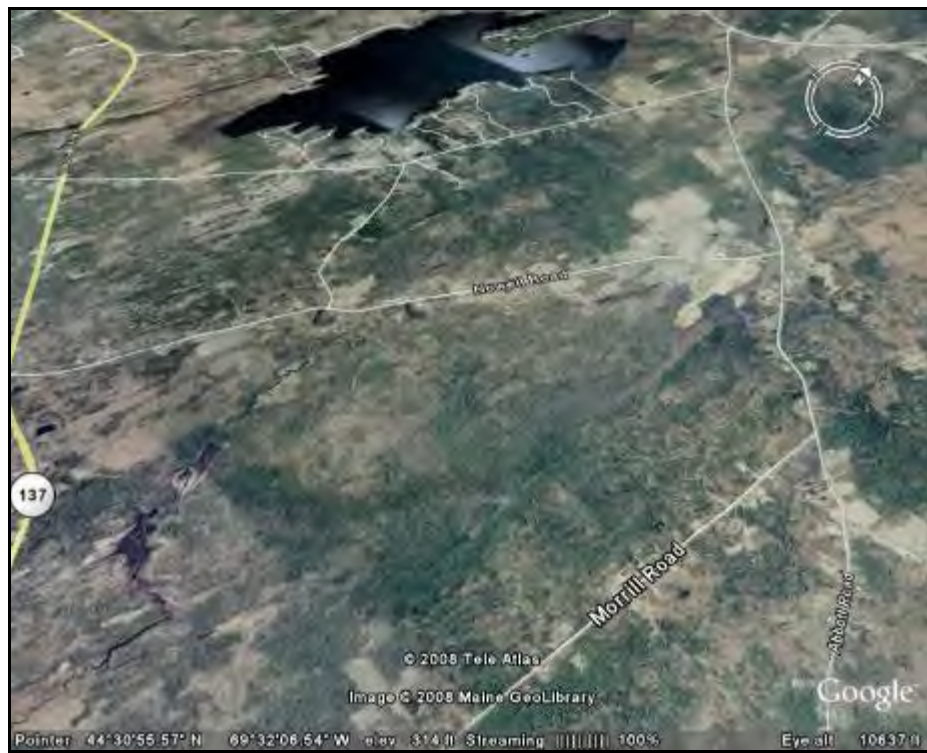
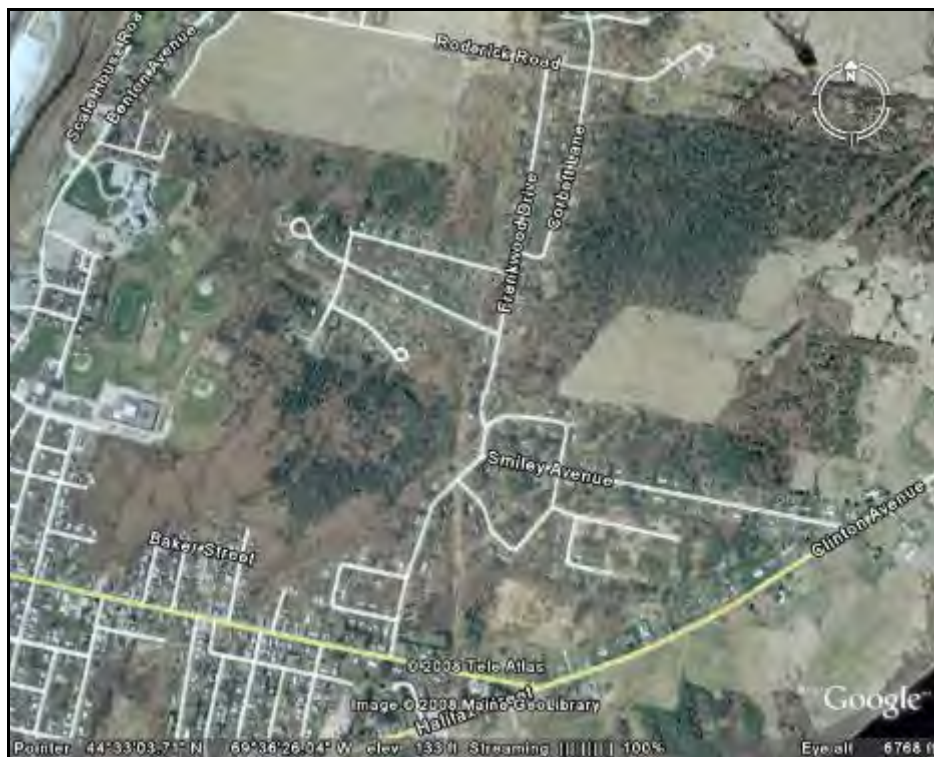


Figure courtesy Environmental Law Institute, *Conservation Thresholds for Land Use Planners*, 2003, p. 7



Undisturbed interior forest and wetland (note size relative to Pattee's Pond)



Fragmented habitat

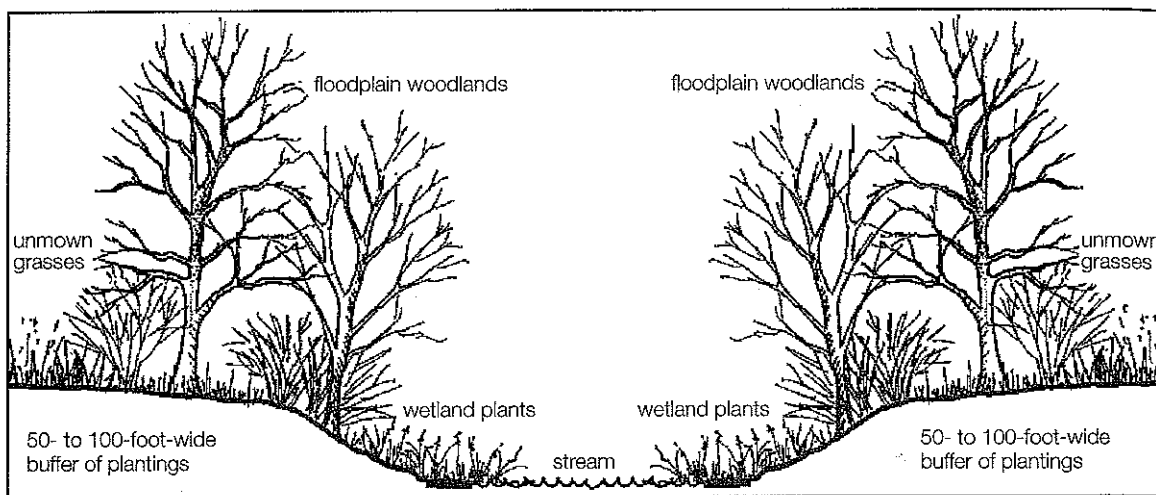


Wildlife Corridor



Riparian corridor along Outlet Stream

Riparian corridors, and the riparian buffers that support the corridors, hold unique capabilities. Although generally a small proportion of the landscape, riparian areas are ecological hotspots that support a disproportionately high number of wildlife species and provide a wide array of environmental functions and values. The support of high levels of species diversity and ecological processes in these areas is due in part to regular disturbance events, like floods, as well as climatic and topographic variation, in addition to the availability of water and nutrients. Riparian areas are transitional ecosystems adjacent to flowing water, such as rivers, streams, and wetlands. A riparian buffer is a band of vegetation, preferably native and typically woods, that prevents the riparian area from degrading. Riparian buffers can help regulate riparian microclimate and provide necessary shading for the in-stream growth and reproduction of aquatic life; stabilize stream banks and prevent channel erosion; provide leaf litter and woody debris, which are important sources of food and energy for fish and aquatic invertebrate communities; remove or regulate sediment, nutrients, or other pollutants such as pesticide; moderate flood damage; and provide wildlife habitat.



Typical riparian buffer

Figure courtesy ICMA, [The Practice of Local Government Planning](#), 2000, p. 110

A unique subset of wildlife corridors is road crossings. Roads, more than any other human construct, fragment habitat and contribute to critical natural resource loss. Roads bring development, including the associated noise and habitat destruction. Runoff from roads concentrates pollutants in roadside areas, further damaging habitat beyond the actual road footprint. Wildlife-vehicle collisions are the number one human cause of wildlife mortality in the United States. Imagine if someone built a road separating your bedroom and kitchen. For moose, their “kitchens” are the ponds where they eat aquatic plants in the summer. Moose “bedrooms” are the uplands where they rest with their young. Unfortunately, these two “rooms” are often separated by roads. Road crossings are essential for maintaining a healthy ecosystem.



Note that in the Winslow road crossing above, the culvert includes fencing to guide animals into the wildlife underpass. Fencing is an important corollary to the actual underpass, further reducing wildlife-vehicle collisions.

The State of Maine recognizes the value of critical natural resources. Beginning with Habitat is a State-initiated habitat-based landscape approach to assessing wildlife and plant conservation needs and opportunities. The goal of the program is to maintain sufficient habitat to support all native plant and animal species currently breeding in Maine by providing each Maine town with a collection of maps and accompanying information depicting and describing various habitats of Statewide and national significance found in the town. The maps and data are compiled through a cooperative effort of agencies and organizations, including the Maine Department of Inland Fisheries and Wildlife, Maine Natural Areas Program, Maine Audubon Society, Maine State Planning Office, United States Fish and Wildlife Service, Maine Cooperative Fish and Wildlife Research Unit, Southern Maine Regional Planning Commission, The Nature Conservancy, and Wells National Estuarine Research Reserve. The Winslow Code Enforcement Officer has a copy of all Beginning with Habitat maps and data, both paper and electronic versions.

The Beginning with Habitat map entitled “High Value Plant & Animal Habitats” contains both general natural resources and individual species locations. From amongst the Beginning with Habitat resources, and local information, Critical Natural Resources worthy of special protection should be identified. At a base level, all endangered and threatened species are Critical Natural Resources. In Winslow, there are no species appearing on the federal endangered or threatened list. However, one state endangered and four state threatened species exist in Winslow. The Maine Endangered Species Act applies only to animals – plants are not included in the legislation. A state endangered species is any species of fish or wildlife that has been determined by the Commissioner of the Maine Department of Inland Fisheries and Wildlife to be in danger of extinction throughout all or a significant portion of its range. A state threatened species is any species of fish or wildlife that has been determined by the Commissioner of the Maine Department of Inland Fisheries and Wildlife as likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range. Although an endangered species is by definition more impaired than a threatened species,

there are no state regulatory policy differences between the two categories. The town of Winslow contains the following state endangered and threatened species:

Sedge Wren (State Endangered)

The sedge wren is a small, brownish bird, roughly 3 ¾ inches long. The back and crown are brown with fine streaks of dark brown and tan. The chin, throat, and belly are white. Like other wrens, it tends to hold its short tail at an upward angle. The sedge wren is differentiated from the more common marsh wren by the buff color under the tail (the marsh wren's is white) and a streaked crown (the marsh wren's is uniformly brown). Sedge wrens breed in freshwater meadows dominated by grasses and sedges, and in grassy, upland borders of freshwater marshes dominated by sedges. However, they are somewhat fickle in selecting breeding sites, and a site that is used one year may not be used the next. Sedge wrens are very dependent on the water level at the nest site, preferring little if any standing water. Since sedge wrens change sites so frequently, a large number of sites with suitable habitat are needed to ensure continued reproductive success of the species.



© Mark McCollough

*Photo courtesy Maine Endangered
Species Program*

Bald Eagle (State Threatened)

The bald eagle vies with the golden eagle as the largest bird of prey in Maine. Mature bald eagles have a wingspan of 7 feet and weigh from 9-13 pounds. Nests are often used for many years in succession, with sticks being added every year. Nests used for multiple years can grow to 20 feet deep, weighing several tons. In freshwater habitats, such as Winslow, the bald eagle diet consists of 90% fish. For nesting, birds look for quiet waterfront areas or nearby woodlands. Though some local residents have seen multiple nest sites, state officials have only been able to document one nest site, in north central Winslow near the confluence of Pattee's Pond Brook and the Sebasticook River. This nest site is also the only designated Essential Wildlife Habitat in Winslow, and due to this designation, all development funded or conducted by the State or a municipality within ¼ mile of the actual nest must be reviewed by the Department of Inland Fisheries and Wildlife.



Bald Eagles in park next to Winslow Town Office
Photo courtesy Frank Stankevitz

Tidewater Mucket (State Threatened)

The Tidewater Mucket is a medium-sized (usually less than 3-inch) freshwater mussel that superficially resembles a marine clam. Its shell is rounded or oval in outline, and is usually yellowish or greenish-brown tinged with bronze or reddish-yellow. This species can be confused with the yellow lampmussel, which is of similar shape and coloration but lacks the bronze tinge. The Tidewater Mucket prefers coastal lakes, ponds, and slow-moving portions of rivers, and will tolerate impoundments. The two known locations in Winslow are on the Sebasticook River, at the Benton-Winslow border and at the confluence with the Outlet Stream. Freshwater mussels, including the Tidewater Mucket and Yellow Lampmussel, breed in late summer. The following spring, the female releases thousands of larvae. The larvae can only survive a short while on their own, and must quickly encounter a suitable host fish. They then attach to the fish's fins or gills (without apparent harm to the fish) for a period of weeks or months before transforming into a tiny mussel and dropping off to settle in the bottom.



Photo courtesy Maine Endangered Species Program

© Mark McCollough

Yellow Lampmussel (State Threatened)

The Yellow Lampmussel is a large (up to 4 ½ inch) freshwater mussel that superficially resembles a marine clam. Its shell is oval-shaped and distinctly yellow, occasionally with faint green rays. This species typically prefers medium to large rivers, but in Maine is often found in lakes and ponds, and will tolerate impounded sections of rivers. Known locations of the Yellow Lampmussel include in the Sebasticook River at the Benton-Winslow border and in the Kennebec River at its confluence with Messalonskee Stream.



Photo courtesy Maine Endangered Species Program

© Mark McCollough

Brook Floater (State Threatened)

The Brook Floater is a medium-sized (less than 3 inch) freshwater mussel with a kidney-shaped shell. Growth ridges are marked by concentric ridges. It is yellowish, greenish, or covered with dark greenish rays in juveniles. The exterior becomes brownish with rays partially obscured or almost black in adults. Brook Floaters require free-flowing rivers and streams with high water quality and are very sensitive to habitat degradation and changes in their environment. The single location of Brook Floaters in Winslow is in the Sebasticook River along the Benton-Winslow border.



Photo courtesy Pennsylvania Natural Heritage Program

Although the Maine Endangered Species Act applies only to animals, the Maine Natural Areas Program (under the jurisdiction of the Commissioner of the Department of Conservation) maintains an “official” list of endangered and threatened plants in Maine. This is a list of native plant species whose populations within the state are highly vulnerable to loss. Endangered plants are rare and in danger of being lost from the state in the foreseeable future. Threatened plants are rare and with further decline could become endangered. Plants are not protected by state legislation in the same way as animals, and are therefore reliant upon local policies for their survival. Winslow does not contain any endangered plants, but the following two threatened plants do exist in town:

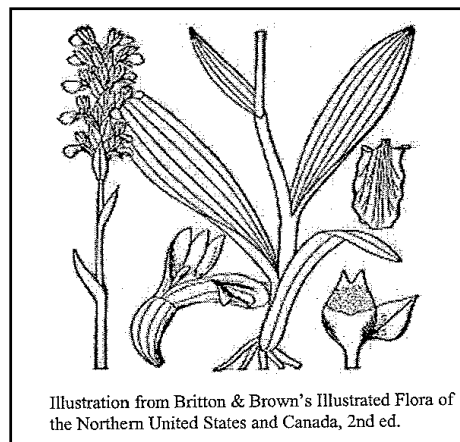
Horned Beak-rush

The Horned Beak-rush is a rare plant typically found on riverside seeps, rich ledges, and sphagnum bogs. It flowers July through August, and fruits in August. The single-seeded fruit is capped by a tubercle. The fruit is 1.7 to 2.1 mm long and subtended by six, retorsely barbed perianth bristles. In Winslow, the Horned Beak-rush is found along the Kennebec River, just south of the Waterville-Winslow Bridge.



Shining Ladies'-tresses

The Shining Ladies'-tresses is a rare plant found in alluvial or damp rocky shores and slopes, rich damp thickets and meadows. It flowers in June and July. This orchid has 3-5 erect, oblong, shiny green, basal leaves. Its short, compact floral spike has 3-4 ranks of flowers. A broad yellow spot on the protruding lip brightens the waxy white tubular flowers. The Shining Ladies'-tresses is also found along the Kennebec River, just south of the Waterville-Winslow Bridge.



Scenic Areas

A major component of critical natural resources is scenic views and areas. Allowing people to appreciate the resources surrounding them encourages concern for those resources, and likely preservation. As part of the process to produce this Comprehensive Plan, a scenic view survey was conducted. The end of this chapter contains a copy of the Scenic View Assessment Form, as well as tabulated results for returned surveys. There is also a map of major scenic locations in town.

Analysis and Key Issues

Arguably the best protection of critical resources is permanent protection in the form of public land purchase or conservation easement. Unfortunately, Winslow has neither major public lands nor private lands with easements (see the Public and Conservation Lands Map at the end of this chapter). Municipal officials should be working towards collaborative projects with existing organizations. The difficulty is that there are no local organizations, such as the Friends of Unity Wetlands or Belgrade Regional Conservation Alliance. This means that municipal officials must work with organizations that have a statewide interest, such as Maine Audubon or the Forest Society of Maine. These organizations may be willing to protect land in Winslow, but town officials will be competing for monies that could be spent throughout the state. Therefore, municipal officials must become aware of these organizations, and begin the process of convincing these statewide organizations to spend their precious grant monies on Winslow land. The Maine Land Trust Network is a good resource for obtaining contact information on land preservation organizations that could purchase land in Winslow.

The latest round of Maine's Land for Maine's Future program recently passed, so there is little hope for State assistance for land preservation in Winslow. Nonetheless, given the dearth of public lands, and wealth of critical resources, municipal officials should approach the State regarding potential preservation programs.

Winslow employs a full-time Code Enforcement Officer, who helps maintain an up-to-date codebook for the Planning Board, including Shoreland Zoning regulations. The town's

ordinances, at minimum, follow state guidelines. However, state guidelines are relatively silent on development design. It is impossible to both allow human development and completely preserve critical natural resources. Nonetheless, as discussed earlier, certain techniques such as wildlife corridors and open space preservation greatly enhance the likelihood of critical natural resource sustainability.

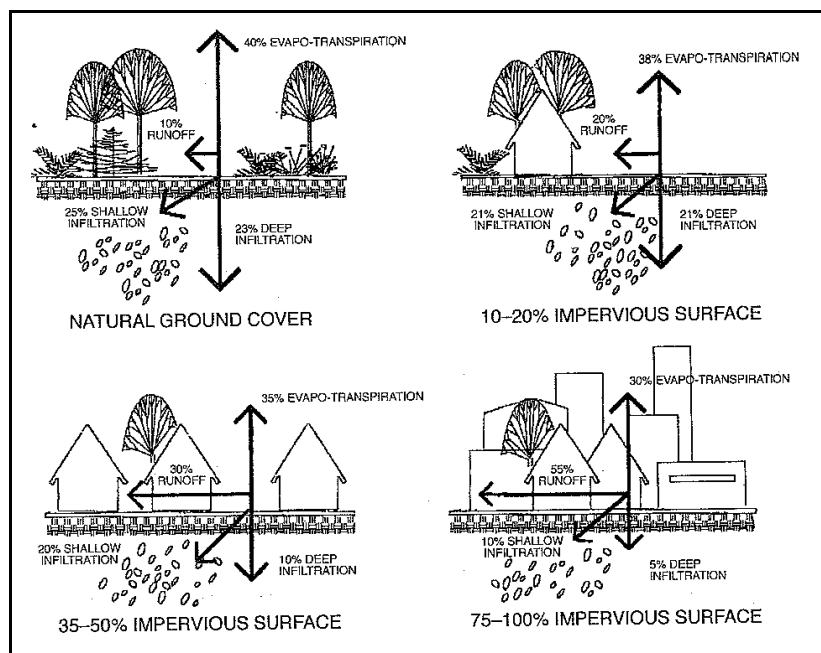


Figure courtesy ICMA, *The Practice of Local Government Planning*, 2000, p. 107

In the graphic above, shallow infiltration, providing water to critical hydrological features such as marshes and bogs, is reduced by over 50% with increased impervious surface. Encouraging or requiring less impervious surfaces during development can greatly enhance the probability of critical natural resource protection.

As documented by the Scenic View Inventory, there are many locations in town that highlight the unique qualities of Winslow. The beginning of this chapter also stated that sprawling development is threatening the town's resources, including the scenic views that appreciate those resources. With only 2 acre minimum lot sizes throughout the rural areas of town, practically all road frontage has been developed, exacerbating habitat fragmentation and reducing public viewing opportunities.

Though there are individual threatened and endangered species in Winslow, the key component of critical natural resource preservation is large habitat blocks (and corridors). Nature does not understand human-created political boundaries, and ecosystems cross municipal borders. It is incumbent upon Winslow officials to maintain positive relationships with neighbors to preserve areas such as the Sebasticook River (Benton), Outlet Stream (Vassalboro), Mud Pond watershed (China), and large forest blocks in eastern Winslow (Albion). The Pattee's Pond Association recently re-formed into a viable group of interested and energetic residents. Preserving critical natural resources also maintains water quality. Low impact development techniques, best management practices in farming, and sustainable forestry not only benefit the

human industry, but also preserve critical natural resources. Development, agricultural, and forestry trade groups all exist, and should all be invited to discuss how best to move forward. Partnerships always prove more successful than individual efforts.

Another major factor in Winslow's future is removal of the Fort Halifax Dam. The Tidewater Mucket prefers slow-moving portions of rivers, and exists in the Seabasticook River, beyond the Fort Halifax Dam. Once the dam is removed, how will the Tidewater Mucket respond? Will other critical resources thrive in the new environment? Now is the time to build the partnerships that will monitor resource modifications following dam removal.

Policies

- The town should conserve critical natural resources in the community.
- The town should coordinate with neighboring communities and regional and state resource agencies to protect shared critical natural resources.
- The town should identify and encourage public access to scenic views in development plans.

Strategies

- ✓ Amend shoreland zoning standards to meet current state guidelines.

The Code Enforcement Officer should continue monitoring state legislation and recommend changes to Shoreland Zoning regulations as necessary.

- ✓ Designate critical natural resources as Critical Resource Areas in the Future Land Use Plan.

The Town's Essential Habitat area (Bald Eagle nest site) should be clearly marked on the town Zoning Map, for easy reference during development review. The Comprehensive Plan Implementation Committee should review the "High Value Plant & Animal Habitats" map published by Beginning with Habitat, and determine whether any other critical resources need to be added to the town Zoning Map. Any recommendations for map changes should be made to the Planning Board and Town Council by 2011.

- ✓ Require developers to look for and identify critical natural resources that may be on site and to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.

The Planning Board should modify the town's zoning regulations to require all development within a Critical Resource Area be reviewed by the

Department of Inland Fisheries and Wildlife. Approval by the State need not be a requirement for local approval, but IF&W staff should have the opportunity to recommend modifications to the plan. The Planning Board should recommend Code changes to the Town Council by 2010.

- ✓ The Planning Board should incorporate maps and information provided by the Beginning with Habitat program into their review process.

Beginning with Habitat maps and information should be easily accessible to the Planning Board. The Planning Board should consult the maps during all development review, and if the development is proposed in a resource area, the Planning Board should speak with appropriate specialists at the State or locally to determine whether changes to the development proposal should be recommended.

- ✓ Adopt natural resource protection practices and standards for construction and maintenance of public roads and properties and require their implementation by the community's officials, employees, and contractors.

The Planning Board should consult with their counterparts in southern and coastal Maine to determine which practices work well at a municipal level. The Planning Board should then recommend changes to the Town Council. Recommendations should be made to the Town Council by 2011.

- ✓ Initiate and/or participate in interlocal and/or regional planning, management and/or regulatory efforts around shared critical natural resources.

The Implementation Committee should identify those critical resources crossing municipal boundaries that warrant collaborative management. The Committee shall then recommend to the Planning Board that a regional resource management committee be formed with representatives from all stakeholders and municipalities. The recommendations to the Planning Board should be made by 2011.

The Implementation Committee should contact school personnel to discuss potential scientific studies of post-dam removal conditions, specifically to determine whether the Tidewater Mucket is lost along this stretch of river. The Implementation Committee should contact teachers by 2009.

- ✓ Pursue public/private partnerships to protect critical natural resources such as through purchase of land or easements from willing sellers.

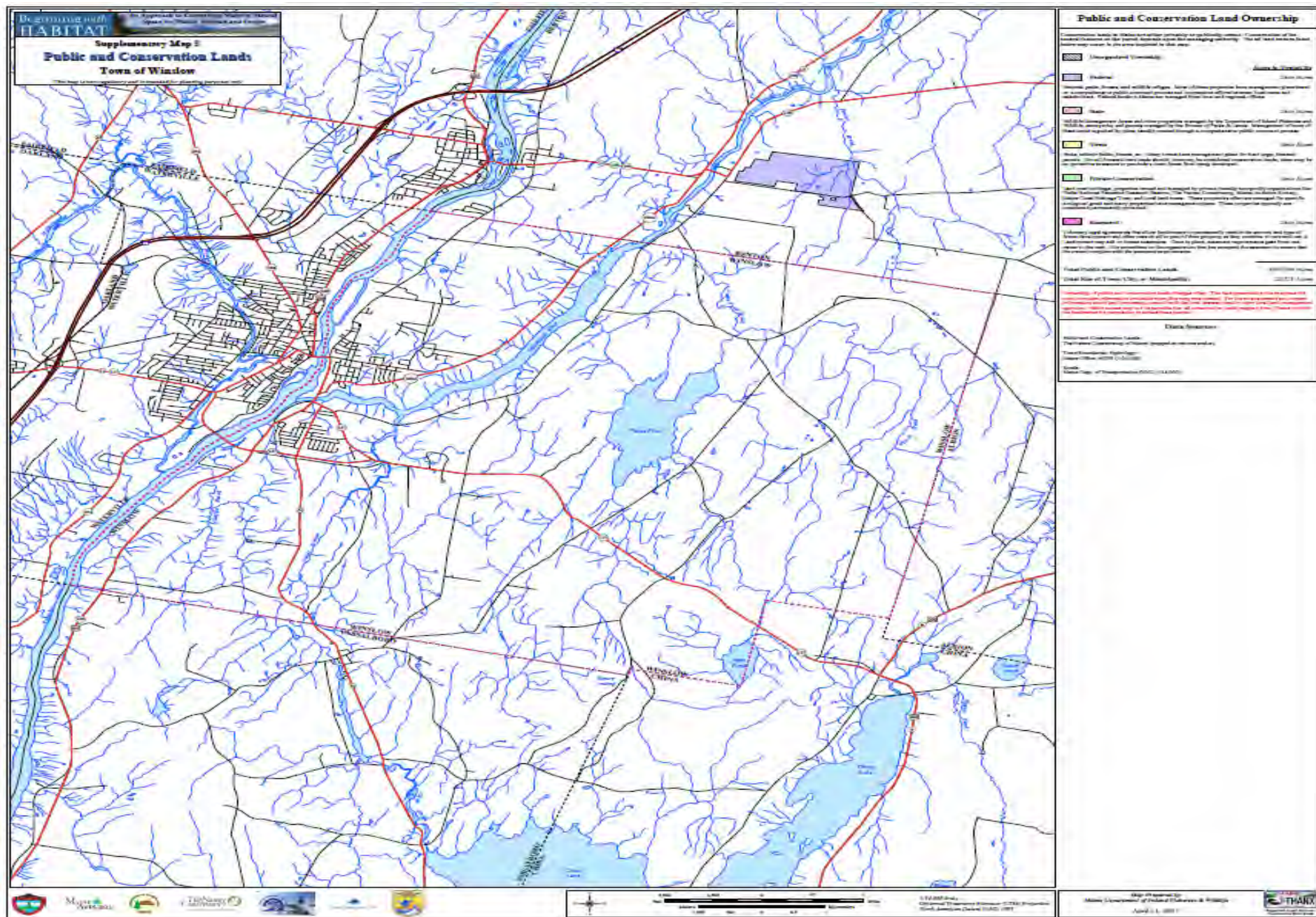
The Planning Board and Town Council should invite Maine Audubon and the Forest Society of Maine to attend a meeting, discussing how the municipality and each organization can work collaboratively. A specific subject of the meeting should be the potential of acquiring wildlife corridor easements on private property. The meeting should take place in 2009.

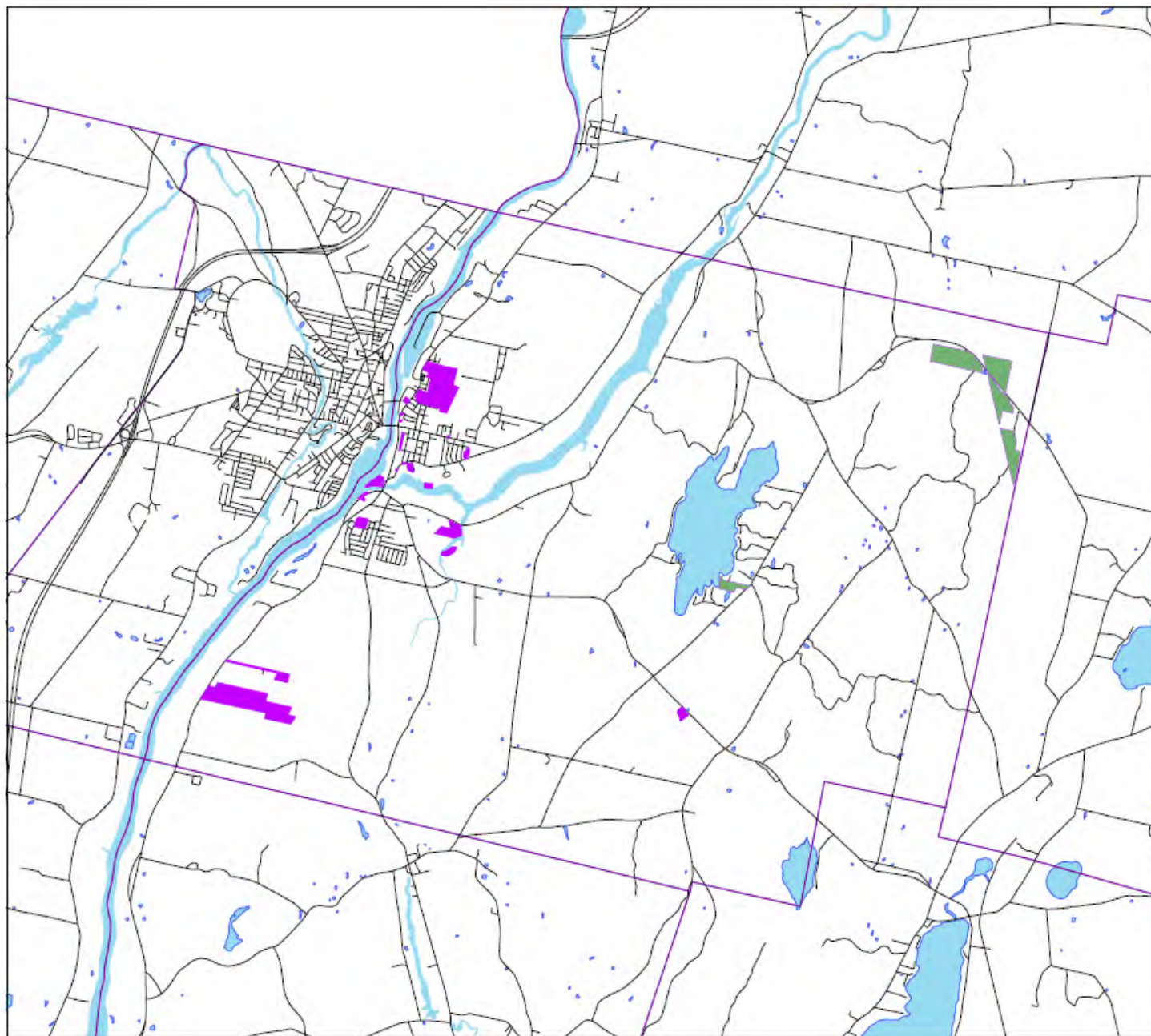
- ✓ Distribute or make available information to those living in or near critical natural areas about applicable local, state, or federal regulations.

The Code Enforcement Officer should contact landowners in Essential Habitat Areas, and other critical areas identified by the Implementation Committee. The Code Enforcement Officer should make the landowners aware of the unique conditions on their property, and discuss development options based upon those conditions. The Code Enforcement Officer should speak with landowners by 2011.

- ✓ Identify scenic locations, and work with landowners to acquire/develop public views.

The Winslow Parks and Recreation Board should use the scenic views identified in this Comprehensive Plan to begin discussion of public access. The Parks and Recreation Board should approach landowners regarding public access and identification of views. The Parks and Recreation Board should begin discussing prioritization of public view access points in 2009.





Town of Winslow

Town Property

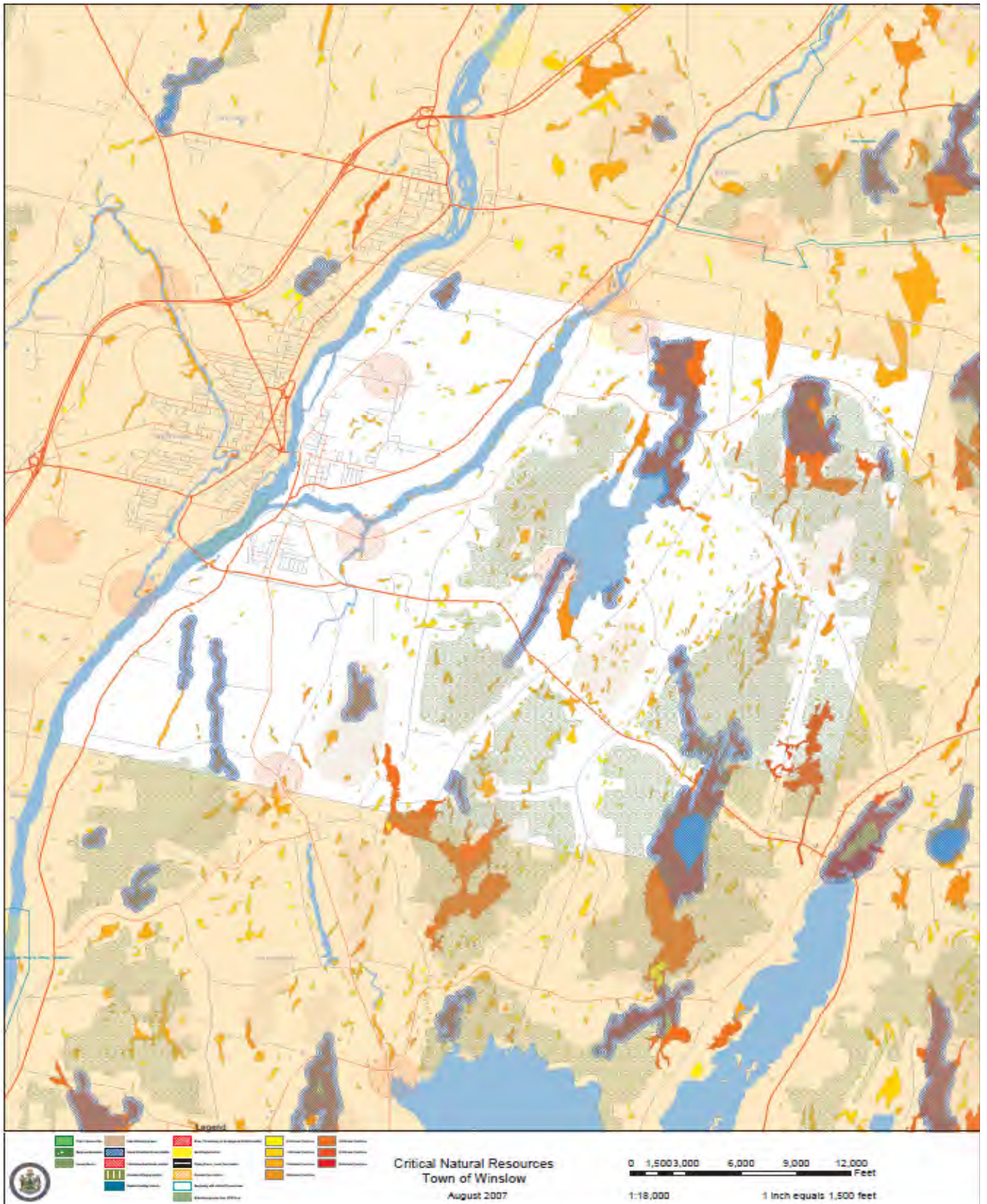
Legend

- Undeveloped Town Property
- Town Property
- Roads
- Ponds
- Rivers
- Town Border



0 0.5 Miles 2

Map Created September 2008
by KVCOG Staff



Town of Winslow



Town of Winslow Scenic Viewsheds

Legend

● Scenic Views

Other Features

- Lakes, Ponds, and Rivers
- Perennial Streams
- Intermittent Streams
- Roads
- Town Boundary



Scale:
1:48,000

Data Sources: KVCOG, Town of Winslow, MEGIS
Datum: NAD83
Projection: UTM Zone 19N
Map Units: Meters

Kennebec County Soil and
Water Conservation District



Map Created: 06/16/2008
By: J. Fredenburg

View Inventory & Scenic Assessment

2008 Results

(Points averaged for multiple assessments of single site)

General Description	Scenic Indicator						Type of Land	Pos/Neg Characteristics	Total Points
	Duration	Elevation	Distance	Angle	Presence of Water	Presence of development			
Pattee's Pond - from outlet, Camp Caribou or Garrett's Point	3	2	3	3	3	2	Water Hills	sunrise is spectacular; lots of wildlife	16
Sebasticook River - by canoe or kayak	3	2	2	3	3	3	Water	wildlife	16
Foot Trail from Benton into Winslow along Kennebec River	3	3	3	2	3	2	Water	non-motorized; traffic free	16
Bellevue St.	3	3	3	2	2	1	Water	look west	14
Two Cent Bridge	3	3	2	2	3	1	Water, Spec. Architecture	historic	14
Carter Memorial Bridge	3	3	2	2	3	1	Water	look north or south	14
Fort Halifax Dam - view of dam from the bridge & other places nearby	3	3	1	2	3	2	Water		14
Living Waters Spiritual Center - view from a trail at the top of the bank.	3	3	1	2	3	2	Water Hills	wildlife	14
Maple Ridge Rd. - drive south from China Rd. for approx. 2/10 mile	1	3	3	3	1	3	Mountains	look west	14

General Description	Scenic Indicator						Type of Land	Pos/Neg Characteristics	Total Points
	Duration	Elevation	Distance	Angle	Presence of Water	Presence of development			
Rock Ridge subdivision off the S. Reynolds Rd.	1	3	3	3	1	2	Mountains	look west from high point in road	13
S. Reynolds Rd. - drive south from Rt. 137 for 1+ mile	2	3	3	2	1	2	Hills Mountains	look west; great at night	13
Garland Rd. - drive north along rural road	3	2	2	2	2	2	Farm Water	look west at Benton town line	13
Halifax St. - view from behind soccer field	3	2	1	2	3	2	Water		13
Eames Rd. - driving south from Falls Rd.	2	2	2	2	2	3	Farm Water Hills	cemetery and open fields	13
Fort Halifax Blockhouse and Fort Halifax park. Historic site and open multi use public park with access to the Kennebec River	2	2	2	2	2	1	Historic	railroad is an impediment	11
The Bourassa Home located near the town office. Sitting in the gazebo looking east.	3	3	1	2	1	1	Special Architecture		11

TOWN OF WINSLOW
VIEW INVENTORY and SCENIC ASSESSMENT

2008

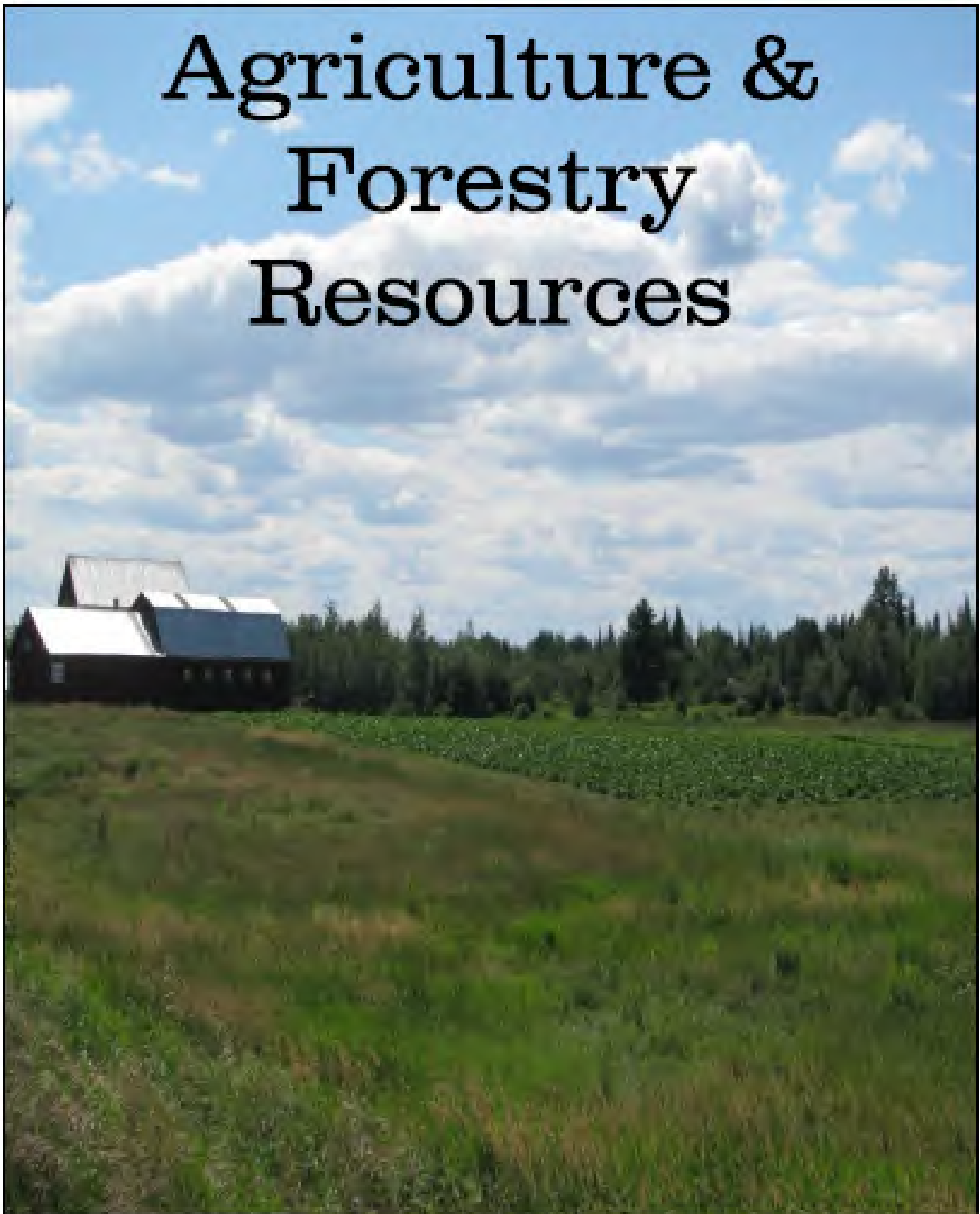
CIRCLE ALL THAT APPLY: FARM WATER HILLS MOUNTAINS SPECIAL ARCHITECTURE OTHER: _____

Please Provide a General Description: Name, location, types of land use (agricultural, residential, open space, recreational, etc.)

Scenic Indicator	Point System			List any Distinct Positive or Negative Characteristics	Points
1. Duration: If driving, how long does the view last? If not driving, score 3 points	greater than .5 mile (3)	.25 - .5 mile (2)	less than .25 mile (1)		_____
2. Elevation: Superior - Viewer above viewing object Normal - Viewing object at eye level Inferior - Viewer below viewing object	superior (3)	normal (2)	inferior (1)		_____
3. Distance: How far into the view can you see?	greater than 1 mile (3)	.25 - 1 mile (2)	less than .25 mile (1)		_____
4. Angle	wide 180° - 360° (3)	medium 45° - 180° (2)	narrow < 45° (1)		_____
5. Presence of water	water dominates view (3)	water present but not dominant (2)	no water (1)		_____
6. Presence of development	minimal or no	development blends	development		_____

	development (3)	(2)	detracts (1)		
				Total Points	<u> </u>

Agriculture & Forestry Resources



Most people refer to Maine as rural. Winslow, as a microcosm of Maine, is generally considered rural. But what exactly do we mean by “rural?” Portland is not rural; neither is the downtown central Maine area on either side of the Waterville-Winslow Bridge. Yet, the bulk of Maine outside of Portland is rural, just as the balance of Winslow is rural, right?

According to Webster’s Dictionary, “rural” means “Of the country, or country life.” Of course, Webster also defines “countryside” as “A rural area or its inhabitants.” Roget’s Thesaurus tells us that synonyms for the adjective “country” are “arcadian, bucolic, campestrial, pastoral, provincial, rural, [and] rustic.” All emotionally-charged words, but again, what does it mean?

The W.K. Kellogg Foundation conducted a rigorous study in 2001, with in-depth interviews of hundreds of rural, suburban, and urban residents across the United States. Researchers attempted to determine perceptions of rural America. They found that, “Agriculture plays the predominant role in respondents’ perceptions of rural America...the overwhelming majority of people in our study – both rural and non-rural – believe agriculture is the dominant industry of rural America.” Respondents’ notions of rural America are dominated by agricultural images, but not just any agriculture – small family farm agriculture: “The three most common images of rural America...were farms and crops (32 percent), pastures (21 percent), and animals (12 percent).” Winslow has all three:



Farms and Crops

**Pastures**

Photo courtesy Frank Stankevitz

**Animals**

Driving along the two-lane roads in the eastern two-thirds of Winslow, seeing the farms and forests, definitely conjures up the thought “rural.” Despite creeping sprawl, viable agriculture remains in many parts of Winslow.

Winslow currently has 678 acres of farmland in the Farm and Open Space Current Use Tax Program. This is a tax program that allows property owners a reduction in their assessed property value. The land must be used for farming, agriculture, horticulture and can include woodland and wasteland. Additionally, the tract must contribute at least \$2,000 gross income

from farming activities, each year. Most of the farms in this program are small. Of the 24 parcels in the program, there is only 1 over 100 acres in size. In 2002 (most recent USDA Census of Agriculture data), the average farm size in Kennebec County was 150 acres.

In 1995, there were 1,100 acres of farmland in the Farm and Open Space Current Use Tax Program. In the last decade, Winslow has lost over 400 acres of farmland, equating to a loss of approximately 40%. Though Winslow has lost farms recently, some existing produce is still locally accessible:

Community Supported Agriculture (CSA)

WinterGreen Herbs and Vegetables
Garland Road

Farmstand

B&F Vegetables
Bassett Road

Eagle View Gardens and Haunted Trail
Garland Road

Johnny's Selected Seeds
Benton Avenue

Pick-Your-Own Apples

Windy Hill Orchard
South Reynolds Road

Many Winslow farmers sell their produce and products in the Fairfield and Waterville Farmer's Markets. There is no farmer's market in Winslow, but the Fairfield and Waterville markets are easily accessible to Winslow residents.

Forestland is also a major contributor to Winslow's sense of "rural." There are 117 parcels, totaling 6,460 acres in the Tree Growth Current Use Tax Program. This is a similar program to the Farm and Open Space, in that a landowner with at least 10 acres of forestland

used for commercial harvesting can obtain a reduced property tax assessment. In 1995, approximately 6,977 acres were in the Tree Growth Current Use Tax Program. Though this presents a greater loss in total acreage (517 acres) than farmland over the last decade, the percentage loss is less than 10%.

To qualify for the Tree Growth Program, forestland must be commercially harvested. In the decade 1996-2006, 6,638 acres of timber was harvested. Of this total harvested amount, only 33 acres was clearcut. The harvesting statistics cover all of Winslow, not just those parcels in the Tree Growth Program.

Analysis and Key Issues

Winslow contains approximately 21,500 taxable acres. In 1995, 38% of that land was registered under either the Farm and Open Space or Tree Growth Current Use Tax Program. Today, approximately 7,185 acres are in these programs, equaling 33% of Winslow's taxable land. Though the numbers are decreasing, 1/3 of all town taxable land is still a sizable proportion.

The Rural Sociological Society recently (spring 2008) published a study entitled "Farming in the Urban Shadow: Supporting Agriculture at the Rural-Urban Interface." The Rural-Urban Interface is that region undergoing suburbanization and sprawl, where agriculture occurs at a smaller scale, with more diversified products, as opposed to the massive commodity-driven farms in large farming counties. Basically, the Rural-Urban Interface is East-West Winslow. The authors document that in 2002, 55% of all farm sales in the United States were from farms located at the Rural-Urban Interface, even though Rural-Urban Interface farms account for only 40% of all farmland. Farming in places like Winslow is more profitable than traditional large-scale farming. Among the reasons cited for this profitability, are 1) more organic farming which fetches a premium price, 2) more roadside stands where farmers receive a premium over wholesale, and 3) easy access to farmer's markets and local restaurants and stores where farmer's receive a premium over wholesale. Interestingly, local policies can influence all three of the reasons given.

Organic farming not only affords a farmer more profit, but it also preserves town resources. Best Management Practices, such as maintaining riparian buffers and diversifying cover crops, in conjunction with organic farming, produce very little pollution and sediment runoff in the community. The town can encourage organic and sustainable farming with informational brochures to local farmers, as well as reduced regulatory oversight. The Planning Board can encourage roadside stands by lessening the development review burden for farmers who wish to add a farmstand. Finally, municipal officials can support local farmer's markets and restaurants. All catering for municipal meetings should be done with a local business. The Winslow school system could also purchase from local farms, providing a sustainable stream of income for farmers. Access to premium markets may be the only method for small local Winslow farmers to maintain a profit and continue farming.

The Rural Sociological Society authors also documented various Rural-Urban Interface farming practices around the nation. After assessing if and how some of these programs were

successful, one conclusion was, “that solid land-use policies and agricultural economic development efforts will not necessarily result in [agricultural] growth, but can create conditions for agriculture to persist while possibly opening up space for future entrepreneurial development.” Agriculture need not expand, so long as it does not die. Winslow officials should make every effort to preserve the conditions under which farming can succeed, and hopefully the American entrepreneurial spirit will find a way to do so.

The US Department of Agriculture manages some programs that provide assistance to local farmers in maintaining their land. Four farmers in Winslow are currently participating in these programs. Three of the landowners have Certified Nutrient Management Plans including livestock waste projects. In this program, the USDA officials assist farmers in designing manure pits where livestock waste is properly stored for future spreading. Without a manure pit, open stacking of livestock waste results in heavy nutrient runoff that pollutes the regions waterways. One farmer in Winslow participates in the Grassland Reserve Program, which provides financial incentives to landowners for preserving native grasslands and wildlife habitat, as opposed to mowing the entire property.

Currently, one of the more disturbing aspects of agriculture and forestry in Winslow is that it is being increasingly forced “out of view,” relegated to back lots with a tiny sliver of land providing access to the public road. There are numerous individual homes along the rural eastern roads, many in small 2 acre lots, with single driveways onto the road. Seeing four or five of these homes stretched back-to-back along the road is visually frustrating, because the preference is for the pastoral image of agriculture that was just passed.

In addition to the image of rural life being disrupted, critical farmland is being lost. There are three types of agriculturally significant soils recognized by the US Department of Agriculture: Prime Farmland, Farmland of Statewide Importance, and Soils of Local Significance. The categories are listed in order of decreasing import. Prime Farmland Soils according to the USDA, have the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops. Prime Farmland Soils have the soil properties, growing season, and moisture supply needed to produce sustained high yields of crops in an economic manner if they are treated and managed according to acceptable farming methods. Farmlands of Statewide Importance have similar characteristics to Prime Farmlands, but not in great enough quantities to be labeled Prime Farmland. Finally, Soils of Local

Significance are those that can be distinguished from other soils by having some beneficial farming characteristics, though not enough to warrant the state or prime label. As the USDA description of Prime Farmland above implies, less effort is required to produce high yields when farming occurs on agriculturally significant soils.

At the end of this chapter is a map of agriculturally significant soils laid on top of an aerial view of Winslow. As the map demonstrates, much agriculturally significant soil lies in the west, near the Kennebec and Sebasticook Rivers, in traditional floodplain and water-prone areas. Unfortunately, this area is also where people have traditionally lived, and development occurs on top of agriculturally significant soils in many parts of town. Nonetheless, not all important soils are developed, and this map can be used on a smaller scale, during the development review process.

There are currently no local organized efforts to preserve rural eastern Winslow. There are organizations such as Maine Farmland Trust and the Small Woodland Owners Association of Maine, which operate statewide. However, there are no Winslow-specific operations, such as the Pattee's Pond Association (focus is water quality), solely interested in agriculture and/or forestland preservation and sustainability.

Policies

- The town should safeguard lands identified as prime farmland or capable of supporting commercial forestry.
- The town should promote the use of Best Management Practices for timber harvesting and agricultural production.
- The town should support farming and forestry and encourage their economic viability.

Strategies

- ✓ The Winslow Planning Board should consult with the Maine Forest Service District Forester when proposing land use regulations pertaining to forest management practices.

The Winslow Planning Board should invite the Maine Forest Service District Forester to a future meeting to discuss regulating forest management. The Code Enforcement Officer can provide the forester with a copy of Winslow's current regulations, and ask the forester to review and comment. At the Planning Board meeting, the forester can make recommendations for modification of Winslow's ordinances. The forester should attend a Planning Board meeting, with recommendations, in 2009.

- ✓ The Planning Board should consult with the Kennebec County Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices.

The Winslow Planning Board should invite Kennebec County Soil and Water Conservation District staff to a future meeting to discuss regulating agriculture. The Code Enforcement Officer can provide the staff with a copy of Winslow's current regulations, and ask the staff to review and comment. At the Planning Board meeting, the Soil & Water Conservation District staff can make recommendations for modification of Winslow's ordinances. The staff should attend a Planning Board meeting, with recommendations, in 2009.

- ✓ The Planning Board should propose amendments to land use ordinances to require commercial and subdivision developments in critical rural areas to maintain areas with prime farm soils as open space to the greatest extent practicable.

The Planning Board should recommend modifications to existing zoning language to prevent development, save for agriculture, on Prime Farmland Soils. Proposed development on Farmland of Statewide Importance and Soils of Local Significance should be designed to preserve the agriculturally significant soils to the greatest possible extent. Proposed modifications of zoning language should be presented to the Town Council by 2010.

- ✓ The Planning Board should limit non-residential development in critical rural areas to natural resource-based businesses and services, nature tourism/outdoor recreation businesses, farmer's markets, and home occupations.

The Planning Board should propose modifications to existing zoning language to prevent non-residential development in critical rural areas, with a few exceptions, noted above. Development that detracts from the rural sense of place should be strongly discouraged. Proposed modifications of the ordinance language should be presented to the Town Council by 2010.

- ✓ The town should encourage owners of productive farm and forest land to enroll in the current use taxation programs.

The Code Enforcement Officer should compare all properties utilizing the current use taxation programs to all properties operating a productive farm or successful commercial forest harvest. If there are any properties in the latter group that are also not in the first group, the Code Enforcement Officer should meet with the landowners to discuss the current use taxation programs. The comparison and meetings should take place by 2011.

- ✓ The Planning Board should permit activities that support productive agriculture and forestry operations, such as road-side stands, greenhouses, and pick-your-own operations.

The Planning Board should propose modifications to existing ordinance language to permit accessory uses to agriculture and forestry. Proposed ordinance language changes should be presented to the Town Council by 2010.

- ✓ The town should include agriculture and commercial forestry operations in local or regional economic development plans.

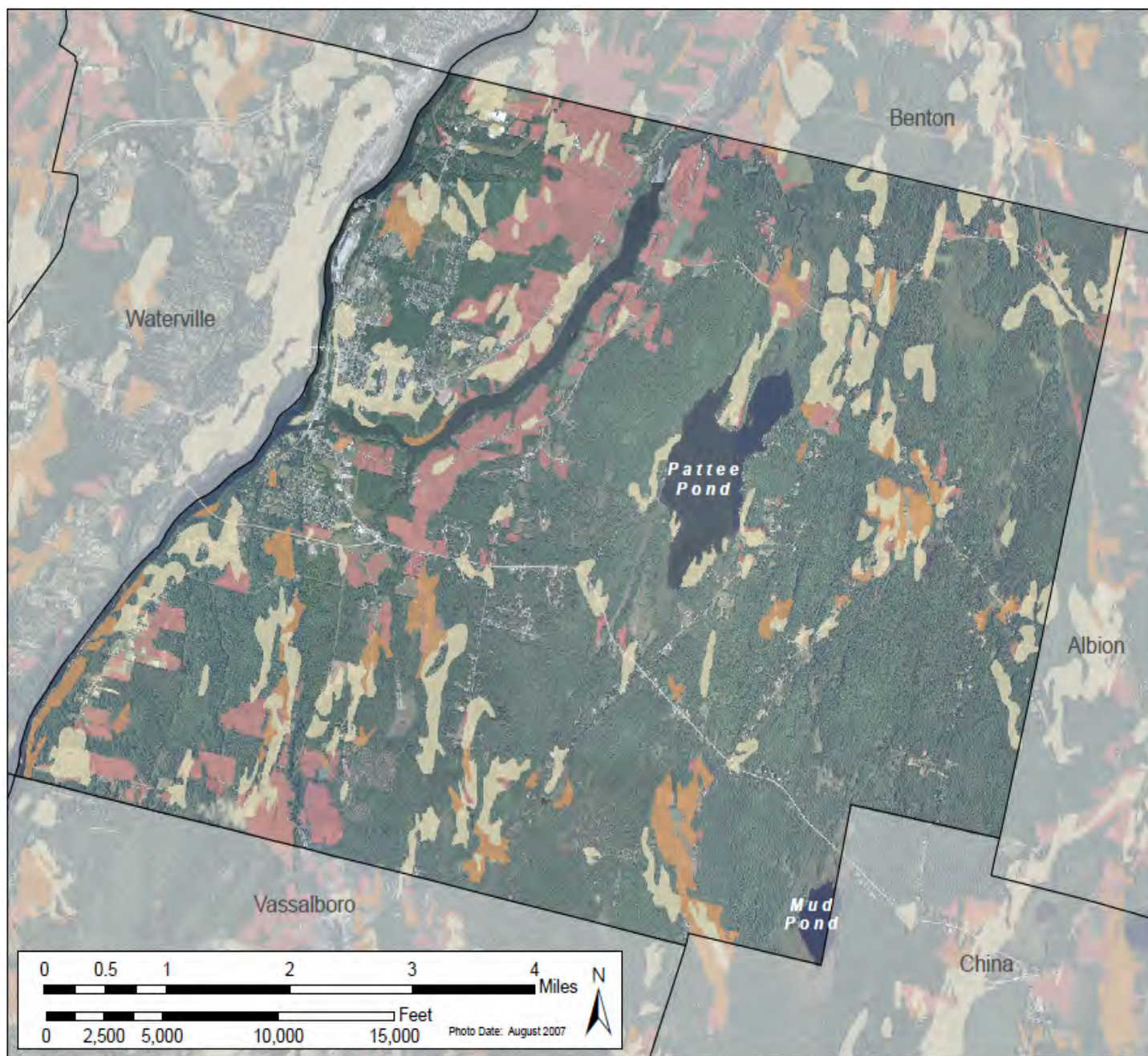
The Town Manager, Town Council, and Planning Board should become familiar with the Agriculturally Significant Soils map, as well as a general understanding of the value of farming and forestry to Winslow. Future economic development discussions, at any level, should include recognition of the importance of farming and forestry, such as inter-municipal farmland and forestry preservation programs.

- ✓ The Town should actively work towards preservation of farms.

The Planning Board should invite Maine Farmland Trust to attend a meeting, discussing the programs of the Trust and how the municipality and Maine Farmland Trust can work collaboratively. A specific subject of the meeting should be the potential of acquiring farm easements on private property. The meeting should take place in 2009.

- ✓ The Town should actively work towards preservation of forestry operations.

The Planning Board should invite the Small Woodland Owners Association of Maine to attend a meeting, discussing the programs of the Association and how the municipality and the Association can work collaboratively. A specific subject of the meeting should be structuring open space easements to allow for the continuation of sustainable forestry operations. The Planning Board should also request that the Association bring materials on sustainable forestry that municipal officials can share with local landowners. The meeting should take place in 2009.



Town of Winslow Agricultural Soils

Legend

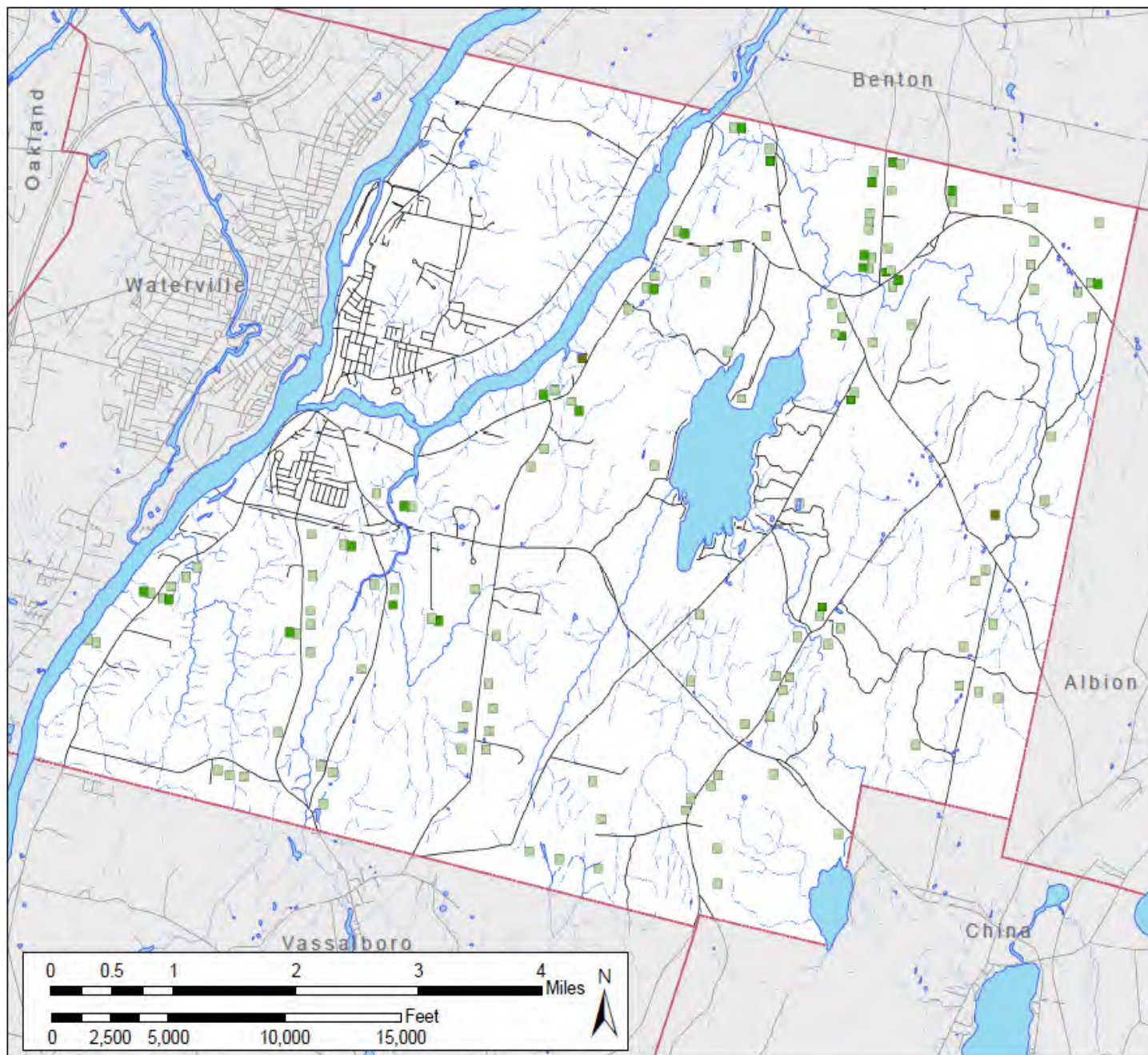
- All Areas Are Prime Farmland
- Farmland Of Statewide Importance
- Farmland Of Local Significance

Data Sources: KVCOCG, Town of Winslow, MEGIS, USDA
Datum: NAD83
Projection: UTM Zone 19N
Map Units: Meters

Kennebec County Soil and
Water Conservation District



Map Created: 07/14/2008
By: J. Fredenburg



Town of Winslow Current Use Tax Programs

Legend

Tax Program

- Farmland
- Forest
- Open Space

Other Features

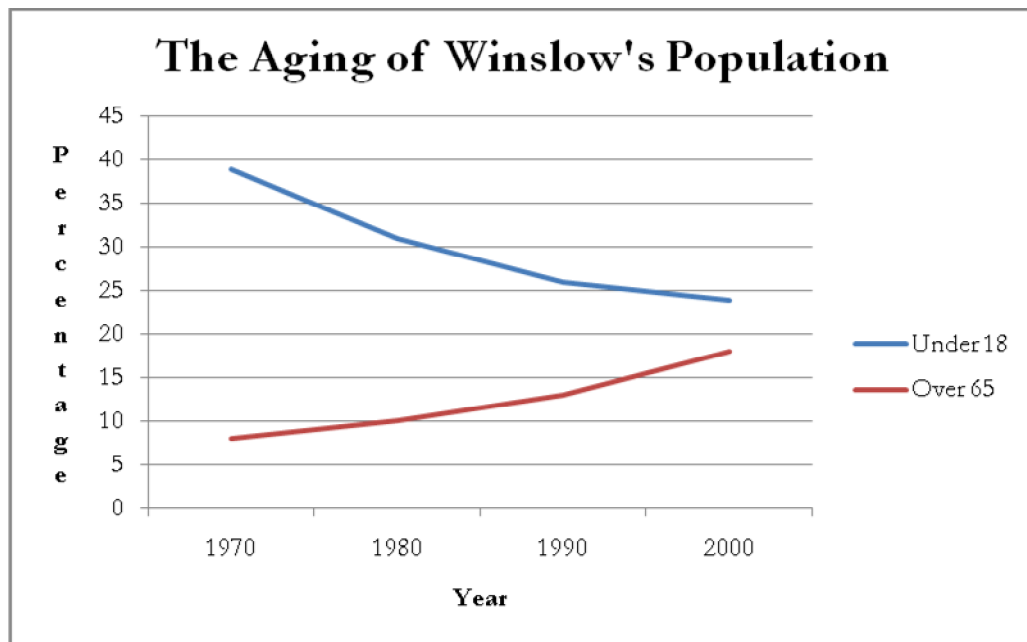
- Lakes, Ponds, and Rivers
- Perennial Streams
- Intermittent Streams
- Roads
- Town Boundary

Data Sources: KVCOG, Town of Winslow, MEGIS
 Datum: NAD83
 Projection: UTM Zone 19N
 Map Units: Meters



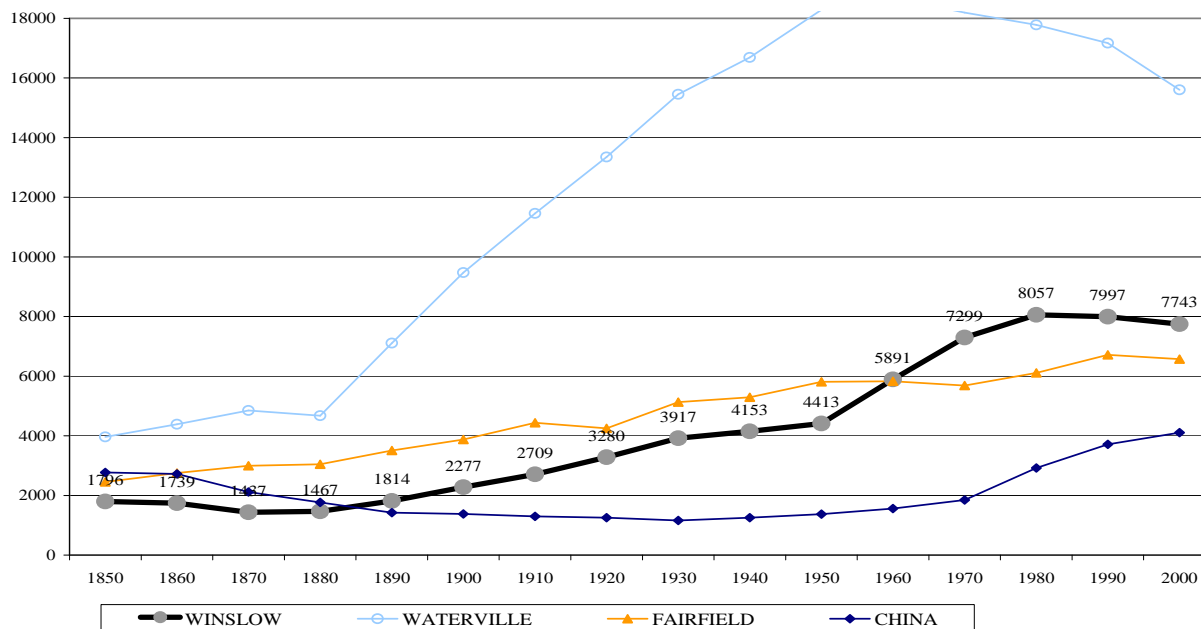
Map Created: 05/20/2008
 By: J. Fredenburg

Population & Demographics



The size and vitality of a town is usually measured by its population. Historic population trends (see chart below) indicate four similar towns in the mid to late 1800s. Then, while Waterville's population exploded in the 20th century, Winslow experienced slow and steady gains. In 1990, the Winslow population decreased for the first time in over a century, settling to 7,743 residents in 2000.

150 Years of Population Change, 1850-2000



Winslow's population and growth rate is not unusual for an urbanized area in central Maine. Following the chart above, Winslow and Fairfield are quite similar from 1850 to 1950. Geographically, they both contain small urbanized sections bordering Waterville, whereas the bulk of each town is rural. The two towns differ, however, post 1950; during which time Winslow's population figures mirror those of China. The flight to the suburbs, occurring all across the United States, doubled the population of Winslow in the thirty years covering 1950 to 1980. That same spike began in China in 1970, doubling the population there thirty years later. Though we do not have official US Census figures, our best estimate for a 2007 Winslow population is 8,053. Since 1980, there has been minimal population change in the town of Winslow.

Natural Change and Migration

Population change can be broken down into two elements: **Natural Change**, which is the difference between births and deaths, and **Migration**, which is the difference between those moving into town and those moving out.

Natural change tends to be a fairly slow-changing number, based on trends in longevity and fertility. Between 1990 and 2000, Winslow recorded 782 births and 720 deaths, for a net increase of 62. Between 2000 and 2005, the town has experienced 380 births and 397 deaths. The increase in deaths suggests that Winslow is becoming home to an increasingly older population – as is the entire state of Maine.

Migration is calculated as the difference between population change and natural change. Whatever difference in population was not covered by births and deaths, we attribute to migration. People choose to move into or out of a community based on many factors such as availability of employment, cost of housing, and quality of life. In the 1980s, Winslow had an *out*-migration of 393 residents. In the 1990s, the town had an *out*-migration of 288 residents. Based upon our current estimates for an increasing population, coupled with a death rate greater than the birth rate, we believe the town is currently experiencing a net *in*-migration.

Households and Families:

The basic unit of measure for the Census Bureau is not persons, but **A**Households. Households consist of everyone living in a housing unit, including single persons, families, and unrelated individuals. There are occasionally persons who do not live in a **A**household, and are classified as living in **A**group quarters. In 2000, 49 Winslow residents lived in “group quarters.”

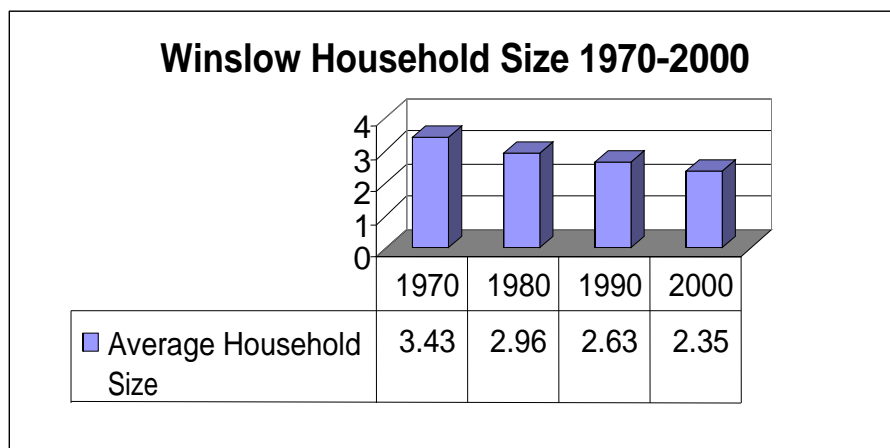
The table below illustrates the type of households in Winslow, and how they are changing over time. A common American trend is borne out in the table – decreasing numbers of the traditional two parents with kids household. This household type still represents over half of the total, but other household types are growing significantly.

Household Characteristics, 1990 and 2000

Household Type:	1990	2000
% change		
Single-person Households	646	875
Single-person A over 65 @	295	442
Married-couple families	1,890	1,754
Single-parent male-headed families	86	119
Single-parent female-headed families	299	339
All Households	3,051	3,268

Note that the total number of households increased (by approximately 200) during the same decade that Winslow experienced a decrease in population (by approximately 250). Fewer people in more households equates to a lower average persons per household, known as “household size.” Throughout the country, the average household size has been in decline for decades. Explanations for this trend include smaller families, broken families, more independent living among the elderly, and delayed marriage among the young.

Winslow’s average household size has been declining since the 1970s. In fact, the average household in 2000 contained 1 fewer person than the average household in 1970.



Age:

In nearly every community over the past few decades, the significant feature of the age issue has been the Baby Boom. These are persons born between 1945 and 1965. The Baby Boom Generation has changed the landscape, literally, over its lifetime. First, large schools were built in the 1950s and 1960s, and now major 55+ and other retirement housing developments are peppering municipalities.

Percentage of Winslow Population by Age Group, 1970 - 2000

Age Group	1970	1980	1990	2000
Under 18	39	31	26	24
18 - 64	53	59	61	58
Over 65	8	10	13	18

Baby Boomers were primarily under age 18 in 1970. As this generation ages, the relative percentage of children declines, and the working segment swells. Upon reaching the year 2000, when the earliest Baby Boomers begin retiring, the over 65 age group continues to increase and the under 18 age group continues to decrease. However, the working age group declines for the first time. The Baby Boomers are now retiring in force, helping explain the decrease in average household size.

Another measure of community aging is its **Median Age**. A median is a point at which exactly half the population is above and half below, and is not the same as **Average**. Winslow's median age in 2000 was 41, a six year difference from 1990. During the 1990s, more people were added to the **Ald** side of the equation than the **Ayoung** side. According to the chart on the right, Winslow not only contains the highest median age in the region, but it also aged faster than its neighbors during the 1990s.

A decreasing household size and aging population have an impact on development in Winslow. At 3.43 persons per household in 1970, 1,000 people fit into 291 homes. At 2.35 in 2000, it now takes 426 dwelling units to house the same number of people. Over 30 years, more than 1,000 dwelling units were built in Winslow, just to shelter the same population.

Median Age		
Town	1990	2000
Albion	34	37
Benton	35	38
China	32	37
Vassalboro	33	37
Winslow	35	41
Waterville	32	36

What about the future? For every one-tenth of a drop in the average household size (e.g. from 2.35 to 2.25), about 150 new dwelling units will be needed just to maintain Winslow's population.

Future Scenarios

Historic population and demographic trends are interesting; but their true value is in predicting the future. The conventional mechanism of forecasting the future is to project past trends. A typical forecast would draw on the growth rate from the past 20 years, and assume that it will continue into the next 20 years. The Kennebec Valley Council of Governments' (KVCOG) growth forecast is based on such a formula. KVCOG's estimate for 2020 is a population of 7,900. The State Planning Office (SPO) uses a more sophisticated formula that takes into account the survival rate of different age groups in town, migration rates, and other factors. SPO's forecast for Winslow in 2020 is 7,770. Both KVCOG and SPO project a slight gain in population from 2000, even without knowledge of recent building trends.

Simple population projections like the one described above are rarely accurate. They work for small towns with predictable conditions, for example Winslow from 1850 to 1950. However, the population growth in Winslow from 1950 to 1970 was nothing like the population changes from 1930 to 1950. Perhaps more important than the overall number are the components of population, for example age. In Winslow's case, though there may be no significant population boom, the aging of the population will have a considerable effect on town services.

The following three scenarios project population changes to the year 2025, estimating the impact on the town. We use US Census data from 2000, even though the year is now 2008, because Census data is the most accurate. To simplify the process, we assume a 2000 population of 8,000 residents.

Scenario 1: Stable Population

The first or "baseline" scenario for Winslow is defined as no population change. Remember, however, that "no population change" does not mean "no growth."

Though Winslow's population may not change in 25 years, the components of the population will most assuredly be different. Currently, the trend with the greatest impact on growth is declining household size. This scenario assumes a gradual slowing of the declining household size, to reflect the aging of the Baby Boom generation. Over the last 30 years, the average household size decreased by .47 people in the 1970's, .33 in the 1980's, and .28 in the 1990's. We forecast that over the next 25 years the average household size will shrink by another .18 people, to 2.17 persons per household.

Using these figures, the population of 8,000 in 2025 will yield 3,687 households. In 2000, there were 3,268 households in Winslow. The difference is 419. That means, over a 25 year period, 419 new homes must be built *to accommodate no increase in population* – about 17 dwelling units per year.

In 2000, Winslow had an average of 0.43 school children per household; 419 more households could produce 179 more students, even with no population growth. Each new home also requires street frontage. A multi-family building in the R-C district requires only 100 feet of road frontage, but a single family house in the R-D district requires 200 feet. If 419 new

households were all in 4-unit buildings, they would create as little as one new mile of road, but if they were all in rural homes, at least eight miles of new roads would be constructed.

Similarly, land area is consumed for housing. With a minimum land area requirement of 10,000 square feet in R-C, 419 4-unit buildings would occupy only 24 acres of new land; 419 homes in the 2-acre rural district would take up at least 838 acres.

Scenario 1:

New Residents:	0
New Housing:	419
New Students:	179
New Jobs:	347

We can also calculate the number of new jobs that will come with these households. Unlike household size, the ratio of workers to households has stayed a relatively constant 1.2 for twenty years. So, in 2025, another 419 households will produce 503 new workers. Even assuming an unemployment rate of five percent, another 478 new jobs will have to be in place. According to 2000 figures, only one out of five Winslow workers actually worked locally. Using the 2000 ratio, about 100 new jobs would be required in Winslow, the other 378 in Waterville or elsewhere. However, non-residents also work in Winslow. Again, using Census data from 2000, the town would have to create approximately 347 total new jobs to provide the same opportunities as exist now.

Scenario 2: “Maine Growth”

Between 1990 and 2000, Maine’s population increased by 4 percent. Since household sizes decreased statewide just as in Winslow, the growth in housing units was actually 11 percent. Many parts of the state have been criticized for wasteful sprawl and poor development, even though growth was relatively slow. Part of the difficulty with sprawl is that most people only notice population growth, and do not understand that a 4 percent population growth rate translates into an 11 percent land use issue. Trying to accommodate 11 percent more housing units in a 10 year span is a much more complicated endeavor than simply absorbing 4 percent more people. In Scenario 2, we consider what would happen if Winslow’s population grew at the state average rate.

A four percent per decade growth rate is roughly equivalent to ten percent over our planning era. Winslow’s population would grow to 8,800, or approximately 32 new residents per year.

Over 25 years, that growth would require a total of 4,055 housing units, at a building rate of 31 units per year. *This is about the same rate of construction as China has been experiencing over the past few years.* The total of 787 new units could result in 338 new school children. Using the same “extremes” of multi-family housing versus rural housing, it could also result in 2 or 15 miles of new roads, and 38 or 1,335 acres (over two square miles) of developed land area.

Scenario 2:

New Residents:	800
New Housing:	787
New Students:	338
New Jobs:	583

An addition of 667 new households would add 800 new workers to the labor force. At a five percent unemployment rate, the region would need to add 760 new jobs, 168 of them in Winslow. Again, since not all new jobs go to Winslow residents, the actual level of new jobs in town would need to be 583 to provide the same access. This is over a 25-year period, so the rate is about 23 per year.

It should be noted that the results in this scenario are accurate, even though the 800 new residents equate to 800 new jobs. The numbers illustrate that social and economic trends are affecting *existing* households in Winslow as well as those created by growth.

Scenario 3: Current Events

In Scenario 3, we project the same rate of new construction as has actually been reported in Winslow between 2000 and 2006. During that period, the town added 207 new homes – a rate of 35 per year. It is true that many of these were in a single development, but the most likely scenario for accelerated growth is just that: one or two “major” subdivisions or apartment developments.

If Winslow continues at the rate of 35 new dwelling units per year until 2025, the end result would be a total of 875 new units. That would represent more than a 25 percent increase in the total housing stock of Winslow. Using our assumption of household size, it would result in a 2025 population of 8,990.

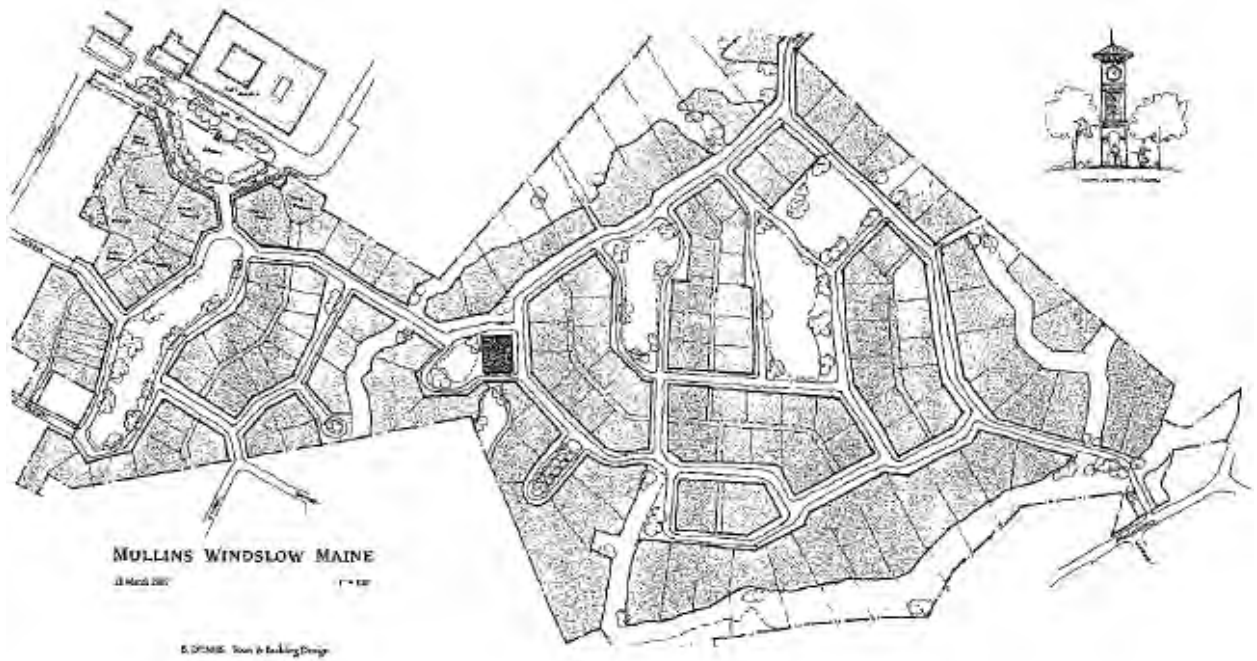
Scenario 3:

New Residents:	990
New Housing:	875
New Students:	376
New Jobs:	702

875 new housing units could produce 376 new school children. The new housing could occupy between 2 and 17 miles of new road, and between 50 and 1,726 acres of land converted to residential development. 875 new households, at 1.2 workers per household, will put 1,035 new workers into the labor force. It will require 984 new jobs, 207 in Winslow. That could require over 700 new jobs, an average growth rate of 28 per year.

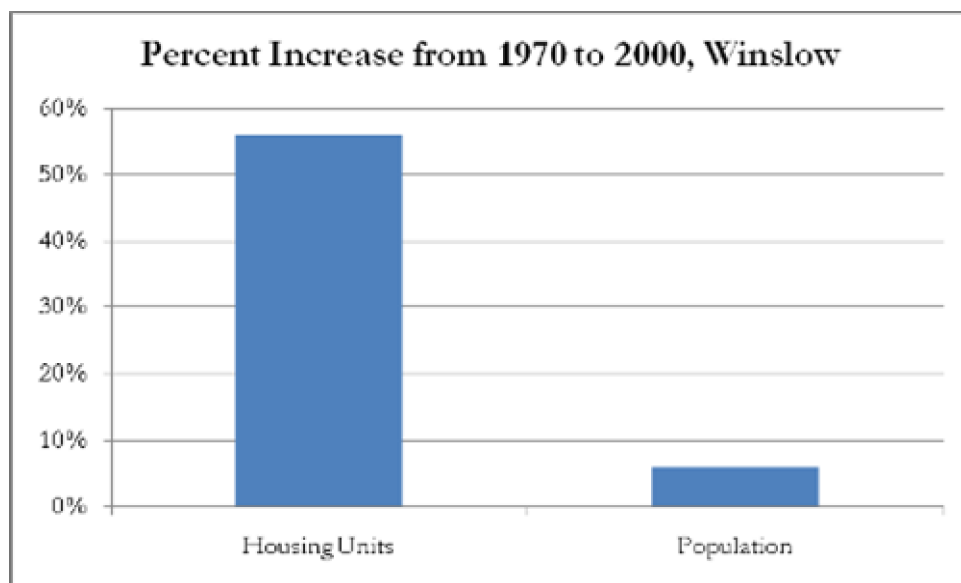
It is not just a few new subdivisions that could realize this scenario for Winslow. The business of economic development is expansion. Nobody builds a business or industrial park in the hopes that it remains empty. If the spaces at FirstPark, as well as the industrial parks in Waterville, Fairfield, and Winslow, continue to be rented, enough regional jobs would be generated to create the significant population growth envisioned in this scenario.

Housing



Winslow's historic development serves its residents well in the housing department. The dense network of factory and early suburban residential development in the northwest has ensured a ready supply of affordable housing to area residents. Even today, small lots and modest-sized homes in "downtown" Winslow remain an option.

As documented in the Population and Demographics chapter, a shrinking average household size has contributed to a housing growth rate higher than the population growth rate. The total number of housing units in 1970 was 2,304. By 2000, the count of housing units rose to 3,591. In thirty years, the town gained 1,287 housing units while only adding 444 residents. The housing supply increased by 56 percent, but the population grew by only 6 percent.



Housing Profile:

The table below profiles housing types in Winslow. The overwhelming majority of housing is stick-built single-family. Although relative percentages fluctuated somewhat over the time period, there has been negligible change.

Housing Type	1980		1990		2000		2006	
	Units	Percent	Units	Percent	Units	Percent	Units	Percent
Single-family	1975	70%	2149	66%	2389	68%	2513	67%
Multi-family	685	24%	852	26%	889	25%	935	25%
Mobile Home	177	6%	248	8%	258	7%	284	8%

Approximately two-thirds of homes built in Winslow are single-family stick-built. That relative percentage of home type remains regardless of the surrounding economic conditions, such as recession in 1980s or housing boom in early 2000s.

Single-family stick-built homes need not be constructed on two acres of land in a rural part of town. As the chart below indicates, there is an even spread of housing age in Winslow. The majority of Winslow's oldest homes were constructed on small lots in the northwest and western parts of town, with water and sewer services. It was not until recent decades that the majority of homes were constructed in rural areas.

Year Structure Built	Units	Percent
1990 to 1999	410	11%
1980 to 1989	466	13%
1970 to 1979	711	20%
1960 to 1969	587	16%
1940 to 1959	734	20%
1939 or earlier	683	19%

Winslow has a large number of rental units, about 25 percent (816 units) in 2000. Rental units, especially multi-family units, are characteristic of more urban patterns. As can be seen in the box at left, Waterville has a rental percentage of over 50 percent, while rural Benton and China have percentages under 20 percent. Kennebec County as a whole is at 28.8 percent. Winslow, like the county it sits in, is generally a rural area, though there are urban sections.

<u>Town</u>	<u>2000 Rental Percentage</u>
Winslow	25.0 %
Waterville	50.9 %
Benton	13.2 %
Fairfield	24.3 %
China	16.4 %

Affordability:

Housing affordability can be boiled down to the following statement: A household earning the median household income should be able to purchase a home that sells for the median sales price. Although the complete equation is more complex, generally, a region's "affordability" is measured by how much the median home sales price fluctuates from the median household income.

Analysts have long held to the 30% rule, meaning a household should not spend more than 30% of its income on housing; otherwise they will not have sufficient funds to pay for other necessities such as food and healthcare. In attempting to make numerical analysis of affordable housing easier, the "affordability index" was created. The Index basically follows the 30% rule, and if the Index equals 1.00, then the median household income is sufficient to afford the median home price. If the Index is greater than 1.00, then the median household income can purchase more than the median home; similarly, an Index less than 1.00 means that a median household income cannot purchase the median-priced home. The table below indicates that although the overall affordability in Winslow is positive, meaning an Affordability Index greater than 1.00, the trend is moving in the wrong direction.

Year	Affordability Index	Median Home Price	Median Income	Income Needed to Afford Median Home Price	Home Price Affordable to Median Income
2002	1.16	\$84,900	\$36,581	\$31,529	\$98,503
2003	1.32	\$89,000	\$42,651	\$32,431	\$117,046
2004	1.03	\$108,250	\$40,776	\$39,738	\$111,078
2005	1.03	\$114,900	\$42,448	\$41,285	\$118,136
2006	1.03	\$126,000	\$44,476	\$43,215	\$129,677

Though Winslow's affordability index is trending in the less affordable direction, it is important to place this statistic in the proper context. Housing prices across the nation increased astronomically during the period from 2002 to 2006, so much so that when that bubble burst, it created one of the worst economic recessions since the Great Depression. Therefore, for Winslow's affordability index to decrease to 1.03 at the height of the recent great housing boom indicates that Winslow is really a very affordable town.

Year 2006 Housing Statistics for Various Regions in Maine

Location	Affordability Index	Median Home Price	Median Income	Income Needed to Afford Median Home Price	Home Price Affordable to Median Income
U.S. Congressional District 1	0.70	\$218,000	\$49,557	\$70,525	\$153,186
Maine	0.73	\$185,000	\$44,488	\$61,270	\$134,329
Kennebec County	0.90	\$139,000	\$41,634	\$46,402	\$124,718
Waterville Micropolitan Housing Market	0.91	\$124,000	\$37,930	\$41,503	\$113,323
Winslow	1.03	\$126,000	\$44,476	\$43,215	\$129,677

Note that in the table above, Winslow's affordability index is decidedly greater than any region in which the town is a member. The conclusion, then, is that Winslow provides an affordable housing option to residents unlike most other towns in the region.

We can also document Winslow's affordability without use of the affordability index. If the median is by definition 50%, or half above and half below, then if more than 50% of households are unable to afford the median home price, there is an affordability problem. According to the table below, only 48% of Winslow households are unable to afford the median home price. This means that 52% of households *can* afford the median home price.

Year 2006 Housing Statistics for Various Regions in Maine

Location	Percentage of households Unable to Afford Median Home Price	Number of Households Unable to Afford Median Home Price
Congressional District 1	73.5%	215,105
Maine	66.5%	369,128
Kennebec County	55.4%	28,361
Waterville Micropolitan Housing Market	53.9%	10,037
Winslow	48.3%	1,695

Similar statistics exist for renters in Winslow:

Year 2006 Housing Statistics for Various Regions in Maine

Location	Percent of Households Unable to Afford Average 2BR Rent	Number of Households Unable to Afford Average 2BR Rent
Maine	58.4%	90,707
Congressional District 1	57.3%	48,447
Kennebec County	53.5%	7,735
Waterville Micropolitan Housing Market	53.3%	3,131
Winslow	49.0%	444

Analysis and Key Issues

Diversity is the key component to housing affordability. As demonstrated earlier in this chapter, there is an even spread in the age of housing. Roughly one-quarter of homes are multi-family. Single-family stick-built homes exist on lot sizes ranging from 8,000 square feet to over one hundred acres. Winslow is a diverse dwelling unit town.

Nonetheless, there is reason for concern. Recent development patterns indicate that Winslow may be losing touch with the very diversity that has provided such historical affordability.

Dwelling Units Constructed in Winslow

Zoning District	Year						TOTAL
	2001	2002	2003	2004	2005	2006	
Rural	18	21	14	21	28	21	123
Low Density Residential		1					1
Medium Density Residential		1	6	1	2		10
High Density Residential				1		1	2
Multi Family Residential	9	12	9	9	8	13	60
TOTAL	27	35	29	32	38	35	196

The table above indicates that the vast majority of recent dwelling unit construction has occurred in the Rural Zoning District. This zoning district has a minimum two acre lot size, and no public water or sewer connections. Residents in rural areas must also drive everywhere. Not only is this sprawling development pattern bad for the environment, it also limits the diversity of housing stock available to residents. Quite simply, homes on larger lots in rural areas are more expensive than homes on smaller lots with public utilities in more dense areas.

Town officials, perhaps in partnership with local private organizations, need to encourage more development of diverse housing options. Currently, there are over ten zoning districts in Winslow, each with its own development standards, and each permitting only certain types of development. Some affordable housing-specific projects can only occur when conditions are ripe, such as when a certain property becomes available. Constructing and selling affordable housing is by nature a tenuous process, with little financial wiggle room, so any setback could squash the project. Multiple development zones increase the likelihood that affordable housing projects need to take an extra step of obtaining a variance to standards, which increases the costs for the project. Multiple zones with varying standards also, by definition, segregate. Diversity creates affordability, and the more opportunity to create diverse housing, the greater the likelihood that that housing will be affordable.

Diversity by definition means different types of housing. Affordable housing need not be large apartment complexes, nor are mobile homes the only type of affordable single-family homes. It is possible to design smaller homes in the same architectural style as surrounding larger homes, thus reducing the stigma associated with affordable units. It is also possible to

design affordable neighborhoods within the larger community architectural style, again, limiting the stigma. Essentially, affordable housing need not be “low-class” housing.

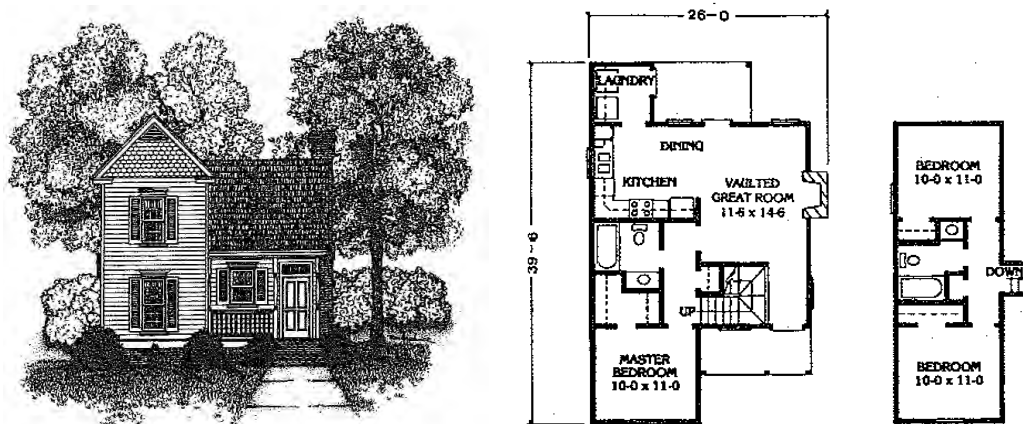


Figure courtesy Randall Arendt, *Rural by Design*, 1994, p. 150

The home in the figure above contains 1,100 sq. ft., and sits comfortably on a 50-foot wide lot. A driveway runs down the side of the lot, leading to a garage in the rear. At 125 feet long, the lot can be as small as 6,250 sq. ft. Naturally, this type of housing can only occur with public water and sewer, but it is also precisely the type of housing that was built in northwestern Winslow in the early 20th century – and remains popular today. This 3 bedroom home is an ideal and affordable “starter” home – but also one that will never be built with minimum lot sizes even as low as 10,000 sq. ft.

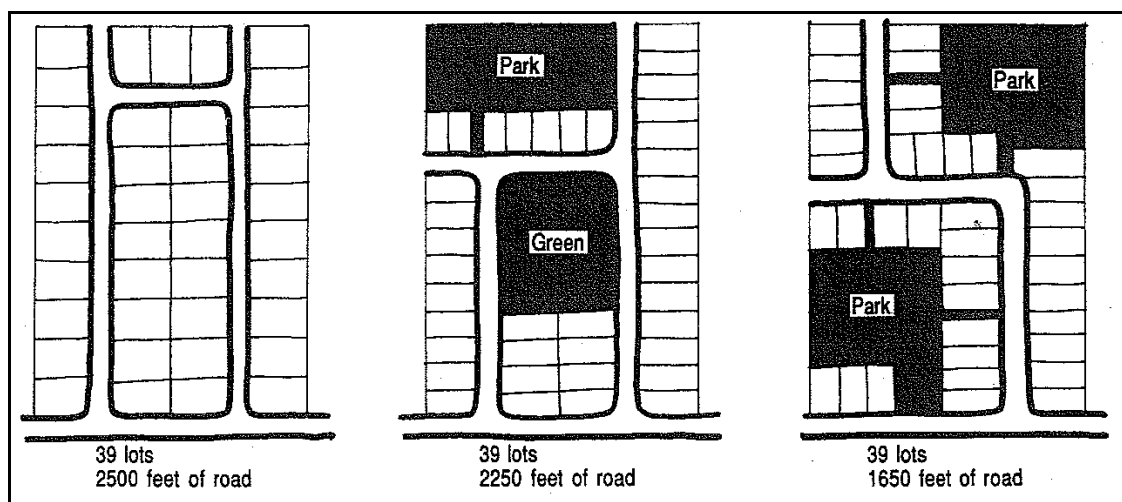


Figure courtesy Randall Arendt, *Rural by Design*, 1994, p. 152

Diverse affordable housing can also be constructed by focusing on site plan design. In the figure above, three scenarios of development are proposed, each containing the same number of lots, but with varying degrees of lot size and road lengths. As the construction costs for the developer are reduced, by lowering things like road/infrastructure costs, individual homes become more affordable. Naturally, in the two scenarios above with parks, the lot size is reduced and therefore the homes are smaller. However, there is still a strong likelihood of the homes selling, not just because the cost will be lower, but also because people love

neighborhood parks. Couple this site plan layout with well-designed homes, and the product is a beautiful new neighborhood of affordable homes.

Affordable housing can also be “hidden” in a neighborhood. The word “duplex” has a negative connotation, but two-family housing can just as easily appear to be a large stick-built home as it can a manufactured “cheap” home. Nobody would ever suspect that the beautiful Georgian home in the figure below is in fact a two-family house.

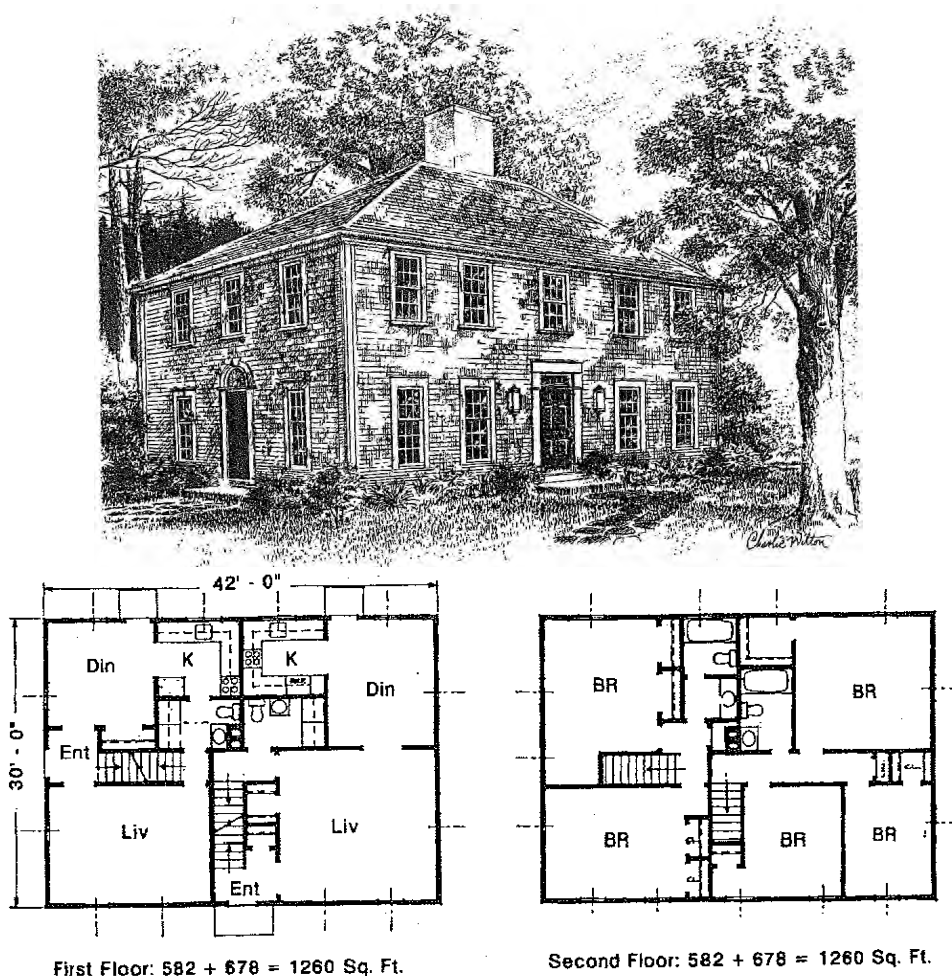


Figure courtesy Randall Arendt, [Rural by Design](#), 1994, p. 156

Coupling individual home architecture with site design yields development that is affordable and preserves small town and neighborhood character. One can imagine a neighborhood that contains a mixture of single-family and two-family units, but with both types of homes having similar exteriors. The figure below shows what would appear to be a wealthy development with large single-family stick-built homes. In reality, the figure below shows one part of a 35-unit development in Amherst, Massachusetts called Outer Commons. There are three “commons” to this development, which means there are three common central greenspaces. Surrounding each common are residences, including ten affordable dwellings in five two-family homes designed to look like large, traditional single-family homes. The 18 acre development also contains an extensive trail network.

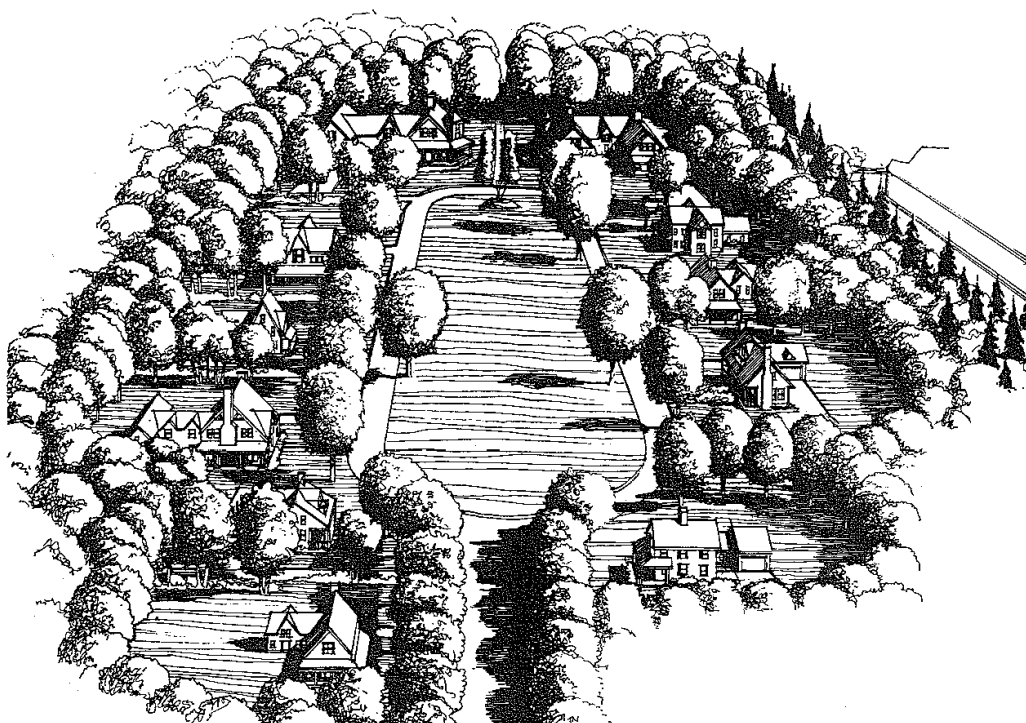


Figure courtesy Randall Arendt, [Rural by Design](#), 1994, p. 153

We must also recognize that the population in Winslow is aging. In addition to small and affordable “starter” homes for young families, Winslow officials must be planning for small and affordable senior housing units. Better to set up the regulatory framework now that will encourage that type of development.

The Kennebec Valley Community Action Program (KVCAP) is a non-profit regional organization offering affordable housing services. They provide first-time homebuyer counseling, assist with construction and financing of homes, and are committed to energy efficiency for low maintenance costs over the life of the home. KVCAP services are available in Winslow. In addition to KVCAP, the Waterville Area Habitat for Humanity uses volunteer labor and donated materials to construct affordable homes.

Policies

- The town should encourage and promote adequate workforce housing to support the community and region’s economic development.
- The town should ensure that land use controls encourage the development of quality affordable housing, including rental housing.
- The town should seek to achieve at least 10% of all housing built or placed during the next decade be affordable.

- The town should encourage and support the efforts of the regional housing coalitions in addressing affordable and workforce housing needs.

Strategies

- ✓ The town should enact or amend growth area land use regulations to increase density, decrease lot size, setbacks and road widths, or provide incentives such as density bonuses, to make housing less expensive to develop.

The Planning Board and Town Council should amend the zoning ordinance to reflect recommendations made in Future Land Use Plan of this Comprehensive Plan. As it applies to housing the Future Growth Area would encourage affordable housing by reducing lot size requirements and allowing all types of housing. The Planning Board should recommend zoning changes to the Town Council in 2009.

- ✓ The town should allow the addition of at least one accessory apartment per dwelling unit in growth areas, subject to site suitability.

In addition to allowing all types of residential development, the Future Growth Area should also allow at least one accessory apartment per dwelling unit. This would help alleviate the need for separate senior housing complexes, and encourage more diverse neighborhoods. The Planning Board should also make this recommendation to the Town Council in 2009.

- ✓ The town should continue to support community affordable housing committees and regional affordable housing coalitions.

The Town Council should make it a priority to keep a town official on local affordable housing committees and regional affordable housing coalitions. The Town Council should invite KVCAP and the Waterville Area Habitat for Humanity to a meeting for discussion on affordable housing collaborations. The Planning Board should invite local developers to a meeting to discuss alternative development scenarios, such as “hiding” affordable housing within a traditional development. These meetings should take place by 2010.

- ✓ The town must designate a location in growth areas where mobile home parks are allowed pursuant to 30-A M.R.S.A. §4358(3)(M).

As stated earlier, the new growth area should allow for all types of housing, including mobile home parks.

Recreation



Maine is Vacationland. What does this mean? Well, for starters, it means that people who live in Winslow have access to recreational opportunities typically associated with vacations.

Unorganized Recreation

The water and other natural resources spread throughout town were documented earlier in this Plan. Those resources are not only natural and habitat resources, but also recreational resources for residents and visitors alike. Unorganized recreation, taking advantage of these local resources, is typically “organized” by private entities.

The Fort Halifax Snowdrifters is a local snowmobiling club. Their current map of snowmobile trails in Winslow can be found at the end of this chapter. The Snowdrifters maintain approximately 35 miles of local trails. Winslow not only contains numerous local trails, but a major Interconnected Trail System route passes through town (ITS 85). This major trail runs from Augusta to Fort Kent, providing residents easy access to trails throughout the entire state without having to leave the snowmobile. The ITS trail also brings in riders from all across the state, passing through Winslow on their tours, and oftentimes stopping in their travels. Maintenance of this ITS trail not only provides a major recreational opportunity to residents, but is also a boon to the winter economy.

Kennebec Messalonskee Trails (KMTrails) is a regional hiking and biking organization. Their map of trails is also published at the end of this chapter. In addition to hiking and bicycling, some trails can be used for cross-country skiing in the winter. KMTrails provides more of a facilitator role than construction and maintenance. They help form the partnerships necessary for construction and maintenance, working with public and private entities. As the name implies, KMTrails are focused along the Kennebec and Messalonskee Rivers, although there are some efforts to incorporate and connect with trails along the Sebasticook River. The trail network is thus limited to the northwest corner of Winslow. However, the goal of these trails is to provide non-motorized “unorganized” recreation to urban residents, so the fact that the trails focus on the “urbanized” central Maine region of Oakland, Waterville, Winslow, Benton, and Fairfield is exactly the point.

The Bicycle Coalition of Maine, a state organization, promotes regional bicycling opportunities. A major bicycle path, known as the Waterville-China Lakes tour, passes through the town of Winslow (map of tour can be found at the end of this chapter). By starting in the urban area of Waterville and Winslow, a major benefit of this path is providing unorganized recreation to urban residents, without first requiring that those residents travel in vehicles.

Maine contains stunning national parks, such as Acadia, as well as renowned state parks, such as Baxter. The unorganized recreational opportunities in these parks is obvious. However, the irony is that one must drive long distances to access these wild places. Driving in vehicles causes pollution that harms the very wild places being visited. Additionally, not all residents, especially urban residents, have access to vehicles or have the ability to travel in vehicles to major parks. Urban links to unorganized trails not requiring vehicles help urban residents understand their relationship to nature and appreciate those natural resources providing the recreation. These links also enhance urban living by providing access to unorganized recreation increasingly considered only accessible in rural areas. People can enjoy the benefits of urban living, while also enjoying many benefits of rural living.

A grand dream of the movement to provide urban links to unorganized recreation is known as the East Coast Greenway. The plan of the Greenway is to connect Key West, Florida to Calais, Maine through a continuous pedestrian and bicycle path (see map at end of chapter). Thus, urban residents all along the eastern seaboard could gain access to traffic-free trails and recreational opportunities well outside city limits. Section 3B of the Maine stretch of the East Coast Greenway runs through Winslow (see map at end of chapter). Winslow residents, even urban residents, are connected to a wide and expanding network of unorganized recreational opportunities.

Organized Recreation

Schools in the United States have long provided organized sports opportunities, and municipal governments have long provided public parks and playgrounds. Local public parks, unlike state and national parks, are typically neighborhood-sized and contain either playground equipment or ball fields.



Neighborhood playground in northwest Winslow

There are over 100 acres of public greenspace in Winslow. Of this amount, approximately 60 acres (including school athletic fields) are used for organized recreation. In addition to outdoor sports, Sukee Arena provides indoor hockey and soccer facilities for many

local and regional organizations. The arena is located in the industrial park off the Augusta Road in southwest Winslow.

The town employs three part-time workers (no full-time employees) in the Parks & Recreation Department, whose responsibilities include maintenance of the outdoor fields and organization of programs. A volunteer Board of Parks & Recreation oversees program development and activities. Active recreational opportunities abound in northwest Winslow, ranging from large high school facilities to neighborhood playgrounds.



Soccer field on Halifax Street

Like development in general, organized recreational opportunities are centered in western Winslow. All three school levels, elementary, middle, and high, are located in northwestern Winslow, including their associated recreational fields. Organized recreation opportunities for children, including outdoor neighborhood playgrounds, are well-located in Winslow.

There are not many indoor recreation opportunities. There is no large, centrally-located community center. Something like this would be ideal given the aging population – someplace for seniors to continue their active recreation even during the long winter months. The Alford Center in Waterville is a highly successful collaboration between private and public entities. Perhaps something similar could occur in Winslow. A community center would also allow the town to provide recreational activities beyond traditional outdoor sports. Currently, specialized programs such as music or dance lessons are not provided by the parks & recreation department.

Analysis and Key Issues

Recreation is impossible without access. Maine has a long tradition of public recreational access to private lands. These collaborative compacts allow for opportunities such as snowmobiling and walking/biking trails. Motorized and non-motorized trail maps can be found at the end of this chapter.

Public access from Fort Halifax Park entails a grassy riverbank slowly grading down to the Kennebec River. This access point allows for easy canoeing and kayaking; however, does not provide for larger boat access. With the removal of the Fort Halifax Dam, this public access point can now provide canoe and kayak recreation along the Sebasticook River.



Access to the Kennebec River from Fort Halifax Park

The access point to the Kennebec River pictured above, though public, is not publicly maintained. It is not a state-maintained boat launch; and there is no state boat launch from Winslow into either the Kennebec or Sebasticook River. Additionally, there is no public access point, state-maintained or otherwise, to Pattee's Pond.

Pattee's Pond, as documented earlier in this Plan, is a wonderful resource. It is thoroughly enjoyed by those living on, and visiting the Pond. The Maine Department of Inland Fisheries and Wildlife stocks Pattee's Pond with brook trout. Numerous other fish species exist in the Pond, such as chain pickerel, smallmouth bass, and white and yellow perch. Pattee's Pond is currently open to ice fishing from the time ice forms in the fall to March 31, with no special regulations.

Camp Caribou is a boys summer camp on the north side of Pattee's Pond, established in 1922. It covers approximately 200 acres, including the entire large peninsula jutting south into the Pond. In addition to the hundreds of boys who descend upon Winslow every summer, Camp Caribou hosts the Maine Becoming an Outdoors Woman program. This program, which occurs throughout North America, began approximately 20 years ago with the philosophy that many women prefer learning hunting, fishing, and outdoor skills in a non-competitive atmosphere with other like-minded women. The three-day introductory skills workshop is held at Camp Caribou every fall.

Camp Caribou is a wonderful private recreation asset in Winslow. Nonetheless, local officials must seriously collaborate with state and private organizations to develop both a public boat launch and a public beach on Pattee's Pond.

Town residents should also seriously consider investing in non-sports recreation activities. Most public parks and playgrounds are in good shape; in fact, most of the money for the parks & recreation department goes towards maintaining those parks and playgrounds. However, as stated earlier, there is a dearth of indoor recreation, such as space for elderly activities and music and dance. This type of recreation could be provided with a large community center, or a series of small specialized community centers. Alternatively, the town could contract with the Alford Community Center in Waterville, allowing Winslow residents access to those services.

Policies

- The town should maintain and upgrade (as necessary) existing recreational facilities to meet current and future needs.
- The town should preserve open space for recreational use as appropriate.
- The town should seek to achieve at least one major point of public access to major water bodies for boating, fishing, and swimming; and work with nearby property owners to address concerns.

Strategies

- ✓ The town should create a list of recreation needs or develop a recreation plan to meet current and future needs.

The Parks and Recreation Board should update current and future recreational needs, based upon resident input and this Comprehensive Plan. The Board should then present a prioritized list of needs to the Town Council, for discussion of strategies for addressing the needs. The Parks and Recreation Board should present this list to the Town Council by 2010.

- ✓ The town should include any capital needs identified for recreation facilities in the Capital Improvements Plan.

The Director of Parks and Recreation should continue providing annual recommendations to the Town Manager on capital investment plans for the recreation department.

The Board of Parks and Recreation should investigate public-private partnerships in developing a community center. The Board should talk to representatives from the Alford Community Center in Waterville to assist in developing a plan for expanded recreational opportunities including non-sports recreation.

- ✓ The town should work with public and private partners to extend and maintain a network of trails for motorized and non-motorized uses. These trails should connect with regional trail systems where possible.

The town should continue to support local organizations, such as the Fort Halifax Snowdrifters and Kennebec Messalonskee Trails. These and other local organizations should be encouraged to make annual presentations to the Planning Board to keep the Board abreast of potential future conflicts between development and recreation.

- ✓ The town should work with a local land trust or other preservation organization to pursue opportunities to protect important open space or recreational land.

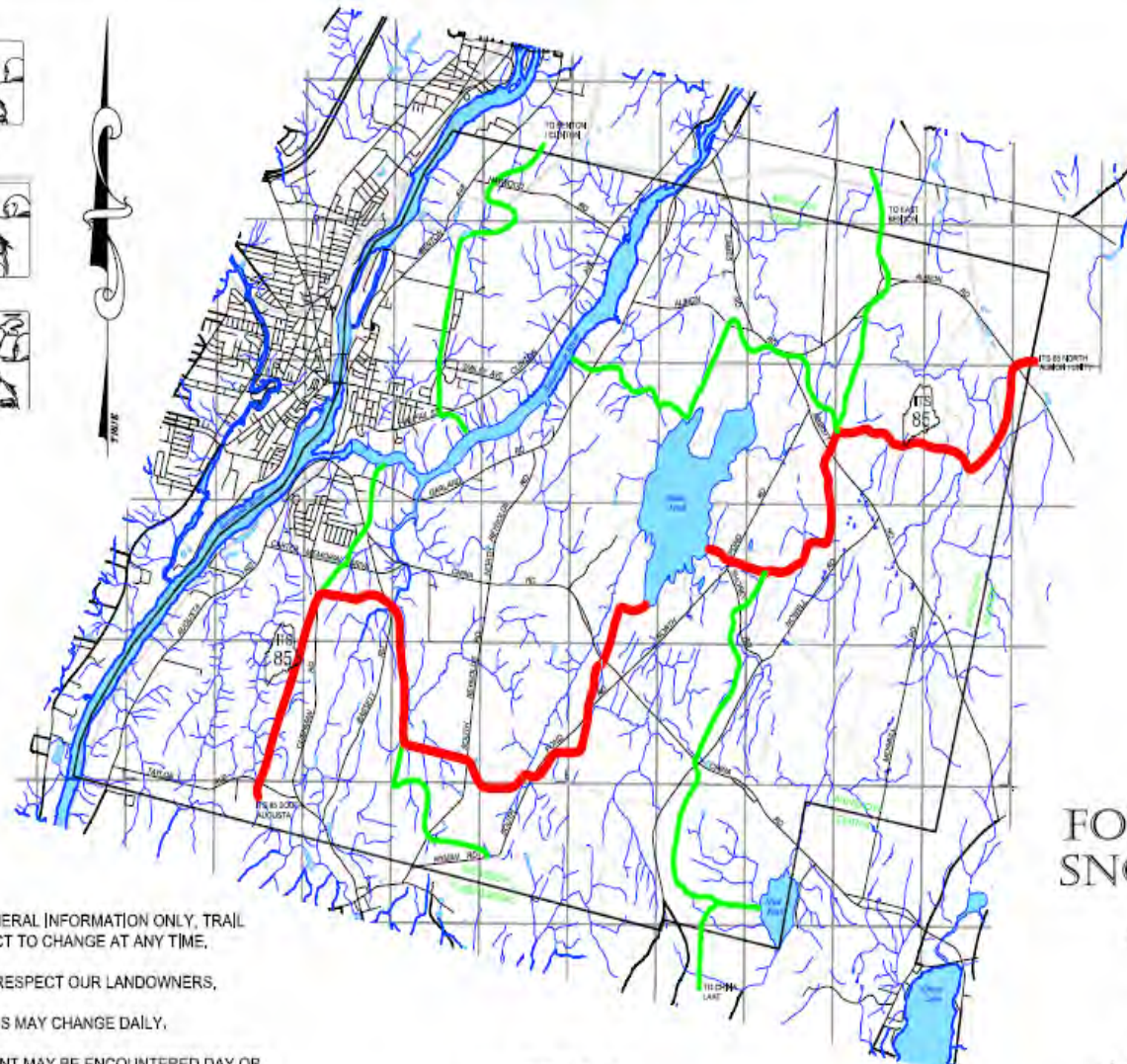
See the strategy for creation of a Resources Protection Fund in the Fiscal Capacity chapter.

- ✓ The town should provide education regarding the benefits and protections for landowners allowing public recreational access on their property.

The Planning Board should invite local organizations, such as Kennebec Messalonskee Trails, to present the benefits of public access during a meeting. The presentation can be summarized into a brochure that the CEO can distribute to landowners. The Planning Board should receive the brochure by 2011.



The snowmobile should be in a slight arc to the right. The left hand and foot follow. The snowmobile should be in a slight arc to the right.

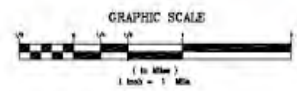


FORT HALIFAX SNOWDRIFTERS

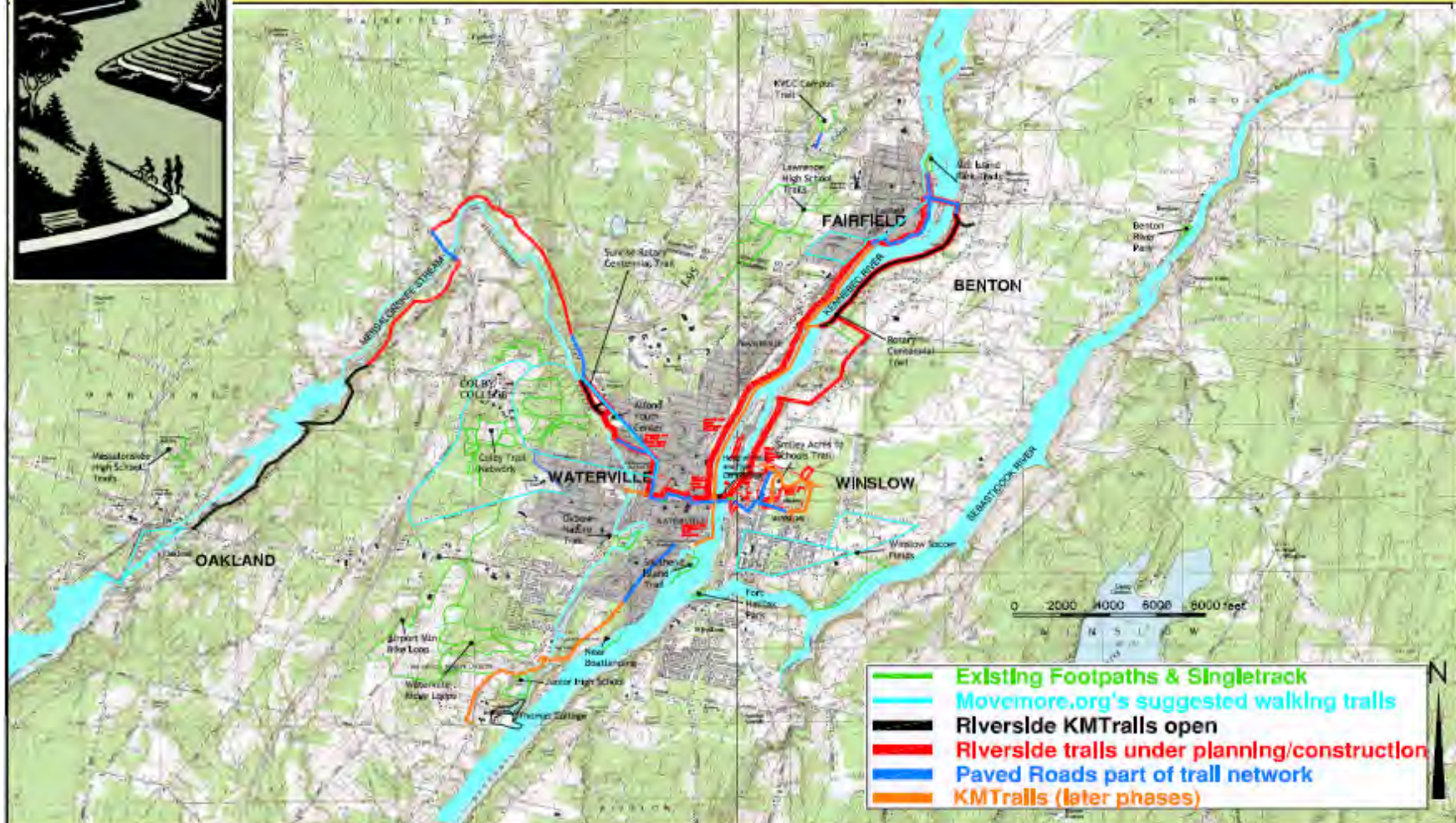
SNOWMOBILE
TRAIL MAP
OF THE
TOWN
OF
WINSLOW
2007-2008

MAP AND TRAIL NOTES

1. THIS TRAIL MAP IS FOR GENERAL INFORMATION ONLY, TRAIL LOCATIONS MAY BE SUBJECT TO CHANGE AT ANY TIME.
2. STAY ON MARKED TRAILS, RESPECT OUR LANDOWNERS.
3. CAUTION: TRAIL CONDITIONS MAY CHANGE DAILY.
4. TRAIL GROOMING EQUIPMENT MAY BE ENCOUNTERED DAY OR NIGHT. **SNOWMOBILES MUST ALWAYS YIELD TO GROOMING EQUIPMENT.**
5. TRAILS END AT WATERS EDGE, PASS AT YOUR OWN RISK, CHECK LOCAL ICE CONDITIONS BEFORE HEADING OUT.



Kennebec Messalonskee Trails



East Coast Greenway®

A Trail Connecting Cities

Maine to Florida

Proposed Route Corridor

Rev. March 2008





Tour #11 Waterville-China Lakes

Challenging hills and excellent views make this 49 mile loop a pleasure in spring, summer or fall. The ride starts from Waterville, home of Colby College. It then crosses the Kennebec River into the China Lakes region, one of most popular recreational areas in Maine and some of the state's most attractive agricultural lands. Views abound from the hills above China Lake and the villages along the way are charming. The route is very hilly, and low gearing is essential. The hills are generally short but can be quite steep. There are endless possibilities for places to picnic. Plan on a full day, as this ride should not be rushed.

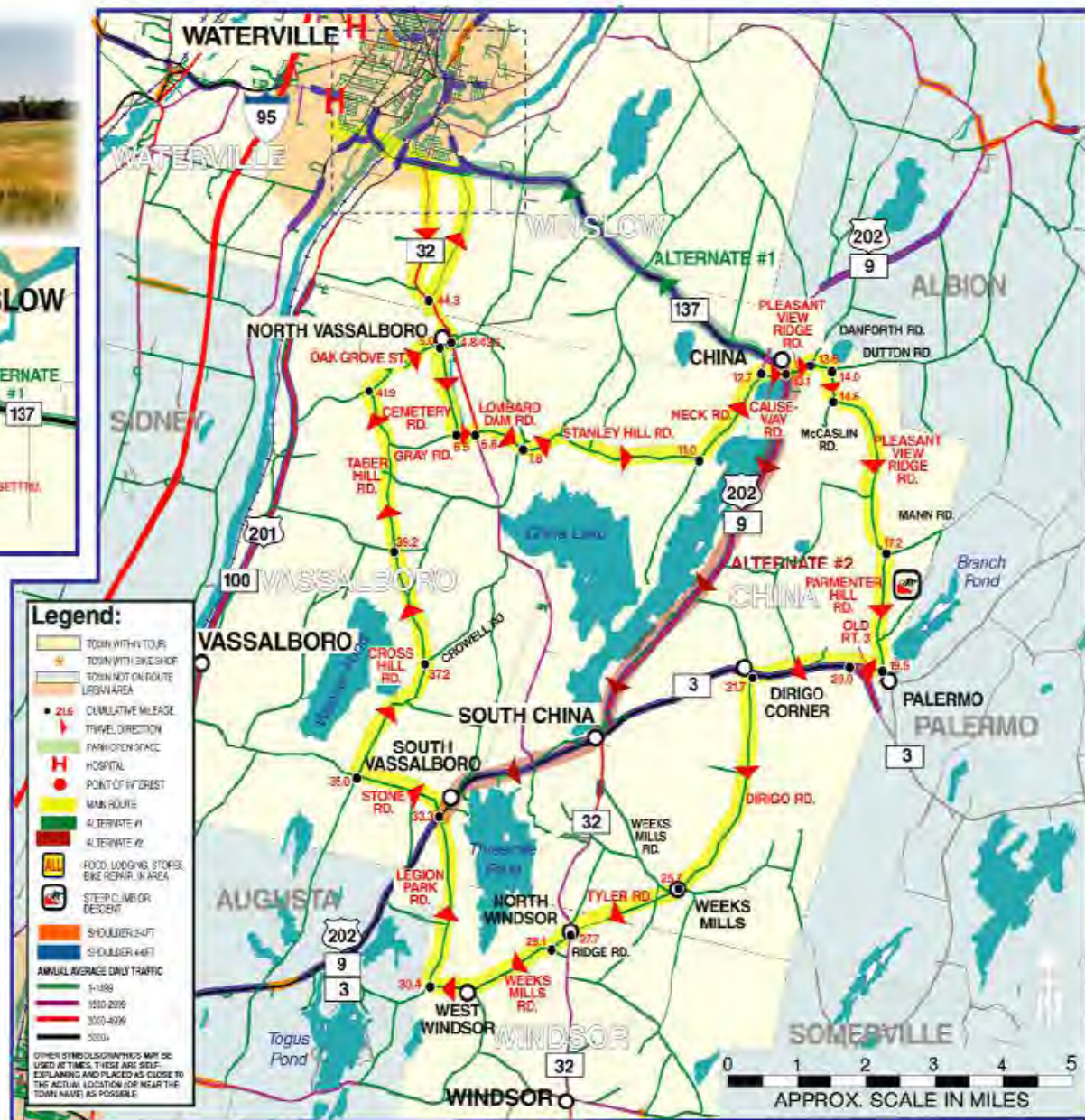
Two shorter loops are provided. A 22 mile loop includes a tour of the China Lake region and a return to Waterville. A 40 mile loop eliminates one of the steep climbs on the eastern end of the loop.

Special features: Views of Kennebec River, China Lake and surrounding country; historic Palermo; excellent picnic spots; picturesque small towns and farmland.

Road conditions: Generally good, short stretch of well graded unpaved road (for 0.6 mile on Parmenter Hill Road suitable for wider road bike tires).

Services: NO bike shops on the route, be sure to carry basic tools and spare parts. Bike shop off route (CM Cycle, Waterville 207-873-5430); other accommodations, contact China Area Business Betterment Association, P.O. Box 189, South China, ME 04358, 207-445-2890.

Cautions: Heavy traffic in Waterville, particularly on the bridge, but there is a wide shoulder, traffic and NO shoulder on ME 32; moderate traffic on Cross Hill Road; fast-moving traffic, blind hills and NO shoulders on secondary and back roads.



DISTANCE: 22, 40, and 49 Miles
TERRAIN: Hilly

Tour #11 Waterville and China Lakes

Ride 11 - Waterville and China Lakes Tour

Distance:	22, 40, and 49 mile loops
Terrain:	Hilly

Challenging hills and excellent views make this 49-mile loop a pleasure in spring, summer or fall. The ride starts from Waterville, home of Colby College. It then crosses the Kennebec River into the China Lakes region, one of most popular recreational areas in Maine and some of the state's most attractive agricultural lands. Views abound from the hills above China Lake and the villages along the way are charming. The route is very hilly, and low gearing is essential. The hills are generally short but can be quite steep. There are endless possibilities for places to picnic. Plan on a full day, as this ride should not be rushed.

Two shorter loops are provided. A 22-mile loop includes a tour of the China Lake region and a return to Waterville. A 40-mile loop eliminates one of the steep climbs on the eastern end of the loop.

Special features: Views of Kennebec River, China Lake and surrounding country; historic Palermo; excellent picnic spots; picturesque small towns and farmland.

Road conditions: Generally good; short stretch of well-graded unpaved road (for 0.8 miles on Parmenter Hill Road suitable for wider road bike tires).

Services: No bike shops on route; be sure to carry basic tools and spare parts. Bike shop off route (CM Cycle, Waterville, 207-873-5490); other basic services available on route. For camping and other accommodations, contact China Area Business Betterment Association, P.O. Box 189, South China, ME 04358, 207-445-2890.

Cautions: Heavy traffic in Waterville, particularly on the bridge, but there is a wide shoulder; traffic and no shoulder on ME 32; moderate traffic on Cross Hill Road; fast-moving traffic, blind hills and no shoulders on secondary and back roads.

Starting point: Ride originates from Runnels Field parking area in Waterville. To get there, from I-95 take Exit 33 (Kennedy Memorial Drive) toward downtown Waterville. Turn right on ME 104 and go 0.5- mile. Turn right on Louise Avenue and look for signs to Runnels Field (a baseball field and park) on the left.

Please note: The Maine Bicycle Tours are published by the Maine Department of Transportation (MDOT) as an aid to bicyclists. All routes

shown on these tours are on regular state and local roads used by automobiles, trucks, buses and other motorized vehicles. The MDOT in no way warrants the safety or suitability of the routes indicated on these tours for shared bicycle/motor vehicle use or for use by young and/or inexperienced riders. Bicyclists assume the risk for their own safety at all times when traveling on the indicated routes.

Although the MDOT has made a reasonable effort to ensure that the information contained in this guide is correct as of the date of publication, the actual conditions riders encounter may vary, and the Department in no way warrants its accuracy. MDOT assumes no liability for personal injuries or property damage suffered by bicyclists.

Mileage readings may vary. We recommend you carry a detailed map of the area with you. All roads on this ride can be found in the Maine Atlas and Gazetteer from DeLorme Mapping Co.
(www.delorme.com).

!	0.0	From the Runnels Field Parking Area in Waterville turn right on Louise Avenue and go 0.2-mile to the West River Road (ME 104).
!	0.2	Turn right at stop sign on the West River Road (ME 104) and go 0.1 mile to an intersection with an unmarked road.
!	0.3	Turn left on unmarked road following signs to Sidney, China and ME 137. Go 0.3-mile to ME 137.
!	0.6	Turn right on ME 137 and go 1.1 miles, following signs for China/Sidney. Cross over the Kennebec River on the "new" bridge.
! OPTION	1.2	Stay straight at traffic light and intersection with ME 201. <i>Side Trip: Turn left for a side trip to the town of Winslow.</i>
!	1.7	Turn right on ME 32 at the traffic light (this turn will be at the second traffic light after the bridge) and go 3.1 miles to North Vassalboro.
	4.1	Enter North Vassalboro.
CS	4.7	Quick Stop convenience store.
!	4.8	Turn right on Oak Grove Street (Oak Grove Street is the first right after the Kennebec Bean Company) and go 0.2-mile to Cemetery Road.
!	5.0	Turn left on Cemetery Road (Cemetery Road is the second left after crossing small bridge on Oak Grove Road) and go 1.5 miles to the Gray Road.
!	6.5	Turn left at stop sign on the Gray Road and go 0.3-mile to ME 32.

LEGEND: **!**: Important tour directions. **CS**: Convenience store. **I**: Information, tour services. **A**: Accommodations, non-camping. **C**: Camping location. **R**: Restaurant. **S**: Scenery.
ATM: Automatic teller machine location. **HX**: Historic interest site. **H**: Hiking trailhead/crossing. **P**: Picnic site. **BS**: Bicycle Shop. **OPTION**: Optional side trip.

!	6.8	Turn left at stop sign on ME 32, cross small bridge, and immediately turn right on Lombard Dam Road. Go 1.0 mile to the Stanley Hill Road.
!	7.8	Go straight at stop sign on Stanley Hill Road for 3.2 miles to the Neck Road. Caution: Dangerous intersection -- check carefully for cars on the left.
!	11.0	Bear left at stop sign on the Neck Road and go 1.7 miles to China Village.
	12.5	Enter China Village.
! OPTION	12.7	Turn right at stop sign on Causeway Road and go 0.4-mile to US 202. <i>ALTERNATE 1: For a short 22-mile loop, continue straight here for 0.3 mile and turn left on ME 137. Follow ME 137 for 7.0 miles to intersection with ME 32. Continue straight at this intersection as you rejoin tour at Mile 47.2.</i>
I	13.0	<i>Visit the information kiosk describing area flora and fauna on the left. There is a boat launch facility on right.</i>
!, CS, R	13.1	Go straight at stop sign (there is a convenience store and a restaurant at this intersection), crossing US 202, on the Pleasant View Ridge Road (may also be called the Danforth Road) for 4.1 miles to the Mann Road. <i>ALTERNATE 2: For an intermediate 40-mile loop, turn right on US 202 and follow it for 6.9 miles to ME 3. Turn right on ME 3 and follow it for 3.2 miles to Stone Rd. Turn right on Stone Rd. and rejoin tour at Mile 33.3. Note that US 202 and ME 3 have considerable traffic but wide paved shoulders.</i>
	13.6	Bear right on Pleasant View Ridge Road. Danforth Road forks left.
	14.0	Bear right staying on Pleasant Ridge Road. Dutton Road forks left. Caution: Sharp turn!
	14.6	Bear left staying on Pleasant Ridge Road. McCaslin Road forks right.
!	17.2	Bear right on the Parmenter Hill Road (Mann Road merges on the left) and go 2.3 miles to Palermo. Caution: Pavement ends-begin steep climb up Parmenter Hill.
!, S	18.0	Pavement resumes. <i>Outstanding views from here!</i>
! OPTION	19.5	Turn right on Old Route 3 (the Branch Mills Union Church is on the right) and go 0.5-mile to ME 3. <i>Side Trip: The scenic and historic village of Palermo is 0.1-mile to the left.</i>

LEGEND: **!**: Important tour directions. **CS**: Convenience store. **I**: Information, tour services. **A**: Accommodations, non-camping. **C**: Camping location. **R**: Restaurant. **S**: Scenery.
ATM: Automatic teller machine location. **HX**: Historic interest site. **H**: Hiking trailhead/crossing. **P**: Picnic site. **BS**: Bicycle Shop. **OPTION**: Optional side trip.

!, CS	20.0	Bear right on ME 3 and go 1.7 miles to the Dirigo Road. Convenience Store (Tobey's) on the left.
CS	21.1	Frontier Village Market on the right.
!	21.7	Turn left at flashing yellow light on the Dirigo Road and go 4.0 miles to Weeks Mills.
	25.4	Enter Weeks Mills.
!	25.7	Turn right at stop sign, cross bridge, and immediately bear left on Tyler Road (Weeks Mill Road forks right). Go 4.7 Miles to Legion Park Road.
	27.7	Go straight at stop sign and cross ME 32 (Ridge Road), continuing on the Tyler Road.
	28.1	Bear right at yield sign (Tyler Road turns into Weeks Mill Road). 20 Rod Road merges on the left.
!	30.4	Turn right on Legion Park Road and go 2.9 miles to US 202-ME 3/9.
!	33.3	Go straight at stop sign on the Stone Road for 1.7 miles to the Cross Hill Road. Cross US 202-ME 3/9. <i>Stone Road is hilly.</i>
!	35.0	Turn right on Cross Hill Road at four-way intersection. Go 4.2 miles to the Taber Hill Road. Hannaford Hill Road is straight ahead. <i>Look for Cross Hill Farm on the right and a cemetery on the left shortly after turning on Cross Hill Road. Cross Hill Road is hilly.</i>
S	35.6	<i>Gorgeous views from the top of Cross Hill.</i>
C	37.1	Green Valley Camping Area on left.
	37.2	Bear left. Crowell Road forks to the right. There is a white church on the right.
!	39.2	Go straight at stop sign on the Taber Hill Road for 2.7 miles to Oak Grove Road.
S	40.0	Pass Brown's Orchard at the top of Taber Hill. <i>There is a spectacular 360-degree view from here.</i>
!	41.9	Turn right at stop sign on Oak Grove Road (unmarked) and go 1.7 miles to North Vassalboro and ME 32.
!	43.6	Turn left at stop sign on ME 32 and go 0.7-mile to the Bassett Road.
!	44.3	Bear right on the Bassett Road and go 2.3 miles to the Dunbar Road.
!	46.6	Turn left on the Dunbar Road and go 0.6-mile to ME 32.
!	47.2	Turn right on ME 32 and take immediate left at traffic light on ME 137. Go 1.1 miles, crossing the Kennebec River, to an unmarked road. Follow signs to ME 104.
!	48.3	Turn left on unmarked road following signs to ME 104, Augusta, and Sidney. Go 0.2-mile to ME 104.

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!	48.5	Turn right at stop sign on ME 104 (West River Road) and go 0.1-mile to Louise Avenue.
!	48.6	Turn left on Louise Avenue. Louise Avenue will be the second left after turning on ME 104 (West River Road).
!	48.9	Turn left in to the Runnels Field parking lot. This is the end of the ride.

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Maine's East Coast Greenway, Section 3B River Route, 177 miles via Lewiston, Augusta, Waterville and Bangor

1:200,000 Scale Road Map for Planning

Trail Map prepared by: HARBURG & SUTON STRATEGICS, Maine Department of Transportation



AUGUSTA-HALLOWELL



WATERVILLE-WINSLOW

Section 3B extends from Brunswick to Ellsworth via an inland River Route that connects Midcoast Maine to Downeast Maine over its 174 mile length. The River Route offers gorgeous views of Maine's interior that includes the Androscoggin, Kennebec and Penobscot River Valleys. Be sure to leave plenty of time for exploration because there are numerous museums, historical sites, hiking trails and other interesting sites along the way.



AUBURN-LEWISTON



BANGOR-BREWER



Special features:

- Exploration of three river valleys,
- Maine State Capitol in Augusta
- Maine State Museum in Augusta,
- Bates College in Lewiston,
- Colby College in Waterville,
- Historic sections of Bangor.

Complete route descriptions at: 207-624-3252 or at: www.exploremaine.org/bike.



maine's east coast greenway
multi-use trail system

Section 3B. Maine East Coast Greenway: River Route

1

Brunswick to Ellsworth

The Maine East Coast Greenway is the Maine portion of the vision for an 'Urban Appalachian Trail' extending over 2,600 miles from Key West, Florida to Calais, Maine. In Maine, it is a bicycle route that is mainly on existing roads with a few off-road paths included where possible.

The Maine East Coast Greenway has been divided into five distinct sections to aid in trip development and planning:

- Section 1. Kittery to South Portland: Eastern Trail (77 miles)
- Section 2. South Portland/Portland to Brunswick: Casco Bay Route (35 miles)
- Section 3A. Brunswick to Ellsworth via Belfast: Coastal Route (198 miles)
- Section 3B. Brunswick to Ellsworth via Bangor: River Route (177 miles)
- Section 4. Ellsworth to Calais: Downeast Trail (138 miles).

Section 3B extends from Brunswick to Ellsworth via an inland River Route that connects Midcoast Maine to Downeast Maine over its 177 mile length. The River Route offers gorgeous views of Maine's interior that includes the Androscoggin, Kennebec and Penobscot River Valleys. Be sure to leave plenty of time for exploration because there are numerous museums, historical sites, hiking trails and other interesting sites along the way.

Special Features:

Exploration of three river valleys, Maine's Capitol.

Road Conditions:

Generally good; however, some broken pavement, dirt and uneven surfaces and soft shoulders

Services:

There are no bike shops immediately on the route.

Bike shops off the route but relatively close: Center Street Cycles, Brunswick, 729-5309; Rainbow Bicycle, Auburn, 800-244-7576; Moe's Bicycle Shop, 54 Sabattus Street, Lewiston, 783-2641; Mountain Bike Service, Lewiston, 782-7412; Pedal Power, Lewiston, 783-0622; Roy's Bicycle Shop, Lewiston, 783-9090; Xtreme Sports, Lewiston, 777-5234; Auclair's Cycle and Ski, Augusta, 800-734-7171; Woodbury's Recumbent, Monmouth, 933-6020; Hilltop Bike and Ski, Manchester, 623-6219; C M Cycle, 209 College Avenue, Waterville, 873-5490; Mathieu's Cycle and Fitness, Oakland, 465-7564; L & J's Bike Shop, Veazie, 945-9932; Ski Rack Sports, Bangor, 698-6474; Stillwater Recumbents, 827-6461; The Bike Shop, Old Town, 827-5450; Pat's Bike Shop, 373 Wilson Street, Brewer, 989-2900; Rose Bike Shop, Orono, 866-3 525; Bar Harbor Bicycle Shop, Ellsworth, 667-3886.

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Brunswick to Ellsworth

For accommodations contact; Lewiston Chamber of Commerce, 179 Lisbon Street, Lewiston, ME 04240, 207-783-2249; Augusta Chamber of Commerce, 7 University Drive, Augusta, ME 04330, 207-623-4568; Waterville Chamber of Commerce, 1 Post Office Square, Waterville, ME 04901, 207-873-3315; Bangor Chamber of Commerce, 207-947-5205; and Ellsworth Chamber of Commerce, 163 High Street, Ellsworth, ME 04605, 207-667-5584.

Cautions:

Some heavy traffic, especially in urbanized areas, and narrow roads.

Starting Point:

Ride originates from the Androscoggin River Trail in Brunswick located off Water Street in downtown Brunswick.

Please note:

The Maine Bicycle Tours are published by the Maine Department of Transportation (MDOT) as an aid to bicyclists. All routes shown on these tours are on regular state and local roads used by automobiles, trucks, buses and other motorized vehicles. The MDOT in no way warrants the safety and suitability of routes indicated on these tours for shared bicycle/motor vehicle use or for use by young or inexperienced cyclists. Bicyclists assume the risk for their own safety at all times when traveling on the indicated routes.

Although the MDOT has made a reasonable effort to ensure that the information contained in this guide is correct as of the date of publication, the actual conditions cyclists encounter may vary and the MDOT in no way warrants its accuracy. MDOT assumes no liability for personal injuries or property damage suffered by cyclists.

Mileage readings may vary. We recommend you carry a detailed map of the area with you. All roads on this bike tour can be found in the Maine Atlas and Gazetteer from DeLorme Mapping Co. (www.delorme.com).

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!	0	The tour begins at the trailhead of the Androscoggin River Pathway off of Water Street in downtown Brunswick. Parking available. Follow the path for 0.4 miles then turn right to follow the path over the river. Note: The path is to the right of the fence or you can ride the paved shoulder to the left of the fence. The Maine East Coast Greenway: Coastal Route (Section 3A) also begins here, continuing straight, following the pathway along the river.
!	0.4	At the intersection of Route 24 and Route 196 in Topsham, continue straight on Route 196 for 1.4 miles to Route 201. Wide paved shoulder.
!, ATM, CS	1.8	At the intersection of Routes 196 and 201 (Main Street), continue straight on Route 196 for 6.5 miles to Main Street in Lisbon Falls. Bike lanes exist for the first section on Route 196.. All services are available along Route 196 in Topsham or at the Topsham Fair Mall. After crossing I-95, the bike lanes end and Route 196 has wide paved shoulders but high speed, heavy traffic.
!, CS, R, ATM	8.3	Turn sharply to the right on Main Street (Route 125) and follow 2.1 miles to Gould Road. Enter Lisbon Falls. Lisbon Falls has a bank and restaurant. <i>Kitty Corner convenience store.</i>
!	10.4	Take a sharp left on Gould Road, which becomes Upland Road at Route 9 crossing, and continue 3.2 miles to Webster Road in Lisbon.
!, CS, R	13.6	Turn left on Webster Road and proceed 0.1 miles to Route 196 and downtown Lisbon. Enter Lisbon; stores and restaurants.
!	13.7	Cross Route 196 at lighted intersection onto Main Street and proceed 0.3 miles to Pine Woods Road.
!	14.0	Turn right on Pine Woods Road and continue 2.5 miles to Ferry Road (Note: pay attention to road signs as the road names in the Maine Atlas and Gazetteer are not accurate).
!	16.5	At the intersection of Pine Woods Road and Ferry Road turn right on Ferry Road (also called Cotton Road, but named River Road in the Maine Atlas and Gazetteer). Continue 2.2 miles to next road crossing.
!, A, CS, R, ATM S	18.7	Turn left on Ferry Road (which becomes River Road but is unlabeled in the Maine Atlas and Gazetteer) and continue 3.9 miles to Lincoln Street. Enter the City of Lewiston, Maine's second largest city and home to Bates College. Nice views of the Androscoggin River. <i>Many choices for accommodations, food and banking. Contact the Lewiston Chamber of Commerce at 207-783-2249.</i>

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Section 3B. Maine East Coast Greenway: River Route

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Brunswick to Ellsworth

!	22.6	River Road becomes Lincoln Street at intersection with South Avenue. Continue on Lincoln Street 1.4 miles to Cedar Street.
!	24.0	Turn left on Cedar Street and go 0.1 miles to Oxford Street.
!	24.1	Turn right on Oxford Street and go 0.1 miles to Chestnut Street.
! OPTION 1 S OPTION 2 ATM,R,S	24.2	Turn right on Chestnut Street and continue 0.2 miles to Lisbon Street. <i>OPTION: Side trip to Railroad Park located along the Androscoggin River (0.8 miles roundtrip) - Continue 0.1 miles on Oxford Street. Turn left on Beech Street and cross a one-lane bridge over canal. This is the entrance to the park which has fine views of the Androscoggin River. You should see a lighted pedestrian \bike trail which makes a short loop. Return to the intersection of Oxford Street and Chestnut Street to continue on the Bike Tour.</i> <i>OPTION: The City of Auburn is located across the river from Lewiston and is building riverfront walkways and trails as part of its revitalization efforts. All services are available including bike</i>
!,CS, ATM,HX, T,BS	24.4	Turn left on Lisbon Street (note: this is a one-way street) and continue 0.1 miles to Pine Street. Downtown Lewiston, all services available.
!	24.5	Turn right on Pine Street and proceed 0.2 miles to Bartlett Street.
!	24.7	Turn left on Bartlett Street and continue 0.2 miles to College Street. Paved shoulders.
!, S	24.9	Turn right on College Street (designated Bike Route) and continue 5.6 miles to North Hatch Hill Road. Paved shoulder for most of its length. <i>Scenic view of Bates College campus.</i>
!	30.5	Turn right on North Hatch Hill Road that later becomes Sprague Mill Road. Follow this road for 1.9 miles to Bull Run Road.
!,S	32.4	Turn right on Bull Run Road and continue 3.0 miles to Route 132 and Wales Center. Views of Sabattus Pond.
!	35.4	Bull Run Road intersects with Route 132. Cross Route 132 and continue 2.2 miles on Woods Road, which becomes Avenue Road to East Road.
!	37.6	Turn left on East Road and continue 0.3 miles to Route 9/126.
!	37.9	Bear right then immediately left on Route 9/126 and proceed 8.9 miles on Route 9/126 to Spears Corner Road. Paved shoulder.
CS, ATM	39.9	South Monmouth Market convenience store.
S, R	41.9	Len's Fish-N-Chips Country Café. Scenic Woodbury Pond and Sand Pond.

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Section 3B. Maine East Coast Greenway: River Route

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Brunswick to Ellsworth

!, R, CS	46.8	Turn left on Spears Corner Road and continue 1.6 miles to Townhouse Road. <i>Litchfield Country Store and The Inn at Bachelder's Tavern</i>
!, CS	48.4	In West Gardiner continue on Townhouse Road (named Cross Road in the Maine Gazetteer) for 0.8 miles to Litchfield Road. <i>Four Corners convenience store.</i>
!	49.2	Turn right on Litchfield Road and go 5.9 miles to Middle Street. Caution: No shoulder, moderate traffic.
!, HX, R, CS	55.1	Litchfield Rd. curves sharply to the left and becomes Middle St. as you enter Hallowell. Continue 0.4 miles toward Central Street and historic downtown Hallowell. Enter Hallowell, known for its antique shops, restaurants and bakeries.
!, HX, S	55.5	Turn right on Central St. and go two blocks to Second St. The Hubbard Free Library is on your right at this corner. It is the oldest library building in Maine and local and historical information is available. Turn left on Second St. go two blocks and turn right on Winthrop St.
!, S, A, CS, R, I, ATM	55.6	Go one block on Winthrop St. to Water St. (Rt. 201) and turn left. (Use caution at this crossing as traffic is heavy). After turning look for an immediate right into the trail head for the Kennebec River Rail Trail.
!	55.6	Follow the Kennebec River Rail Trail to Water St. in Augusta. <i>This is a newly constructed shared use path that offers fine views of the Kennebec River.</i>
! OPTION	56.8	<i>OPTION: Just past the Augusta Sewage Treatment Plan there will be a paved shared use path leading up the hill to the left. Turn here for the Augusta Capitol, Maine State Museum and Governor's Mansion. Follow the path through the parking lot to Union St. Turn left on Union St., cross through the traffic signal at State St. and the Museum and State Capitol will be ahead. The Blaine House, Governor's mansion is located one block to the right at Capitol Street. Tours are available; call 287-2301 for information on Capitol attractions.</i>
!, R, CS, ATM, I	57.7	Where the trail ends go through the parking lot of the Maine State Housing Authority and turn right on Water St. entering downtown Augusta. Water St. will become one-way to the north in one block. Downtown Augusta offers all services including banking, restaurants, shops and is home to the Bicycle Coalition of Maine at 341 Water Street (207-623-4511; www.bikemaine.org ; stop in the office to sign the guest register). <i>Contact the Augusta Chamber of Commerce at 207-623-4568.</i>

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!, S OPTION	57.9	<p>At the traffic signal continue straight for 1.5 miles where the street name turns to Northern Ave. and traffic becomes two way. <i>Note for southbound riders: As you enter downtown Augusta on Northern Ave., bear right on Commercial St. after going under railroad overpass. Follow Commercial St. until it ends turning left at Winthrop St. and then right onto Water St. where it again becomes two-way. Turn left into the parking lot of Maine State Housing Authority to find the Kennebec River Rail Trail.</i></p> <p><i>OPTION: Turn right on Bridge Street and cross Kennebec River to visit Fort Western, a restored historical fort. Augusta City Hall located adjacent to Fort Western for public bathrooms and water. Turn right on Arsenal Street for hospital and to visit the Arsenal, a beautiful munitions storage facility from the 1800's with outstanding granite buildings, on the National Historic Register.</i></p> <p><i>Scenic views of the Kennebec River.</i></p> <p><i>Several miles of the Kennebec River were restored with the historic removal of the Edwards Dam in 2000 (on your right soon after crossing Bridge Street). It restored fisheries that had been blocked by</i></p>
!, CS, S	59.4	<p>Bear right on Route 104 at fork and travel 16.5 miles to Thomas College located directly off of Route 104 in Waterville.</p> <p>Paved shoulders are planned for this stretch of Route 104 in the near future.</p> <p><i>C&H Country Store in Sidney.</i></p> <p><i>Scenic views of rolling farmland, the Kennebec River Valley and 18th century farmsteads</i></p>
!, C	75.9	<p>After passing Thomas College continue 1.2 miles on Route 104 to the intersection of Routes 104/11/137. Countryside Campground, 207-873-4603. Enter Waterville, home of Colby College.</p>
!	77.1	<p>At the intersection of Routes 104/11/137 bear right on Silver Street and continue 0.7 miles to fork in road.</p>
!, A, I, CS, R ATM	77.8	<p>Bear right at fork in road and continue on Silver Street for 0.6 miles to Spring Street.</p> <p><i>Many choices for accommodations, food and banking. Contact the Waterville Chamber of Commerce at 207-873-3315.</i></p>

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Section 3B. Maine East Coast Greenway: River Route

7

Brunswick to Ellsworth

!, S	78.4	<p>Silver Street intersects Spring Street near the town center, cross over onto Silver Street and proceed through the town common/ shopping area until you intersect Main Street (one-way). This is a lighted intersection, go across Main Street onto Temple Street and proceed one block to the Two Cent Bridge (crossing Front Street). Distance traveled from town center area to footbridge is approximately 0.4 miles.</p> <p>To reach City Hall turn right on Main Street for one block. City Hall also houses the historic Opera House and has public restrooms and water.</p> <p><i>Scenic view of the Kennebec river (future bike trail development located along the Waterville side of the Kennebec River)</i></p>
!	78.8	<p>Walk across footbridge and turn right on a service road located behind the Winslow Town Hall. Continue on service road until you intersect with Benton Avenue. Distance traveled from footbridge to Benton Avenue is 0.4 miles. Enter Winslow.</p>
!	79.2	<p>Turn left on Benton Avenue and continue 3.0 miles to Route 139/11/100. Enter Benton.</p>
!	82.2	<p>Turn right on Route 139/11/100 and continue 1.9 miles to the town of Benton.</p> <p><i>Convenience stores located along this route include Bob's Country Market and Libby's Variety.</i></p>
!	84.1	<p>In Benton follow signs for Route 139 and cross over the Sebec River. Continue 11.0 miles on Route 139 to South Horseback Road. Paved shoulders for half of this length of Route 139.</p>
!, CS, S OPTION	95.1	<p>Turn left on South Horseback Road (South Horseback Road becomes North Horseback Road) and continue 9.0 miles to Basford Road.</p> <p><i>OPTION: Continue on Route 139 into Unity for services that include School Street Variety, a market and pharmacy, and Field of Dreams Park. Back track to return to the Bike Tour. Unity is home to Unity College and has the goal of creating a walking and bicycling oriented community. Unity hosts the Common Ground Fair the 3rd week of September.</i></p> <p>Caution: This begins a 20 mile long stretch (to mile 114) with no services. Make sure you have adequate water and supplies.</p> <p><i>Patterson 's convenience store at Reynolds Corner.</i></p>
!	104.1	<p>Turn right on Basford Road and go 1.2 miles to Route 220.</p>
!	105.3	<p>Turn left on Route 220 and proceed 4.4 miles to Route 69. Caution: No paved shoulders and moderate traffic.</p>

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Section 3B. Maine East Coast Greenway: River Route

8

Brunswick to Ellsworth

!	109.7	Turn right on Route 69 and travel 4.6 miles to Plymouth Town Center. No paved shoulders.
!, CS, S	114.3	Continue east on Route 69 passing through Plymouth Town Center and proceed 5.6 miles to Route 143. Village Store with sporting goods. <i>Scenic view of Plymouth Pond, ridges and valleys.</i>
!	119.9	Turn right on Route 143 and continue 2.2 miles to Marcho Road (a dirt road).
!	122.1	Turn left on Marcho Road (also named South Etna Road in Maine Atlas and Gazetteer). Continue 1.5 miles to Cook Road.
!	123.6	Turn right on Cook Road and go 1.0 miles to North Road located near Arnold's Corner.
!	124.6	Turn left on North Road (mixed paved and dirt road) and continue 4.7 miles to intersection with Route 69. There are some outstanding views along North Road.
!	129.3	North Road intersects with Route 69, continue on North Road 1.1 miles to Newburgh Road.
!	130.4	Turn left on Newburgh Road (named Shaw Hill Road/Hinckley Hill Road in Maine Atlas and Gazetteer) and proceed 0.1 miles to Bog Road.
!	130.5	Turn right on Bog Road (after crossing over I-95) and continue 4.5 miles to Route 100/2. Caution: Shortly before Route 100/2, there is a railroad crossing at a difficult angle -- use extreme caution.
!, C	135.0	Turn right on Route 100/2 in Hermon Center and continue 0.1 miles to Cold Brook Road. Caution: High traffic. <i>Wheeler Stream Camping straight across Route 100/2, 207-848- 3713.</i>
!	135.1	Turn right on Cold Brook Road and continue 1.8 miles to Odlin Road.
!, R	136.9	Turn left on Odlin Road and cautiously proceed 2.7 miles to Perry Road (be cautious of heavy traffic and semi-trucks). Dysarts Truck Stop is located at this intersection -- one of Maine's quintessential truck stops.
!, HX OPTION	139.6	Turn right on Perry Road and go 0.5 miles to Webster Ave (unmarked road that is used as for hiking and biking). <i>Historical WWII Museum. OPTION: Trip to the Bangor International Airport located at 287 Godfrey Boulevard, 207-947-0381, www.flybangor.com. Continue on Odlin Road crossing Routes 100\2 and passing the University College at Bangor and a YMCA on the right. Bear left on Maine Avenue and continue towards intersection with Godfrey Boulevard. Airport is to your left. This trip is approximately 3 miles from the intersection of Odlin Road and Perry Road.</i>

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!	140.1	Turn left on Webster Avenue which passes underneath I-395 and continue 1.2 miles to Buck Street. This road is unmarked and is used as a pedestrian-bike trail. The trail passes through the Bangor Municipal Golf Course and outlets to a paved road, which is Webster Avenue.
!	141.3	Turn right on Buck Street and continue 0.5 miles to Route 9/202/1A passing the Bangor Auditorium, Bangor State Fairgrounds and Bass Park Horse Race Track to the right. <i>Enter Bangor, Maine's third largest city. Take your picture with the Paul Bunyan statue.</i>
!, A, CS, R ATM !	141.8	Turn left on Route 9/202/1A (Main Street) and continue 0.4 miles to the signalized intersection at Summer Street (Rt. 1A/9). <i>Many choices for accommodations, food and banking. Contact the Bangor Region Chamber of Commerce at 207-947-0307. The Bangor Region Chamber of Commerce is located at the corner of Dutton Street and Main Street, which is two blocks south on Main Street at the main entrance for Bass Park and the Bangor Auditorium.</i>
!	142.2	Turn right at the signal, then immediately left on Summer Street (follow signs for Rt. 1A/9) and continue 0.2 miles to the Joshua Chamberlain Bridge. <i>OPTION: Continue straight on Railroad Street and then Front Street after turning right at the signal, to reach the Sea Dog Brewing Company, seasonal kayaking tours on the tidal Penobscot River, and bicycle parking for all activities along the Bangor Waterfront. The tree-shaded park makes a nice picnic spot and indoor public bathrooms and water are available in the Harbormaster Building.</i>
!	142.4	Turn right on the Joshua Chamberlain Bridge (Rt. 1A/9). Continue 0.3 miles across the Penobscot River to the signalized intersection at South Main St. in Brewer. (Caution: The bridge has moderate to heavy traffic with drainage grates that are depressed into the pavement. You may want to use the pedestrian sidewalk but please walk your bike if you do). Enter Brewer. The Muddy Rudder Restaurant is on the right after the
!	142.7	Turn right on South Main Street (Rt. 15) and continue 0.3 miles to Maple Street (4 th left just past Police and Fire Station).
!	143.0	Turn left on Maple St. and continue 0.2 miles to the barriers where the road is blocked to motorized traffic.
!	143.2	Go around the barriers, cross the railroad tracks, and follow Maple Street Ext. around an s-curve, through a 4-way intersection (name changes here to Robertson Blvd.), then over I-395 for 0.7 mile to Parkway South. <i>This route passes through the East-West Industrial Park.</i>

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! BS, R, A, ATM, CS	143.9	Turn right on Parkway South and proceed 1.0 miles to 5-way stop sign. Wide paved shoulders here. <i>OPTION: Turn left on Parkway South for 0.8 miles to Wilson St. (Rt. 1A). All services including restaurants and lodging are in either direction on Wilson St. Pat's Bike Shop (207-989- 2900) can be reached by turning left on Wilson.</i>
!S	144.9	Turn left on Elm St. and travel 3.6 miles to Copeland Hill Road.
! S, P, H, HX	146.1	Continue straight ahead. Elm St. turns into Wiswell Rd. here. <i>OPTION: In 1.7 miles from here there will be a turn on the right for the Fields Pond Nature Center (indoor bathrooms, water, trails, and swimming) and the Curran Homestead (living history museum of Irish-American family life in rural Maine). Call 20 7-989-1 769 for more info.</i>
!, S	148.5	Turn left on Copeland Hill Rd. and go 1.2 miles to Rt. 1A. <i>Great views of the Bangor skyline from this intersection. For better views go 0.3 miles further on Wiswell. Use caution on the long steep descent.</i>
!, C, R, A	149.7	Turn right on Route 1A and continue for 2.1 miles to South Rd. Caution: Heavy trucks and turning traffic on Route 1A although there are 8-foot shoulders. <i>Woodland Terrace Motel and Golf Course is in 1.0 mile and Red Barn Campground and Restaurant is in 1.5 miles.</i>
!, CS, S	151.8	Turn right on South Rd. and go for 4.5 miles to Rt. 46 (Lower Dedham Rd.). <i>Convenience store/lunch counter at this intersection.</i>
!, S	156.3	Continue straight across Rt. 46 onto Mill Rd. and continue for 1.0 mile to the fork at Upper Dedham Rd. and Bald Mountain Rd.
!, S, H	157.3	Bear right at the fork onto Bald Mountain Road which has steep grades (Dedham Fire Department located on your left). Continue 5.4 miles to Happytown Road. At 160.9 bear right at the fork with Johnson Rd. <i>Scenic views of Oak Hill, Phillips Lake and mountainous terrain. Hiking trails to Bald Mountain located 3.3 miles from Mill Rd. intersection with</i>
!	162.7	Turn left on Happytown Road and proceed 0.9 miles to intersection between Happytown Road and several crossroads. This intersection is unmarked and there are many camp signs.
!	163.6	Continue straight on Happytown Road at the intersection of Happytown Road, Winkumpaugh Road and North Orland Road and continue 6.7 miles to Route 1/ 3 (paved and dirt surfaces). This intersection is also unmarked

LEGEND. !: Important tour directions. CS: Convenience store. I: Information, tour services. A: Accommodations, non-camping. C: Camping location. R: Restaurant. S: Scenery.

ATM: Automatic teller machine location. HX: Historic interest site. H: Hiking trailhead/crossing. P: Picnic site. BS: Bicycle Shop. T: Transportation connection. OPTION: Optional side trip.

Section 3B. Maine East Coast Greenway: River Route

11

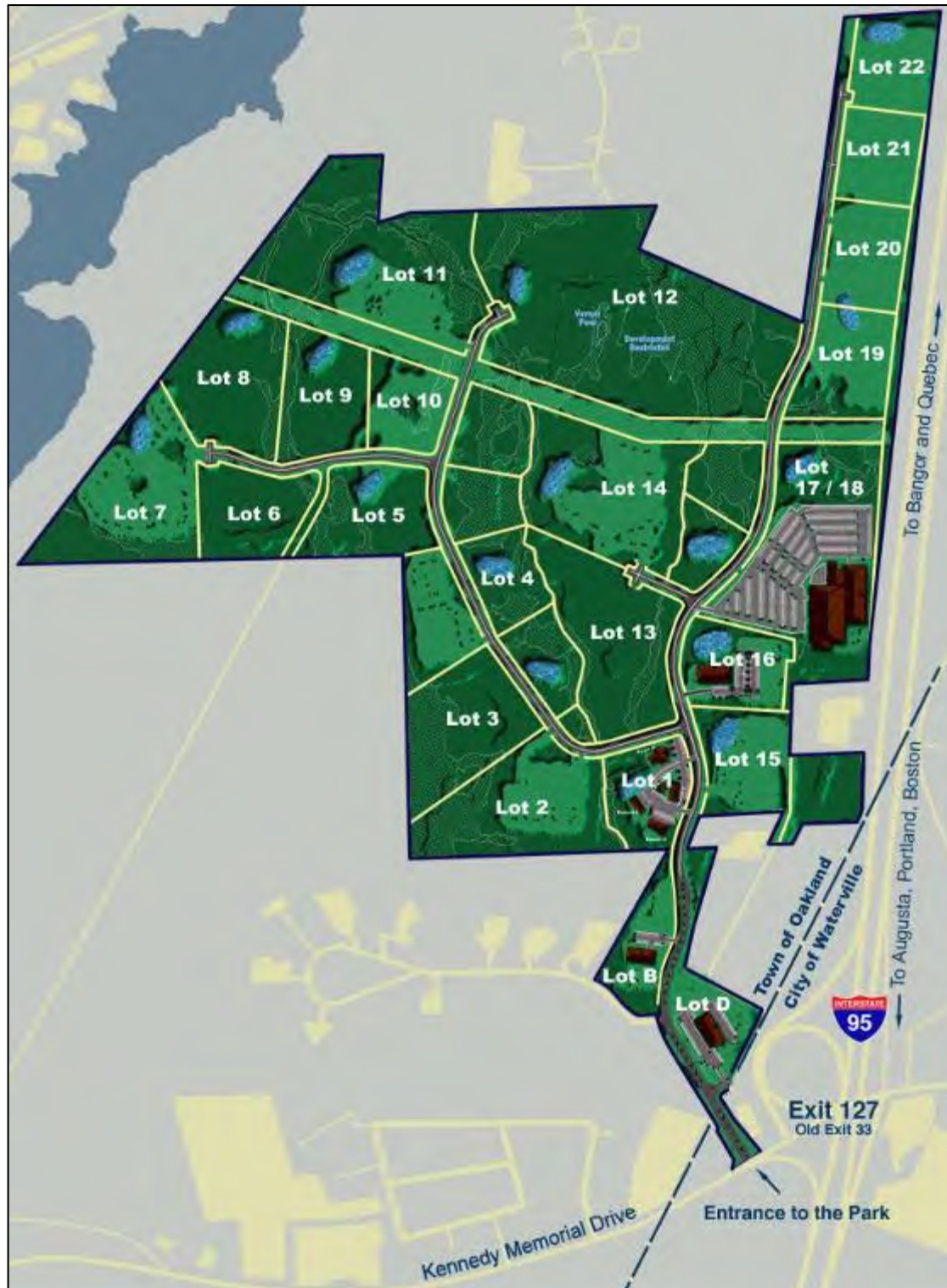
Brunswick to Ellsworth

I, C	170.3	Turn left on Route 1/3 and continue 6.4 miles to downtown Ellsworth. Wide paved shoulders. The East Coast Greenway: Coastal Route to Bucksport, Belfast and Brunswick intersects here from the right. <i>Patten Pond Camping Resort, turn right onto Route 1/3, follow for 1.1 miles, 207-667-7600.</i> Caution: Use caution at the intersection of Routes 1/3 and 172 in Ellsworth. High volumes of merging traffic on a steep grade.
I, A, CS, R, ATM, P, BS	176.7	End of Bike Tour located in downtown Ellsworth at the intersection of Routes 1/3 and Route 230. Enter Ellsworth. <i>Picnic area 3.8 miles from intersection of Happytown Road and Route 1/3. Many choices for accommodations, food, bike shop and banking in Ellsworth. Contact the Ellsworth Chamber of Commerce at 207-667-5584. Bar Harbor Bicycle Shop, Ellsworth, 667-3886.</i>

LEGEND. !: Important tour directions. **CS:** Convenience store. **I:** Information, tour services. **A:** Accommodations, non-camping. **C:** Camping location. **R:** Restaurant. **S:** Scenery.

ATM: Automatic teller machine location. **HX:** Historic interest site. **H:** Hiking trailhead/crossing. **P:** Picnic site. **BS:** Bicycle Shop. **T:** Transportation connection. **OPTION:** Optional side trip.

Economy



Winslow's economy was historically dependent upon natural resources. During the great Kennebec River log runs Winslow was an economic powerhouse, with the Scott Paper Company mill providing shift work around the clock. In 1960, over half the jobs in Winslow were with the Scott Paper Company and manufacturing in general provided approximately 65% of all employment in town. Now, the economy is much more diverse. No economic sector approaches even 50% dominance, much less employing 2/3 of all workers.

The more diverse economic base contributes to longer commutes for Winslow residents. While many town residents could simply walk to work during the height of the paper mill production, jobs are now spread throughout central Maine. Winslow is part of a regional economy.

The statistics assessed in this chapter are for Winslow. It is important to know employment and education characteristics because they help us understand town-specific demands for housing, recreation, social, and cultural services. Nonetheless, economic development is a regional endeavor, and Winslow officials recognize the value in addressing this subject inter-municipally.

Income

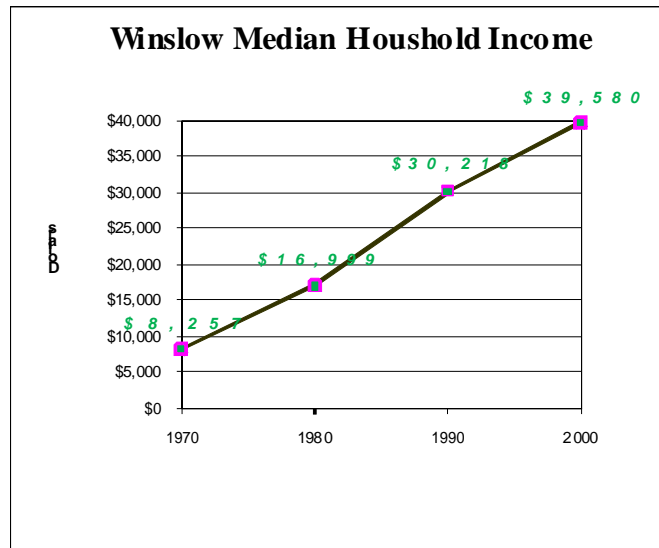
The most conventional measure of a community's economic health is income. The US Census reports two basic types of income measures: ~~A~~per-capita income, ~~@~~PCI) which is the aggregate income of the town divided by its population, and ~~A~~Household Income, ~~@~~HHI) which is the median income of the households within the town. The latter is more helpful from a planning perspective, since households are the basic economic unit of the community.

Per capita income (PCI) is used for comparisons among geographic areas, such as towns. Winslow had a PCI in 2000 (technically, income received the year before the census, or 1999) of \$18,501. This is the highest PCI of towns in the region, primarily because it was also higher in 1990; the rate of growth

Town	1990 PCI	2000 PCI	% change
Winslow	\$ 13,737	\$ 18,501	35 %
Waterville	\$ 12,002	\$ 16,430	37 %
Benton	\$ 11,938	\$ 18,464	55 %
Fairfield	\$ 10,913	\$ 16,335	50 %
Vassalboro	\$ 11,770	\$ 16,281	38 %

during the 1990's was lower than other towns, and just barely above the inflation rate of 32%. Kennebec County, in 2000, was similar to Winslow, with a PCI of \$18,520. Maine overall had a PCI of \$19,533 in 2000.

Household income represents the actual budget for most families. Since HHI is calculated based on all family members earning income, individual households can see a dramatic jump if a spouse or other family member starts working. Winslow's HHI in 2000 (1999 income) was \$39,580. This is not a dramatic increase from the 1990 report (\$30,218) once inflation is added in; in fact, it is a loss in real dollars. Nonetheless, Winslow's income levels are better than Kennebec County, which showed a five percent loss in real dollars and in 2000 recorded an HHI of \$36,498.



Dollar amount in figure above is for that year, not year 2000 dollars

The 2000 Census identified 1,078 households with social security income Brepresenting 33 percent of all households. It also identified 662 with retirement income. There is probably significant overlap between the two categories. Census figures only identified 51 households (less than 2 percent of all households) as receiving public assistance.

Winslow Household Income, 2000

<u>Range</u>	<u>Number</u>	<u>Percentage</u>
Less than \$10,000	277	8.5
\$10 B \$25,000	765	23.5
\$25 B \$50,000	1,045	32.1
\$50 B \$100,000	1,040	31.9
\$100,000 and over	134	4.1

The Census Bureau also calculates the *Poverty Rate*, a figure varying from state to state and the number of persons in the household. The actual rate for an area is not stated (because it is different for each household size) but the number of persons below that rate is reported. In 2000, 535 persons were below poverty level, representing less than 4% of the population, including 129 children (seven percent of all children) and 135 persons over age 65.

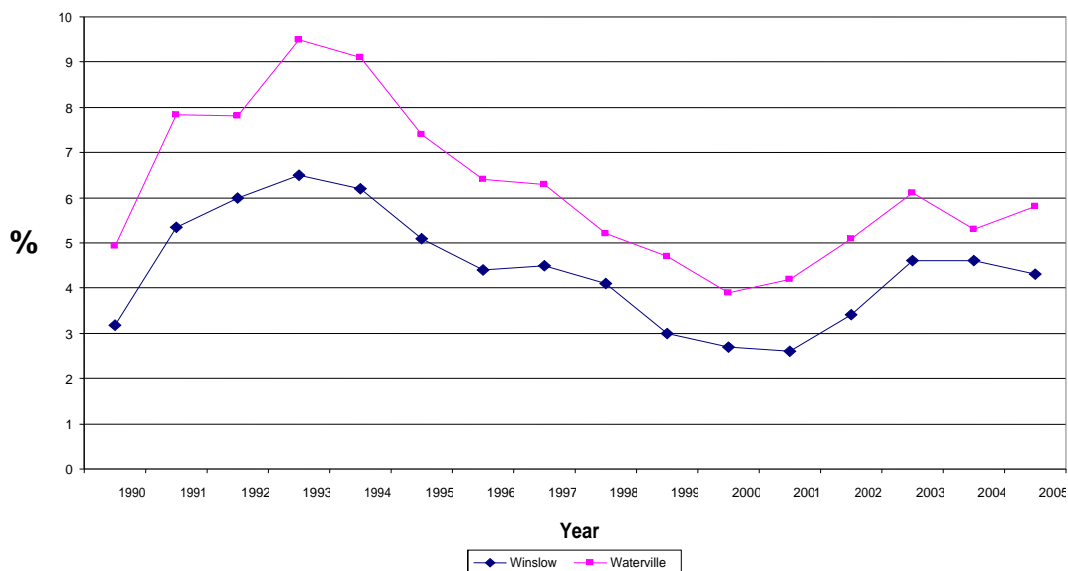
Labor Force

The labor force refers to the number of people either working or available to work within the working-age population. The Census Bureau considers everyone over age 16 as working-age, including those of retirement age. Changes in the labor force are an indication of the number of jobs available, as well as the supply of workers for potential job growth.

In 2000, the labor force in Winslow consisted of 3,930 people, 65 percent of everyone over 16. That total included 1,933 women (60 percent of working-age women) and 1,997 men (70 percent of working-age men). An average of 1.2 members in each household are in the workforce, or, more practically, every fifth household in Winslow is a two-worker family.

The labor force includes both employed and unemployed workers. One hundred fifty nine people were unemployed in 2000, for an unemployment rate of 4.1 percent. Unemployment is also reported by the Maine Department of Labor, which takes monthly surveys, and gives a more accurate picture than the US Census' decennial survey. The chart below highlights Winslow's recent unemployment history as having some hills and valleys, notably a spike in unemployment around 1993 and a low point around 2001. Winslow's 2006 unemployment rate was 3.9 percent, somewhat better than Kennebec County, which had a 2006 unemployment rate of 4.4 percent.

Unemployment Rate, 1990 - 2005



Regionally, Winslow is part of the Waterville Labor Market Area (LMA). The Waterville LMA had a labor force in 2006 of 22,811; Winslow's contribution being 18.5 percent. Waterville was the largest single contributor, with 7,600, or 33 percent. The Waterville LMA experienced an unemployment rate of 4.8 percent in 2006, slightly less than that for Winslow.

Winslow is a net exporter of workers to the regional economy, as are all towns but Waterville. In 2000, there were 1,333 more workers in Winslow than jobs. This is an increase from 1990, when there were only 1,053 more workers than jobs in town, indicating that we are progressing toward a commuter suburb. The side-by-side tables below show the major destinations and origins of Winslow's workers. Waterville employs about 1/3 of Winslow workers; about 21 percent of Winslow workers are employed in Winslow.

Job Types

The table below lists the occupational categories of Winslow workers in 1990 and 2000. Unfortunately, as our economy changes, so do job descriptions, and many occupations today did not exist a decade ago. For this reason, the Census Bureau is continuously changing the way it classifies the thousands of different occupations it files, making the categories difficult to compare from one decade to another.

Occupational Profile of Winslow Workers, 1990 and 2000

<u>Occupation</u>	<u>1990</u>	<u>Percent of total</u>	<u>2000</u>	<u>Percent of total</u>
Executive and Managerial	431	10.4	1,299	34.6
Professional	503	12.1	*	
Sales	454	10.9	936	24.9
Administration and Support	713	17.2	*	
Service	433	10.4	616	16.4
Farm and Forestry	42	1.0	28	0.7
Skilled Labor	557	13.4	879	23.4

* Category eliminated and combined with others in 2000 census

Over one-third of Winslow's workers are executives and managers, a category now including professionals. This is a significant increase from 1990, even after combining the two categories from 1990. Approximately one-third of all Kennebec County workers also fell into this classification in 2000. The category Sales appears to have increased as well, but in reality it has decreased due to the fact that it now includes those positions labeled Administration and Support in 1990.

The Census also classifies workers by the industry of employment. This is not as good as describing a person's actual job, because a factory, for instance, may have secretaries, managers, sales staff and skilled machinists all together. The advantage of this classification system is in gauging which sectors of the economy are doing well.

Industrial Classification of Winslow Workers, 1990 and 2000

<u>Industry of Employment</u>	<u>1990</u>	<u>Percent of total</u>	<u>2000</u>	<u>Percent of total</u>
Construction	377	9.4	212	5.6
Manufacturing	1,004	25.0	530	14.1
Wholesale and Retail	901	22.4	599	16.0
Services, exc. Health and education	556	13.8	741	19.8
Health and education services	784	19.5	1,213	32.3
Agriculture and Forestry	45	1.1	53	1.4
Public Administration	134	3.3	148	3.9

The table illustrates that almost all industrial classifications are losing workers to the services category. “Services@can include anything from restaurant workers to computer technicians, so any specific trends are difficult to identify. Basically, Winslow residents provide things now, as opposed to producing them.

Manufacturing grabs headlines when another plant shuts down. Yet, it is clear from the figures that manufacturing is no longer a significant player in the regional economy. It would be far more detrimental to the economy for a hospital to shut down. Regional expertise is now in health and education, which, fortunately, appears to be growing at every level. Economic development aimed at health, education, and other service-related jobs will best serve our current workforce.

Education

Another clue to economic development efforts is the education level of the workforce. Jobs that require mastery of math, science and problem-solving skills are more likely to be found in areas with higher educational levels. College graduation is almost a basic requirement for many professional, health-related, and educational positions. Income levels are also higher for jobs requiring more education.

Approximately 85 percent of Winslow adults are high school graduates, and one in five is a college graduate. This is about average for the region. Winslow’s college graduation rate is slightly lower than that of Kennebec County (20.7 percent) and Maine (22.9 percent). This puts Winslow at a disadvantage when trying to attract high-paying jobs, relative to other regions of Maine.

Town	High School	College
Winslow	84.6	19.9
Waterville	82.7	21.0
Fairfield	86.4	12.9
Benton	82.6	13.9
Vassalboro	87.1	18.8
China	89.2	21.5
*percent of persons over age 25		

Childcare

An often overlooked aspect of economic development is childcare. With the number of dual-worker families increasing, combined with more families moving in from outside the region (family caregivers not available), quality and affordable childcare is increasingly becoming a necessity, not a luxury.

According to the 2000 US Census, there were 394 families in Winslow with all adults in the household in the workforce. Based upon this figure, there were a total of 459 children under age 6 requiring childcare. Yet, according to the Maine Department of Health and Human Services, there was not a single child care center in Winslow. There were 15 family child care homes, but these only provided a capacity of 79 children. Thus, 380 children, or 80% of those needing childcare had no local options.

Analysis and Key Issues

To reiterate, Winslow is part of a regional economy. Major employers include regional hospitals and health care facilities and colleges. Yet, even these major employers are nothing like what the Scott Paper Company used to be – THE employer. Winslow residents commute to Augusta and Skowhegan, in addition to Waterville. The town participates in regional partnerships such as FirstPark, recognizing that economic development in the region is economic development for Winslow.

The regional downtown is in Waterville. Recent development activities there include the Hathaway building redevelopment project. Many Winslow residents live easily accessible to Waterville's downtown, including access via the Two-cent pedestrian bridge. The old Scott Paper Company mill, by virtue of its prime location, could also soon experience a revival in terms of development beyond the business incubator it is now. The Carter Memorial Bridge is a major thoroughfare connecting Winslow with the larger region (not just Waterville, but also Interstate 95). Winslow's industrial park, along the Augusta Road south of the Carter Memorial Bridge, presents opportunities for growth.

Tourism could become an emerging economy in Winslow. The removal of the Edwards Dam in Augusta a decade ago has slowly spawned a rediscovery of the recreational attributes of the Kennebec River, including annual activities such as the Spring Running Riverfront Festival and the Whatever Family Festival. These recreational tourists buy food and supplies, as well as visit local municipalities. The removal of the Fort Halifax Dam has expanded these recreational opportunities, such that boaters can now travel un-dammed through Winslow and the Sebasticook River down to the Kennebec River. Perhaps this expansion of activity will slowly see effects through increased tourism revenue to local businesses.

Opportunities abound for economic development. Winslow has laid the economic foundation for large-scale development through activities such as participating in FirstPark and connecting utilities to the Winslow Industrial Park. Now, it is the small-scale economy that needs assistance. Winslow's continued participation in regional efforts, which can provide grants and low-interest loans to local entrepreneurs, will encourage development. Local regulations assisting home occupations, especially daycare providers, will also slowly develop the economy.

Policies

- ✓ The town should support the type of economic development activity the community desires, reflecting the community's role in the region.
- ✓ The town should financially and administratively support regional development activities.

Strategies

- ✓ Public committees, boards, and councils should continue their practice of open public participation.

Volunteers should continue to seek input from fellow residents outside specific public forums. Make sure residents understand that their opinions matter in the future growth of the town.

- ✓ The Town should continue participating in regional collaborative efforts.

Whenever new development proposals arrive, the Town Council and Planning Board should make their neighbors aware of the situation, in case there are opportunities for collaboration. The town should also continue supporting organizations such as the Kennebec Valley Council of Governments, Central Maine Growth Council, and FirstPark.

- ✓ The Planning Board should amend local ordinances to reflect the Future Land Use Plan as outlined in this Comprehensive Plan.

The Planning Board should recommend modifications to the town zoning regulations to encourage development in western Winslow, while also providing for small-scale rural development, such as farmstands, in eastern Winslow. Regulatory changes should include incentives, such as decreased minimum lot sizes for appropriate development. Proposed changes should be presented to the Town Council in 2009.

- ✓ The Planning Board should investigate grant opportunities for appropriate development.

The federal government has several programs, such as the Community Development Block Grant program and USDA Rural Development program, specifically designed to assist towns that have a plan for appropriate economic development. The Planning Board should work with the Town Council to assign subcommittees to investigate various programs, and report back to both Board and Council on which may work for Winslow. The Planning Board and Town Council should begin forming subcommittees by 2010.

Transportation



With two major bridges providing access to Waterville (and Interstate 95), and U.S. Route 201 providing convenient access to Augusta, Winslow residents can now live anywhere in town and easily commute to major employment centers. The majority of vehicles on these corridors carry people passing through Winslow to Waterville or the interstate, or coming in to Winslow for work, school, or shopping. With most traffic confined to the major roads leading through town, several issues are raised: What is the impact of continuing development along existing roads? Will development lead to congestion and reduced traffic capacity? What are future alternatives to the highway system?

The transportation system is the lynchpin of land use and development in Winslow, and the two areas complement and conflict with each other. To the extent that commercial development requires access to customers, or to move freight, major roads in close proximity are essential. Any form of development, even single family homes, will generate new traffic, eventually overcoming the capacity of existing roads. At several hundred thousand dollars per mile, new roads are a rare construction project. The issue is: Can we continue to engage in current or projected land use patterns without creating unsustainable conditions within the transportation system?

The Road System

Transportation management is the responsibility of state and town governments. The Maine Department of Transportation (DOT) is responsible for State Roads outside of the Urban Compact Area, which is a point on the state roads indicating the boundary between urban and rural development densities. The DOT is responsible for all maintenance on the non-compact portion of US 201. The DOT is responsible for all but winter maintenance on non-compact portions of Routes 32, 137, Carter Memorial Drive, 100A, the Garland Road and Albion Road.

The Town of Winslow is responsible for winter maintenance on all but the non-compact portion of US 201, and is responsible for all maintenance on approximately 67 miles of local roads. The State provides partial funding for local road improvements.

A few privately-owned and managed roads exist in Winslow. These are primarily providing access to properties around Pattee's Pond, or serving small subdivisions, and there is little likelihood of them ever becoming public roads.

State roads are generally in good condition. The Town has requested improvements on Garland Road, to eliminate a sight distance problem. Projects on the State's workplan for the current biennium include:

- Crack Sealing on Monument Street
- Resurfacing of one mile of Route 32, from Dunbar Road to Route 137
- Crack sealing on US 201 between Route 137 and Clinton Ave.

Significant improvements have been made to the highway system since the writing of the current Comprehensive Plan (1995). Construction of the Carter Memorial Bridge and its access to the China Road has relieved the Town's major congestion point on Bay Street. The bridge now carries more traffic than any other road in town, except for Bay Street. Bay Street itself

recently underwent a reconstruction project, widening the Seabasticook Bridge and portions of the road to establish an additional northbound lane. Together, these projects brought the level of service on Bay Street to acceptable levels.

These improvements have to some extent moved the congestion problem upstream. The most significant congestion now occurs in the morning at the intersection of Route 137 with Route 32 and the Garland Road.

The 67 miles of local roads include almost the entire in-town grid, and several rural and subdivision roads. The town uses a road surface management system (RSMS) to gauge the condition and maintenance needs of these roads, but funding is insufficient to meet the assessed needs. Many roads require maintenance overlays, but some have been deferred. The Winslow Public Works Director estimates 17-20 percent of the road system needs full reconstruction.

The Town issued a \$3.5 million bond for road improvements in 1997. In its Capital Improvement Plan in 2006, the Town proposed allocating \$350,000 per year to paving until the bond expired (in 2007), then raising the amount to \$500,000 from the savings in bond payments. The current sense in town is that another shot of funding, in the form of a new bond, may be necessary to reduce the backlog of maintenance needs. The town also receives about \$425,000 a year in URIP (Urban-Rural Initiative Program) funds from the state, earmarked for capital improvements.

The town is responsible for several municipal parking lots. Some of these are associated with the schools or the town office, and contain sufficient capacity and are in good condition. The parking lot at Fort Halifax Park, however, is a concern because the lot is to be re-located, at an expected cost of \$75,000, to improve recreational park utilization. If the new parking lot functions properly, it may increase traffic along Bay Street, perhaps requiring that that entire area be assessed for major road safety enhancements.

Use of the road system is generally measured in vehicle volumes. The Average Annual Daily Traffic (AADT) is estimated (based on sampling) for arterial and collector roads in Winslow. These figures, particularly when viewed over time, are a good indicator of highway system use.

The table below gives historic data on traffic levels at critical points in Winslow. The table shows that several points on the system have experienced a decline in traffic, most notably Bay Street and Route 137. These numbers, of course, are skewed by construction of the Carter Memorial Bridge. As of 2005, traffic levels on the bridge topped 10,400, so that should be added into the equation. Route 137 east of Dunbar Road probably reflects actual traffic growth the best: about a 10 percent growth over ten years.

Traffic Levels and Growth along the Winslow Road System

Location	Base Year (1996 or other)	Most Recent (2006 or other)	Net Change
32/137 east of Bay St. light	16,790	15,230	- 1,560
32 south of 137 junction	6,070	4,990	- 1,080
137 east of 32 junction	11,160	7,950	- 3,210
Albion Road	1,580	1,440 (2003)	- 140
Garland Road south of Albion Road	2,230	2,110	- 120
Halifax St. east of Bay Street light	4,530	4,990	460
Bay St. north of Halifax St. light	21,180	14,040	- 7,140
201 north of Carter Memorial Bridge	6,080 (1993)	7,200	1,120
Benton Ave.	7,110 (1993)	8,610	1,500
137 east of Dunbar Road junction	6,500	7,260	760

The critical links to Waterville – the two bridges – carry nearly 30,000 vehicles per day. Some rural roads, such as Benton Avenue, are gaining traffic at the rate of 15 percent per decade, while others, such as Albion Road, show a decline in traffic.

Winslow's transportation system is heavily influenced by I-95, even though it does not run through the town. Interstate highways are traditionally magnets for big box establishments and the attendant sprawling retail. Since freight is now largely shipped by truck, interstate highways across the nation are dotted with massive industrial parks and warehouses. This actually increases the burden on the transportation system, since many individuals now travel through Winslow to central retail locations on I-95 to work and shop.

Because Interstate 95 does not pass through Winslow, residents were spared consideration of where and how to control development at the interchanges. However, since relatively little industrial and commercial development occurs away from interstate highways, Winslow residents are left with the land use quandary of how to maintain a sustainable town with few prospects for commercial and industrial development. Particularly vexing is the situation where Interstate 95 is far enough away from Winslow to make large industrial and commercial development unlikely, yet close enough to encourage significant residential development in an economy now accustomed to half-hour drives to everything.

Potentially unsafe road locations are identified by the DOT as High Crash Locations. These are locations known to have a high number and rate of accidents, but are not necessarily the only safety problems in town (Transportation Map at end of chapter identifies High Crash Locations). Threats to safety include poorly designed or maintained roads, congested areas, and a proliferation of private driveways:

- **Poor Road Design:** Roads in Winslow are relatively flat and straight. Some exceptions include a blind hill on North Reynolds Road and narrow segments on several of the minor town roads.

- **Congested Areas:** The most congested area of Winslow is in the Bay Street/China Road area. However, congestion on Bay Street has diminished dramatically since the opening of the Carter Bridge. The point of greatest congestion has drifted “upstream,” somewhat, according to the Public Works Director. Morning congestion problems now occur occasionally at the China Road intersections with Route 32 and Garland Road.
- **Driveway Proliferation:** Residential and commercial driveways create points of conflict, where traffic slows and crosses lanes. A greater density of driveways creates multiple conflicts. This is evident along Bay Street and the lower portion of China Road. New development creates additional driveways. Areas of existing or planned growth include Benton Avenue, Augusta Road, and China Road.

Bridges

Bridges are a critical, though often overlooked, link in the road system. Bridges that exceed 20 feet in length are the responsibility of the State, regardless of ownership of the road. Bridges under 20 feet and culverts are generally the responsibility of the Town.

The following table lists the bridges in Winslow:

Winslow Bridge Inventory (2002)

Route	Bridge Name	Water Body	Length (ft)	Federal Sufficiency Rating
Route 100/201	Bay Street	Sebasticoock	371	77.7
Route 32	Shoddy Hollow	Mile Brook	29	98.4
Albion Road	Erskin	Pattee’s Pond Brook	23	76.4
Garland Road	Fish	Pattee’s Pond Brook	23	64.6
Augusta Road	Chaffee Brook	Chaffee Brook	11	96.7
Albion Road	Martin	Wilson Brook	23	79.4
Garland Road	Mile Brook	Mile Brook	359	60.1
Bassett Road	Mast	Mile Brook	92	88.8
Route 137	Hayden	Outlet Stream	34	69.4
Eames Road	Eames Road	Pattee’s Pond Brook	20	87.8
Quimby Lane	Quimby	Wilson Stream	17	97.9

This inventory dates from prior to the re-decking of the bridge on Bay Street, which would have raised its score. All the remaining bridges have acceptable scores, except for the Mile Brook Bridge on Garland Road, which is listed as needing re-decking and new paint. The only bridges on the list that are town responsibility are Chaffee Brook and Quimby Lane, both of which have very good scores.

This inventory does not include the Two-cent Bridge, which is a pedestrian-only bridge linking Winslow with downtown Waterville over the Kennebec River. Having been repaired and strengthened as a result of some damage in 1990, the Two-cent Bridge is now in good condition.

Sidewalks and Bicycle Routes

The town has an extensive sidewalk system, to serve that portion of the population that needs to go short distances, cannot drive, or desires physical exercise. The older, grid-layout portion of town has sidewalks throughout, and some of the newer subdivision roads have them as well. The only pedestrian routes not directly associated with a road are the Two-Cent Bridge access path, and an informal pathway from the school complex to the Smiley Acres residential development.

The town's sidewalks are in highly variable condition. Money for sidewalk improvements tends to be a lower priority than road improvements, and little has been done in recent years for any but the most dramatic problems.

Bicycle usage is growing in Maine, both as a form of transportation and recreation. While most bicycle travel occurs on roads, Winslow is fortunate in having under development a multi-use trail extending along the Kennebec River from the Two-cent Bridge north to Benton. This trail gives cyclists an off-road option both along the riverside and, eventually, to several destinations in Waterville.

Winslow is also now on the interim route of the East Coast Greenway, a multi-thousand mile trail network running from Florida to Calais, ME. The route now runs along Route 201 from Augusta, with a rest stop at Fort Halifax. From there, it turns up Halifax Street and onto Outer Clinton Ave., with a spur to link up with the trail at the Two-cent Bridge.

Rail, Air, and Public Transportation

Though a huge majority of transportation now occurs by private vehicles on the highway system, other forms of transportation constitute alternatives for the future.

The rail line through Winslow, the former Maine Central "Lower Road," runs from Augusta up the east side of the Kennebec River, alongside Bay Street, crossing into Waterville just north of the Waterville-Winslow Bridge. Originally used to access the Scott Paper Mill through a spur running north into the mill, since the closure of the mill there has been a decrease in freight service. Nonetheless, Pan Am Railways still owns the track and right-of-way from Winslow to Augusta, and there remains a possibility for more commercial train traffic on this line. In addition, this particular line continues from Augusta to Brunswick (the State of Maine owns the track and right-of-way on this southern section). Expanded Amtrak passenger rail service has been approved from Portland to Brunswick, and those trains are expected to begin carrying passengers in 2010. If the service from Portland to Brunswick is as popular as the Portland to Boston passenger service, calls for expansion will likely continue. The logical extension of passenger rail service from Brunswick to Augusta, Winslow, Waterville, and eventually Bangor is on this "Lower Road" rail line.

There are no public airports within Winslow but general aviation services are available at Waterville's LaFleur Airport. There is also one private hanger in Winslow. Limited passenger service is available at Augusta State Airport, and full passenger service at Portland and Bangor.

The Waterville area is served by local transit provider Kennebec Valley Community Action Program (KVCAP). The fixed route service was recently extended into Winslow. Currently, there is one fixed route (on Mondays and Thursdays) traveling from Winslow to Waterville (see KV Transit schedule at end of chapter). Outside of this fixed route service, anyone may contact KVCAP for door-to-door transit service.

Analysis and Key Issues

Financial Stability

The transportation system is very costly to maintain. The system is in a constant state of deterioration, and deferring maintenance accelerates the pace and costs of repair. Even without improvements, the roads in Winslow require over a million dollars a year in upkeep.

The roads and bridges for which the state is responsible are generally in good condition; however, funding for transportation needs statewide is in decline. Maintenance will be impacted, and improvements are not to be expected. Locally, the Town has a good system for identifying maintenance needs (RSMS), but not the funding to support it. A paving program is funded annually through the town's CIP, but it is insufficient to do more than hold the line. It is possible that another road improvement bond will be necessary to "catch up."

Development and Traffic Growth

Traffic continues to increase overall, driven in part by new residential and commercial development. Major traffic generators include the school complex, the cluster of businesses at the lower end of China Road, and the Winslow Industrial Park. Continued development of rural areas and commercial growth along the Augusta Road, supported in part by the Carter Memorial Bridge, will accelerate traffic growth throughout town.

A general growth in traffic, and particularly commercial traffic, accelerates the deterioration of the highway system. Little can be done about this in the short term. In the long term, new development can be directed into existing well-served areas, and away from narrow or poorly-constructed rural roads.

Development also increases the number of driveways and dead end roads, contributing to traffic conflicts and safety concerns. The town has strong access management standards for location of those driveways, though this only provides for a case-by-case approach.

The town should consider encouraging more interconnection between developments. The older sections of town have very high development density but quiet streets, because the grid pattern gives people options. Newer subdivisions on dead-end roads tend to funnel traffic onto main roads, creating more conflict. The town should seek out opportunities to imitate the old

grid system with interconnections between existing and proposed roads. This principle can be applied to commercial developments as well, requiring connections between adjoining parking lots, so cars need not travel on public roads for trips of just a few hundred feet. Though the town's design standards contain these provisions, few commercial and residential developments implement them.

Regional and Statewide Trends

More than any other public service, the transportation system is heavily connected to trends and events outside the town's boundaries. Suburban growth in China and Albion affects Winslow's road system, as does commercial development in Waterville. Sensitivity to these trends – and what others are doing about them – will help in preparing Winslow's own plans.

Much of Winslow's transportation problem was "solved" with the construction of the Carter Bridge. It allowed the sprawling development in eastern Winslow access to businesses and the interstate. The bridge also, to some extent, changed traffic patterns and reduced overall traffic in the most congested areas. The Waterville downtown area is undergoing some new growth, however, with the redevelopment of the Hathaway building and other projects, which could change the new traffic patterns.

Regional and statewide planning documents do not focus on Winslow, being more concerned with the service center of Waterville. The exceptions are plans for establishing and growing alternative travel modes. Winslow is involved in development of the Kennebec Messalonskee Trail network, which provides walking and biking alternatives. Passenger or even freight rail service may someday be re-established through Winslow. It remains to be seen how popular the new fixed route bus service connecting Waterville and Winslow will become. Perhaps with the growing price of gasoline, this service can be extended into a daily commuter route.

Bay Street

Even though traffic and the resulting congestion has greatly declined with the new bridge and the addition of another lane, Bay Street and the lower end of the China Road continue to be the most difficult transportation situation in Winslow. Challenges include:

- Railroad tracks abutting Bay Street inhibit development and constrain future expansion
- Properties along Bay Street are constantly being re-developed. Increased interest in the Kennebec River overall could make these properties more valuable as commercial or high-end residential uses
- Proliferation of commercial entrances on China Road, between the main intersection and Garland Road, contribute to conflicts and congestion
- Emergence of Fort Halifax as an historic and recreational attraction increases traffic
- Opportunities for new commercial development on China Road and Augusta Road contribute to the potential for traffic and congestion

Bay Street is a prime example of how land use planning can impact the transportation system. The level of service of the road system has been restored to satisfactory, but continued focus on this area as the “commercial center” of town will gradually eat away at the gains in mobility and safety. Smart planning can minimize conflict points, improve site designs, and allow for alternative modes.

Scenic and Environmental Impacts

We tend to overlook the fact that roads and other forms of transportation can have an effect on our natural environment as well as our built one, ranging from interfering with wildlife movements to providing improved access to riverfront for bikers and walkers.

The existing road system has not resulted in any significant negative effects on wildlife or water quality. The town is sensitive to potential erosion or runoff problems and fixes them as soon as they are identified. Similarly, there are no known issues with noise or street lighting associated with the road system.

The construction of the Carter Bridge has created a scenic vista in Winslow (although no stopping is permitted on the bridge). The re-opening of the Two-cent Bridge and development of the Kennebec Messalonskee Trail has encouraged more residents to appreciate and visit the riverfront. Fort Halifax Park achieves the same purpose, in addition to providing access to an important historic site.

Policies

- The town should prioritize community and regional needs associated with safe, efficient, and optimal use of the transportation system.
- The town should safely and efficiently preserve and improve the transportation system.
- The town should promote public health, protect natural and cultural resources and enhance livability by managing land use in ways that maximize the efficiency of the transportation system and minimize increases in vehicle miles traveled.
- The town should meet the transportation needs of all users by providing a diverse, safe, efficient and adequate transportation network.
- The town should promote fiscal prudence by maximizing the efficiency of the state or state-aid highway network.

Strategies

- ✓ The town should continue updating the transportation section of the Capital Improvements Plan.

The Town Manager should work with the Planning Board and Public Works Director on submitting updates to the transportation section of the Town Capital Improvements Plan. Prior to submitting updates, this Comprehensive Plan should be consulted.

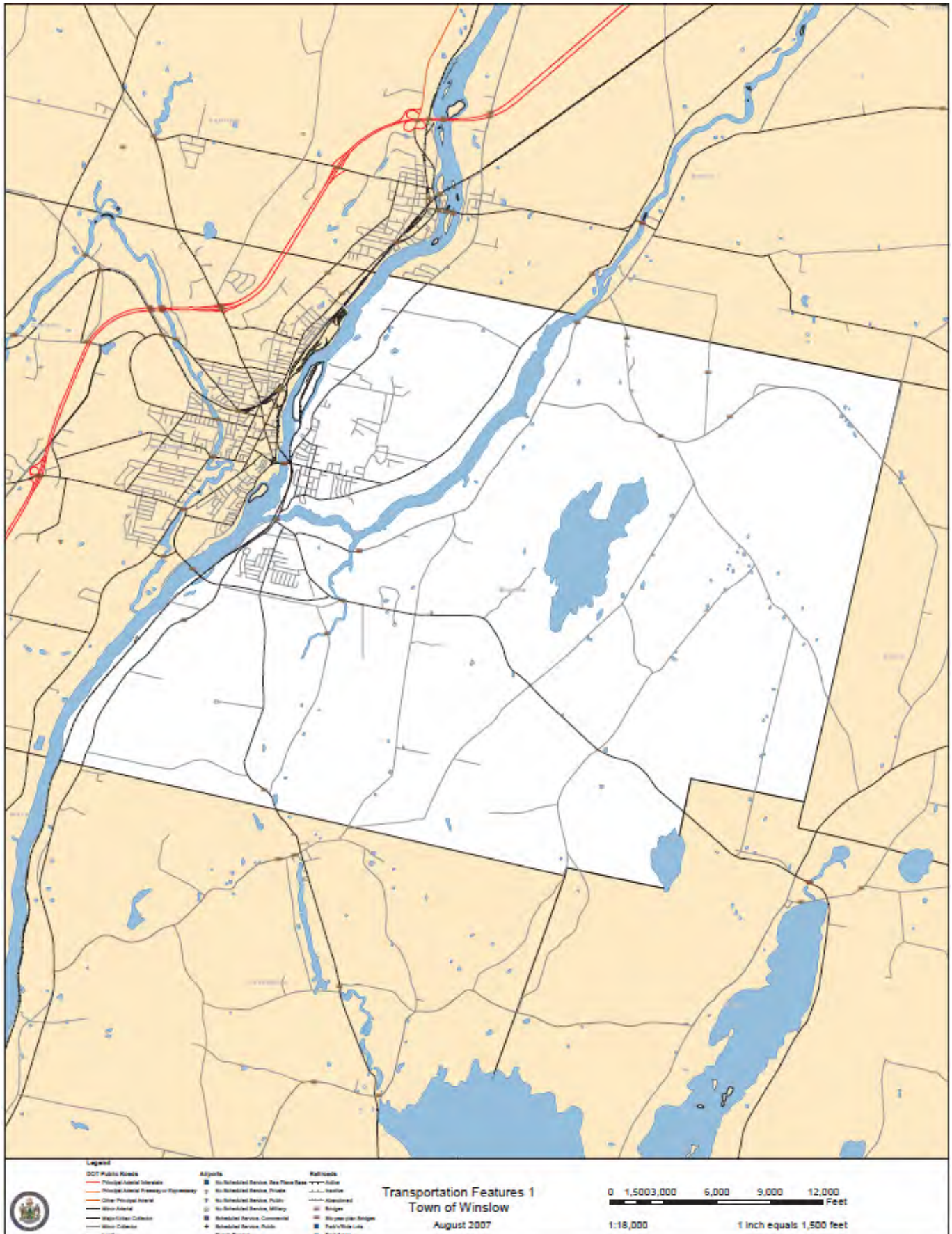
- ✓ The town should continue participating in regional and state transportation planning efforts.

The Town Council should continue participating in regional organizations, such as the Kennebec Valley Council of Governments and MaineDOT. MaineDOT has funds available to support a wide variety of improvements under the Safe Routes to School Program. The Town Manager should also contact alternative transportation organizations, such as Kennebec Messalonskee Trails and the Kennebec Valley Community Action Program for periodic updates.

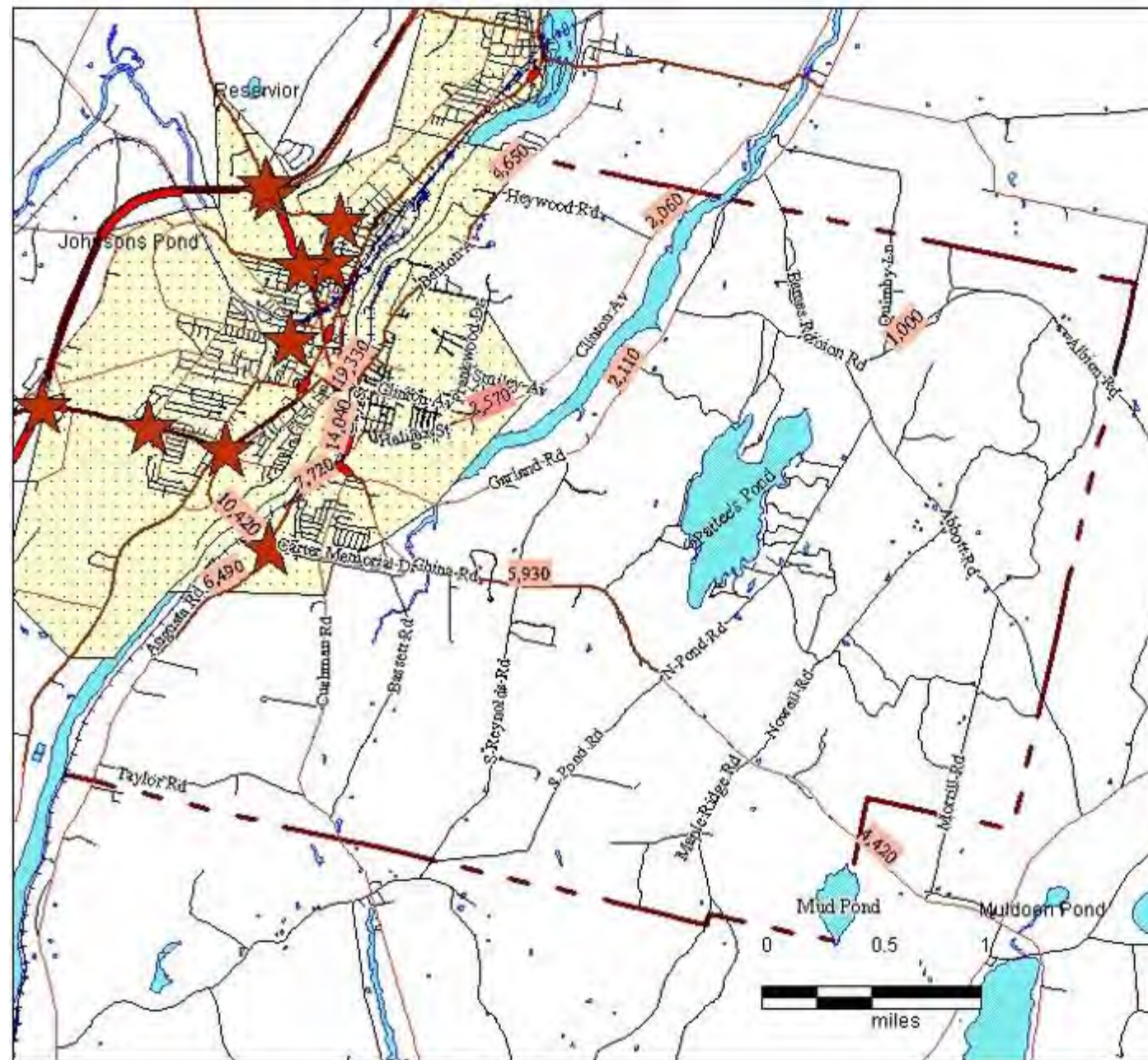
- ✓ The town should amend local ordinances to reflect policies and issues identified in this Comprehensive Plan.

The Comprehensive Plan Implementation Committee should review street connection and design requirements, and identify areas where the regulations should be modified to enhance more efficient use of the transportation network. The Committee should make recommendations to the Planning Board by 2011.

The Planning Board should rigorously review the transportation component of every new development proposal, specifically identifying ways in which the proposed development can better connect to the existing transportation network, and enhance future transportation options.



Transportation

 Urban Compact Area

A scale bar with a black and white checkered pattern, labeled "0" at the left end and "0.5" at the right end, with the word "miles" centered below it.

KV Transit

Winslow Public Transit Bus Schedule

Monday and Thursday

Excluding Holidays

WINSLOW to WATERVILLE		
	Winslow Bus	Waterville Bus
	<i>read down</i>	<i>read down</i>
Concourse	9:25 a	
Goudreaus	9:32 a	
Fontaine Oaks	9:37 a	
Mar-Val	9:39 a	
Library/ Ft Halifax Com	9:40 a	
Garand	9:44 a	
Meadowview	9:50 a	
Winslow Town Office	9:53 a	
Concourse	9:55 a	
Concourse *	10:00 a	10:00 a
Wal-Mart	10:10 a	
Elm Plaza	10:15 a	
JFK Mall		10:14 a
Shaws		10:27 a
Mardens		10:36 a

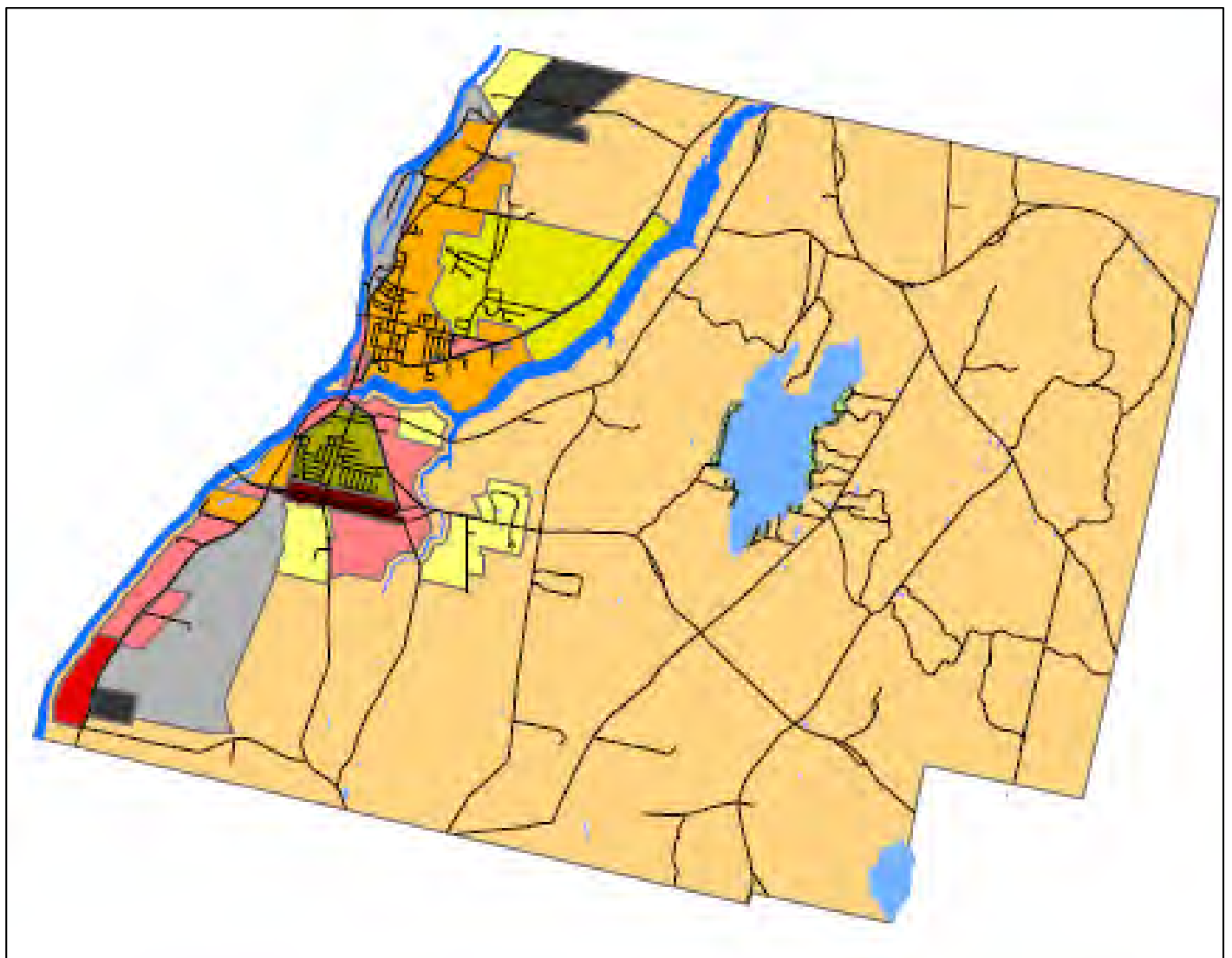
WATERVILLE to WINSLOW		
	Winslow Bus	Waterville Bus
	<i>read down</i>	<i>read down</i>
Shaws		12:57 p
Mardens		1:06 p
JFK Mall		1:12 p
Wal-Mart	1:10 p	
Elm Plaza	1:15 p	
Concourse *	1:25 p	1:25 p
Concourse	1:30 p	
Winslow Town Office	1:32 p	
Meadowview	1:38 p	
Garand	1:42 p	
Library/ Ft Halifax Com	1:46 p	
Mar-Val	1:47 p	
Fontaine Oaks	1:50 p	
Goudreaus	1:55 p	
Concourse	2:00 p	

* **Free Transfer to Waterville KV Transit bus for Kennedy Memorial Drive Service**
Service may be available in areas near bus routes. Call 877-5677 for information

Fares	\$1.00	Within Winslow
	\$1.25	Between towns
	\$0.50	Children 6-12
	Free	Children under 6

September 2008

Land Use



The town of Winslow currently contains over 10 development zones (see zoning map at end of chapter). The Rural Zone covers the vast majority of the town. The zoning is traditional Euclidean, meaning the town is separated into distinct zones, and each zone has a required minimum lot size and other lot dimension standards that must be met. Below is a table of the current zoning districts and some of their basic standards (excluding the conservation zone, in which development is generally not allowed, and the shoreland zoning districts).

Zone	Minimum Requirements			
	Lot Area	Lot Width (ft.)	Street Frontage (ft.)	Front Setback (ft.)
High Density Res.	9,000 sq. ft.	90	90	25
Medium Density Res.	15,000 sq. ft.	125	120	25
Multi-Family Res.	7,000 sq. ft.	100	100	25
Low Density Res.	2 acres	200	200	50
Rural	2 acres	200	200	50
Commercial	10,000 sq. ft.	100	100	30
Highway Commercial	10,000 sq. ft.	100	100	30
Industrial	1 acre	N/A	150	25
Highway Industrial	1 acre	N/A	150	25
Seasonal Residential	2 acres	200	200	50

Approximately two-thirds of recent residential development, as detailed in the Housing chapter of this Plan, has occurred in the Rural Zone. There have been very few commercial and industrial developments over the last decade, and those few that have occurred were placed along major commercial corridors, such as the Augusta Road. Mobile home parks are treated as multi-family developments, and are therefore only allowed in the Multi-family residential zone. In recent years, on average, one to two mobile homes per year have been placed in existing mobile home parks; though no new mobile home parks have been developed in the last decade.

As highlighted earlier in this Plan, natural resources should be a constraint on development. Eastern Winslow - parts east of the Outlet Stream and Sebasticook River - generally contain the most natural resources (see map at end of chapter entitled “Development Constraints”). Winslow has shoreland zoning regulations, basically matching the guidelines of the state. The town also has a floodplain management chapter in the Town Code, meant to regulate and restrict the type of development occurring in floodplains. The town also has subdivision, street, and other specific development review requirements.

The Planning Board is active and thorough, and there is a full-time Code Enforcement Officer to advise the Planning Board. The regulations, following the Euclidean zoning model, are “prescriptive,” meaning they provide quantified standards, such as a minimum 2 acre lot size. The Subdivision Ordinance does contain a provision allowing the Planning Board to require some land for recreation in some instances. Other than that small provision, there are no other “performance” regulations, meaning rather than a minimum lot size regardless of underlying conditions the regulations would allow for design flexibility and the eventual effect on the land

of the development is what's regulated. Modification of the zoning ordinance is basically the only tool the town has used to manage growth.

As highlighted in earlier chapters of this Plan, the expectation is that Winslow's commercial and industrial expansion will occur within a regional context. This means that large non-residential development is unlikely to occur in Winslow, and therefore there is sufficient land in the growth area to accommodate projected future development. Residential dwelling unit construction will continue to expand, but from smaller average household size, as opposed to population growth. The key, then, is putting those dwelling units in the growth area, hooked up to municipal services, and offering easy non-motorized transportation options. There is sufficient supply of undeveloped land in western Winslow, in the future growth area, to accommodate this type of higher-density smaller-unit-size development.

Analysis and Key Issues

Winslow's vision of being a residential town within a larger region has played out over the last decade. With the closing of the Scott Paper mill, Winslow residents no longer expect major industrial development to occur in town. Typical suburban sprawl strung out along rural roads has been the recent practice for residential development. Some commercial development has occurred in the growth area along major arterials, but no large employers. Winslow is a member of the FirstPark regional development project, as well as numerous other regional economic development organizations. The expectation, and desire, is for major developments to be appropriately located within the region – perhaps in Winslow, but not necessarily.

Recent land use patterns have been detrimental to the natural environment and rural character in eastern Winslow. Continued sprawl along rural roads will exacerbate shrinking wildlife corridors, reduce open spaces, cause increased costs to the town with school busing, fire protection, road maintenance, trash pick-up, and increase traffic throughout. When Winslow first developed a Comprehensive Plan, residents recognized the importance of planning. They knew that sprawl, though the term was as-yet-unknown, was incompatible with their future vision. However, “sprawl” in the 1960s was interpreted differently from “sprawl” in the 2000s.

From the 1964 Winslow Comprehensive Plan, Proposed Land Use section:

“The open, undeveloped character of the rural area should be continued in the future and farming and forestry should be encouraged. Scattered residential development and dwellings on small lots should be prevented through large lot zoning in order to avoid any possible future need for the extension of urban types of services to the rural area. Residential subdivisions should be permitted in the rural area under the zoning ordinance only in such cases as when a developer has adequate plans for a sizable compact off-highway subdivision which is well located on land suitable for septic tanks with sufficiently large lots and where a

large enough development can be foreseen to warrant provision of certain necessary municipal services.”

Below is a discussion of how the town reacted to four characteristics discussed above, and how residents today might react to those same characteristics:

1. Scattered residential development on small lots

1960s: Small lots were 50 ft. x 100 ft. lots typically found in dense downtown areas, such as northwest Winslow. Requiring 200 feet of road frontage in the rural area would prevent these types of lots from being developed.

2000s: Though it is still true that 50 ft. x 100 ft. lots are considered small, we now believe that 200 ft. x 200 ft. lots are also considered small in rural areas. Lot size should be viewed in the proper context. One and two acre lots in rural areas are small, relative to large farm and forestry operations, and therefore are considered scattered and sprawling.

2. Large lot zoning

1960s: Based upon the interpretation of what a small lot was (see #1 above), minimum 2 acre lots were thought to be large lots.

2000s: Two-acre lots are no longer considered large lots in rural areas. See #1 above.

3. Subdivisions on land suitable for septic tanks

1960s: The science recommended approximately one acre of land for proper infiltration of effluent from individual septic systems. Town officials thought they were playing it safe by providing for an extra acre of infiltration in requiring minimum 2 acre lots.

2000s: The science of septic systems has advanced dramatically. Soils are the key, and a general 2 acre requirement does not address the details of individual parcels. We have discovered that proper installation and maintenance can reduce septic system failure, thus reducing lot size requirements. Community septic systems have been developed and prove to be effective. There are more options available, and therefore land suitable for septic tanks is much more nuanced than simply 2 acres.

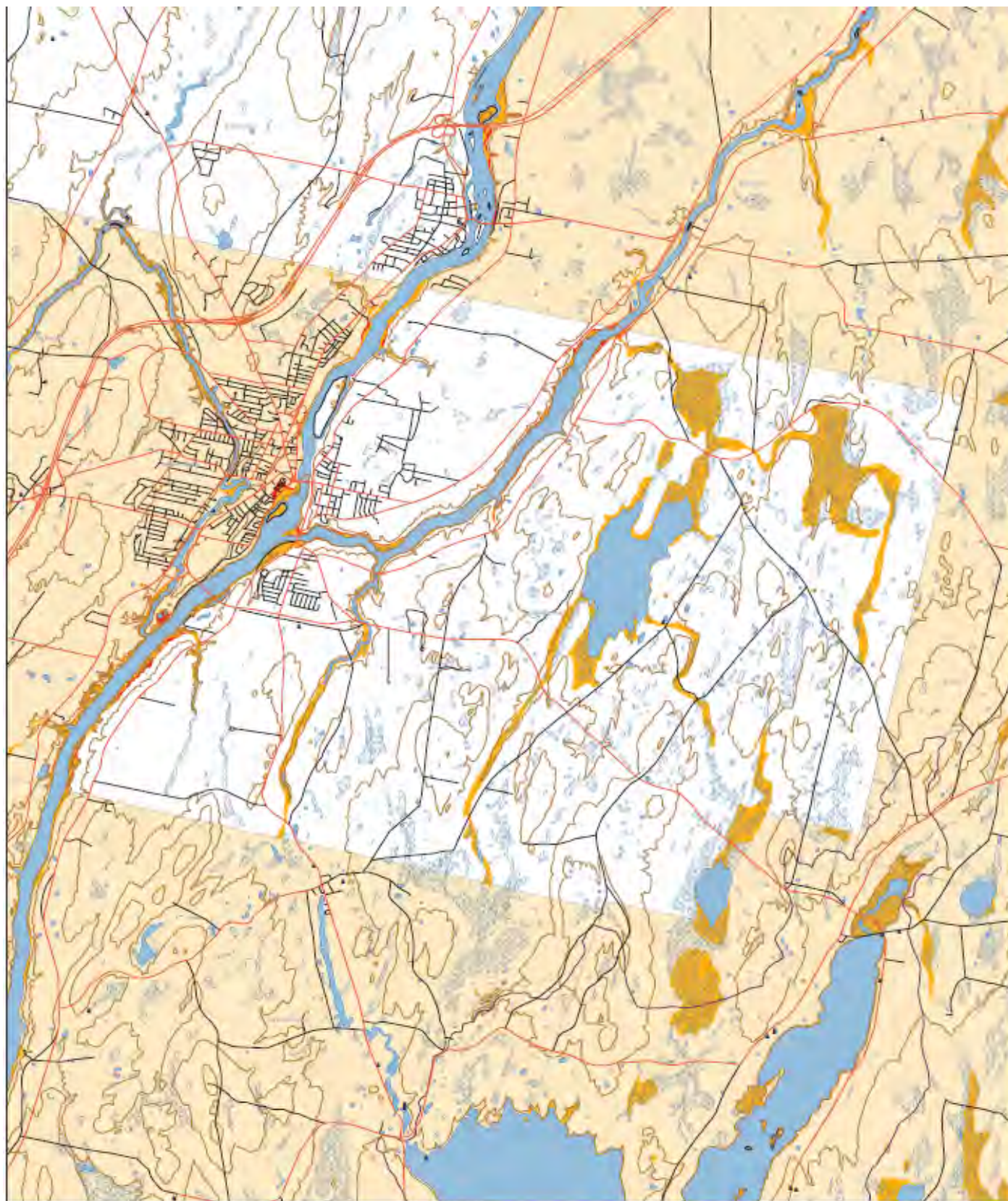
4. Subdivisions large enough to warrant provision of municipal services

1960s: The town never really addressed this issue.

2000s: Curbside municipal services such as school buses and trash pick-up is very costly. To make curbside services more manageable in rural areas there should be a provision requiring all subdivisions to be at least 10 lots. Related to this is the issue of #1 above, meaning scattered 2 acre individual lots should also be prevented. Curbside municipal services should not stop every 200 feet along long rural roads; rather, they should stop at dense clusters of development in between long undeveloped open spaces of rural roads.

Winslow residents acted using current knowledge and assumptions about development. Now, however, we have a broader body of knowledge regarding development, and new techniques for managing growth. To preserve the wonderful town that is Winslow, residents need to continue looking forward, and use modern planning tools to manage growth in the future.

There are currently over 80 parcels in town each containing 50 acres or more, including 31 parcels over 100 acres each. The total acreage of these large parcels is approximately one-third of the total acreage of the town. The conclusion, then, is that there is still time to preserve the large open spaces and natural beauty of Winslow. But residents must act soon.



- Public Drinking Water Wells
- Public Water Watersheds
- National Wetlands Inventory
- 100 Year Flood Zone
- 500 Year Flood Zone

Development Constraints
Town of Winslow
August 2007

0 1,500 3,000 6,000 9,000 12,000 Feet
1:16,000 1 inch equals 1,500 feet

Town of Winslow

Current Zoning

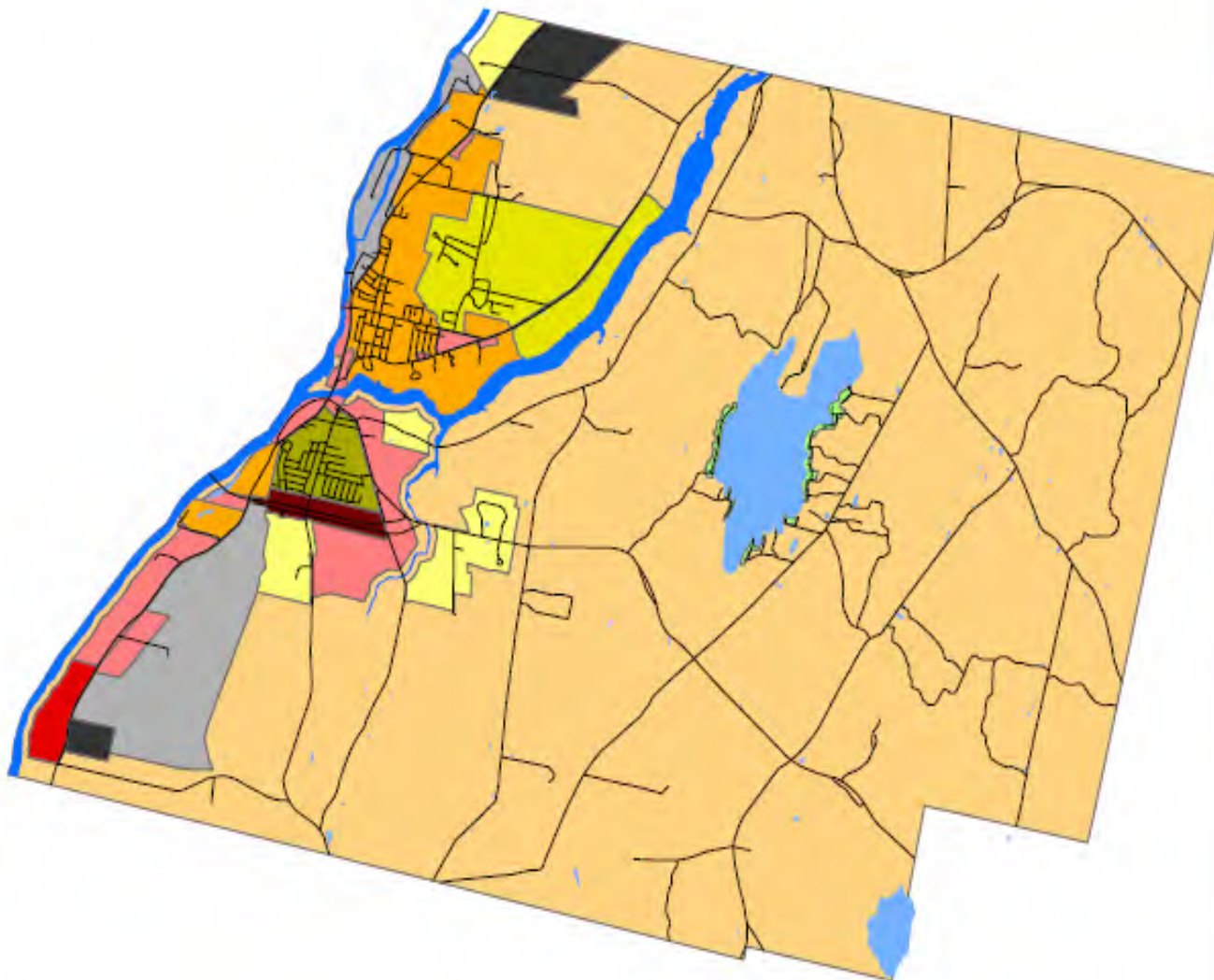
Legend

- Res. - High Density
- Res. - Medium Density
- Res. - Low Density
- Res. - Multi Family
- Rural
- Seasonal
- Commercial
- Highway Commercial
- Restricted Commercial Overlay
- Industrial
- Highway Industrial
- Roads
- Ponds
- Rivers



0 0.5 Miles 1

Map Created September 2008
by KVCOG Staff



Public Facilities



Town Office

Public facilities and services are concentrated in northwestern Winslow. These facilities and services are designed to provide the maximum benefit to residents, including efficiency, which can be produced by locating in the densest part of town. Forty years ago, the town moved from a Town Meeting format to a Town Council. In addition to the seven-member elected council, there is a full-time Town Manager who operates the day-to-day functions of the town. The Town Manager has 8 general government staff, including assessing and code enforcement operations. The full-time Code Enforcement Officer also serves as the municipal information technology assistant.

Health Care

Health care is a major concern across Maine, and in Winslow. With an increasing aging population in town, access to quality health care will become even more of an issue in the upcoming years. Waterville has two major hospitals – the Thayer Unit of MaineGeneral and Inland Hospital (which is a osteopathic hospital). Though these two hospitals provide sufficient service for the Waterville-Winslow region, MaineGeneral recently announced their plans to close down inpatient services at the Thayer Unit within the next six years. That would leave only one hospital in the region. MaineGeneral’s main operations are in Augusta, and their strategic plan is to expand services in Augusta once the Thayer Unit in Waterville is closed. However, that would leave Winslow residents with a thirty minute drive for services that they can now receive in ten minutes.

Many general health care clinics and dental offices exist in Winslow. There are also numerous new outpatient and laboratory facilities in the FirstPark regional commercial park in Oakland. In addition to these private clinics, there are many non-profit organizations in the region providing healthcare-related services. The Winslow budget includes support for the Kennebec Valley Community Action Program Bus Service (which brings many seniors to clinics), American Red Cross, Senior Spectrum, Kennebec Valley Mental Health, Mid-Maine Interfaith Shelter, Hospice Volunteers, Family Violence Project, Rape Crisis Assistance & Prevention, and Crisis & Counseling Centers.

Public Works

There are 15 full-time employees and 1 part-time employee in the Winslow Public Works Department. There is a new public works garage on Halifax Street, housing all trucks and equipment for the department. In 2002, a salt sand shed was constructed to keep salt under cover and maintain water quality. The staff and equipment is tasked with maintaining approximately 125 miles of road, including sidewalks, culverts, signs, signal lighting, and sewer and storm drainage (30 miles of sewer lines and 20 miles of stormwater lines), as well as multiple town properties and vehicles.



New Public Works Garage

The department also provides weekly curbside residential refuse collection. This is kitchen-type waste only. Bulky and demolition-type waste should be brought directly to Waterville. Winslow and Waterville share a waste transfer station and recycling center, both located in Waterville. Recycling can either be dropped off at the small facility located at the Town Library (on Halifax Street), or brought directly to the large Recycling Center in Waterville (at the Industrial Park). Hazardous waste is collected during special regional collection days, usually on Saturdays, throughout the year.

The current recycling rate for Winslow is only approximately 33%. This represents an increase from the mid-1990s, when the town was only recycling approximately 25% of its waste. Nonetheless, state officials believe a realistic goal for every municipality is 35% recycling rate. The breakdown of recycling materials in Winslow can be reviewed in the report attached at the end of this chapter.

The sewage collection system in Winslow is town-owned and maintained by the Public Works Department. A large pipe under the Kennebec River connects Winslow's sewage system to the treatment plant in Waterville. This plant is owned by the Kennebec Sanitary Treatment District, which is jointly owned by Winslow, Waterville, Fairfield, and Benton. A major upgrade to the treatment plant and main pump stations was completed in 1999, including processing equipment, heating, ventilation, and control systems being replaced to allow for another 20 years of proper use. The upgrade was designed to serve an average of 14.9 million gallons per day, which translates into a population of 39,870. The current population being served by the system is approximately 28,000, leaving ample room for new connections over the next 10 years.

The public water supply, both domestic and fire protection, is provided by the Kennebec Water District. The District serves Waterville, Winslow, Fairfield, Benton, and North Vassalboro. The single source of water is China Lake. The Kennebec Water District has the unique distinction of being the oldest water district in the nation. It was created by an Act of the Maine Legislature in 1899, and shortly thereafter began taking water from China Lake. The District's facilities were originally designed and constructed to serve not just the residential population in central Maine, but also the numerous industrial plants. Due to the steady decline of industrialization in this region, there is now significant capacity for

new water customers. In 1994, the District was processing 11.5 million gallons per day. By 2006, the District was only processing 4.5 million gallons per day.

Electricity in Winslow is provided by the Central Maine Power Company. There is a networked system of high- and medium-voltage lines encircling the greater Winslow-Waterville area. This network is connected to the larger high-voltage grid serving the rest of the state and New England. Two substations serve local residents, one on Benton Ave. and the other on the China Rd. Each of these substations has untapped capacity, and any new growth in town could be supported by the existing electricity supply network.

Police and Fire

The Police and Fire Departments are housed within the main Town Office complex on Benton Avenue. Both have a sizable staff of full-time and reserve personnel. The Police Department employs nine full-time and four part-time officers. They also have one administrative staff person. The Fire Department has seven full-time and 24 part-time firefighters. Both departments also have some newer equipment, such as computer technology, as well as older equipment, such as some pumper fire trucks.



Winslow Town Office, also housing Police and Fire Services

There is some regional cost-sharing of services. The Fire Department shares a chief with Waterville. Fire truck equipment is also used to provide service to neighboring towns. The Police Department also provides a School Resource Officer to the Winslow School System. Police officers and firefighters provide emergency and rescue services to Winslow residents. In fact, two-thirds of all calls to the Fire Department are for rescue services, as opposed to putting out fires.

Library

In the late 1990s, the town renovated an old roller skating rink on Halifax St. into the new town library. It is a nice one-story structure, including a large separate room for display of historic resources. The town employs three full-time and two part-time library staff. There are over 5,000 patrons and over 50,000 materials for adults and children.



Winslow Town Library (recycling drop-off on right)

Schools

Winslow residents currently send their children to schools in the School Union #52 system. The elementary, junior, and high schools are located next to each other in a large school complex east of Benton Ave. just north of the Town Office. With a new high school, the system has positioned itself for quality education in the years to come. Also, with this new building, the school system is only operating at 80% capacity. The future of SU52 is in question, however, as state school consolidation legislation works its way through the system. It is still unclear if and how Winslow schools will consolidate into a larger school system.

In addition to providing childhood education, Winslow schools provide adult education programs in the evenings. There is even a daycare program in the elementary school. The high school offers an alternative education program to encourage some kids to stay in school. Approximately 2 in 5 kids in the SU52 system receive a free or reduced cost lunch at school.

Analysis and Key Issues

Though Winslow has an upgraded public water and sewer system with room for new customers, the systems could use some work. One of the main costs for sewage treatment plants is processing stormwater flow due to stormwater leaking into the sewage system. This is a significant problem in Winslow, and due to both a poor storm drainage infrastructure and old sewage system pipes. The town needs to continue funding the capital improvements that replace the aging storm drainage system and sewage pipes.

Winslow residents and businesses should make more of an effort to increase recycling. With residential trash pick-up, the town should consider curbside recycling pick-up. Though there would be an increased cost, the town would benefit significantly from increased revenue from recycling and reduced landfill costs. Studies have shown that urban residents receiving curbside waste pick-up are much less likely to bring their recycling to a separate location.

Major public facilities, including town office, schools, public works garage, and library, are located in northwestern Winslow. Recent investments, such as the new high school and public works garage, placed these buildings within the existing dense developments in northwest Winslow. The proposed Future Growth Area is based in large part upon the extent of the existing public water and sewer line. All these statements lead to the conclusion that Winslow is investing in its growth area now, and will continue to do so in the foreseeable future.

Policies

- The town should efficiently meet identified public facility and service needs.
- The town should provide public facilities and services in a manner that promotes and supports growth and development in identified growth areas.

Strategies

- ✓ The town should identify any capital improvements needed to maintain or upgrade public services to accommodate the community's anticipated growth and changing demographics.

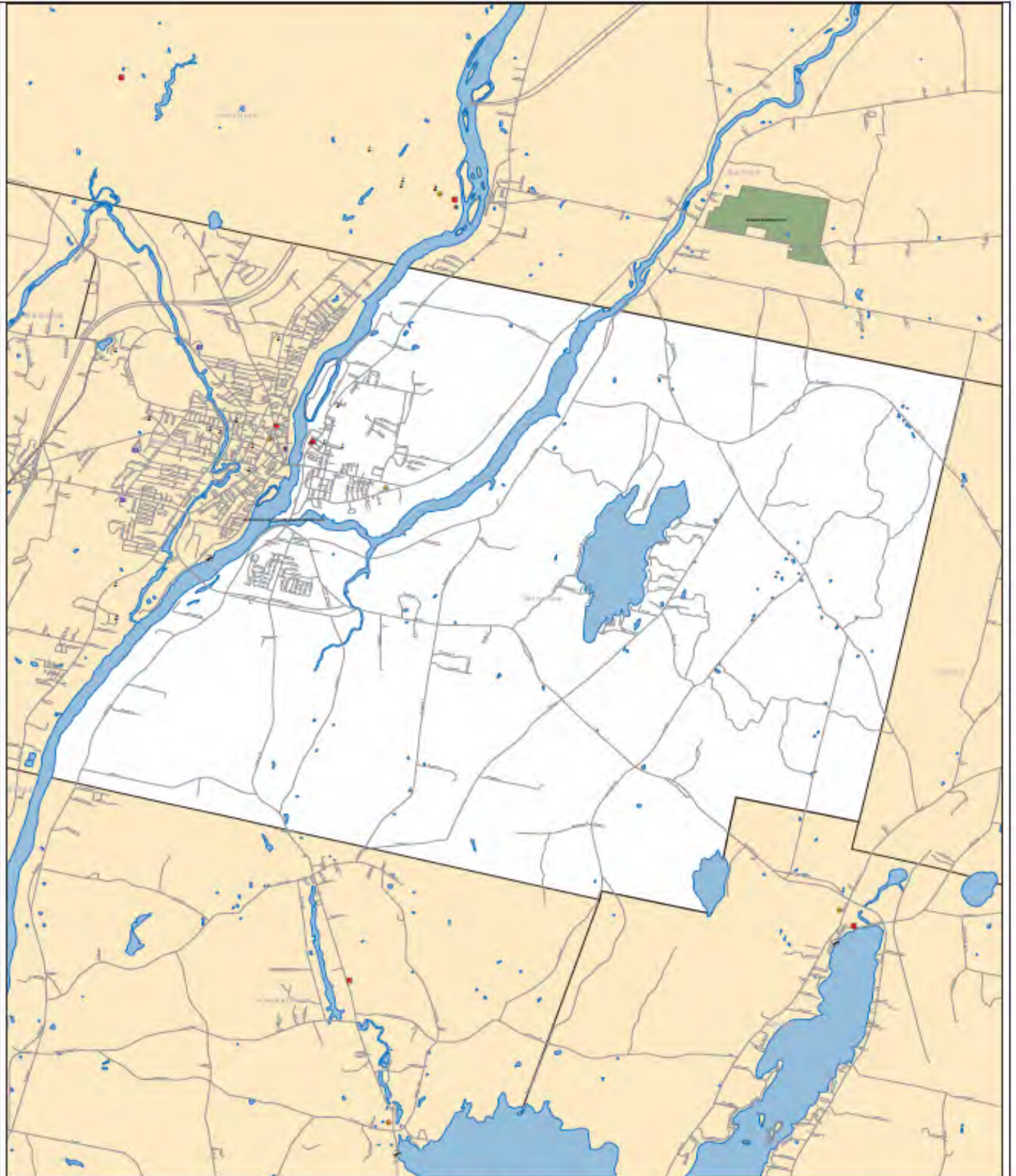
The Town has a comprehensive Capital Improvements Plan now, and it should continue to maintain and review said Plan.

- ✓ The town should locate new public facilities comprising at least 75% of new municipal growth-related capital investments in designated growth areas.

The town recently constructed a new high school and public works garage in the growth area, and future plans for major capital investment, such as a new police department office or general town office, include locating these facilities in the growth area. The Town Council should continue its practice of locating new public facilities in the growth area.

- ✓ The town should explore options for regional delivery of local services.

The Town Council should continue supporting regional organizations providing health care and community services. The town should also continue exploring collaboration options with Waterville and surrounding communities for fire and police services, waste disposal and recycling, water treatment, education, and all other municipal services.



- Road Layout
- Hospital
- School
- Library
- Rescue Station
- Fire Station
- Police Station
- Conserved Land

Local Infrastructure and Conserved Land Town of Winslow

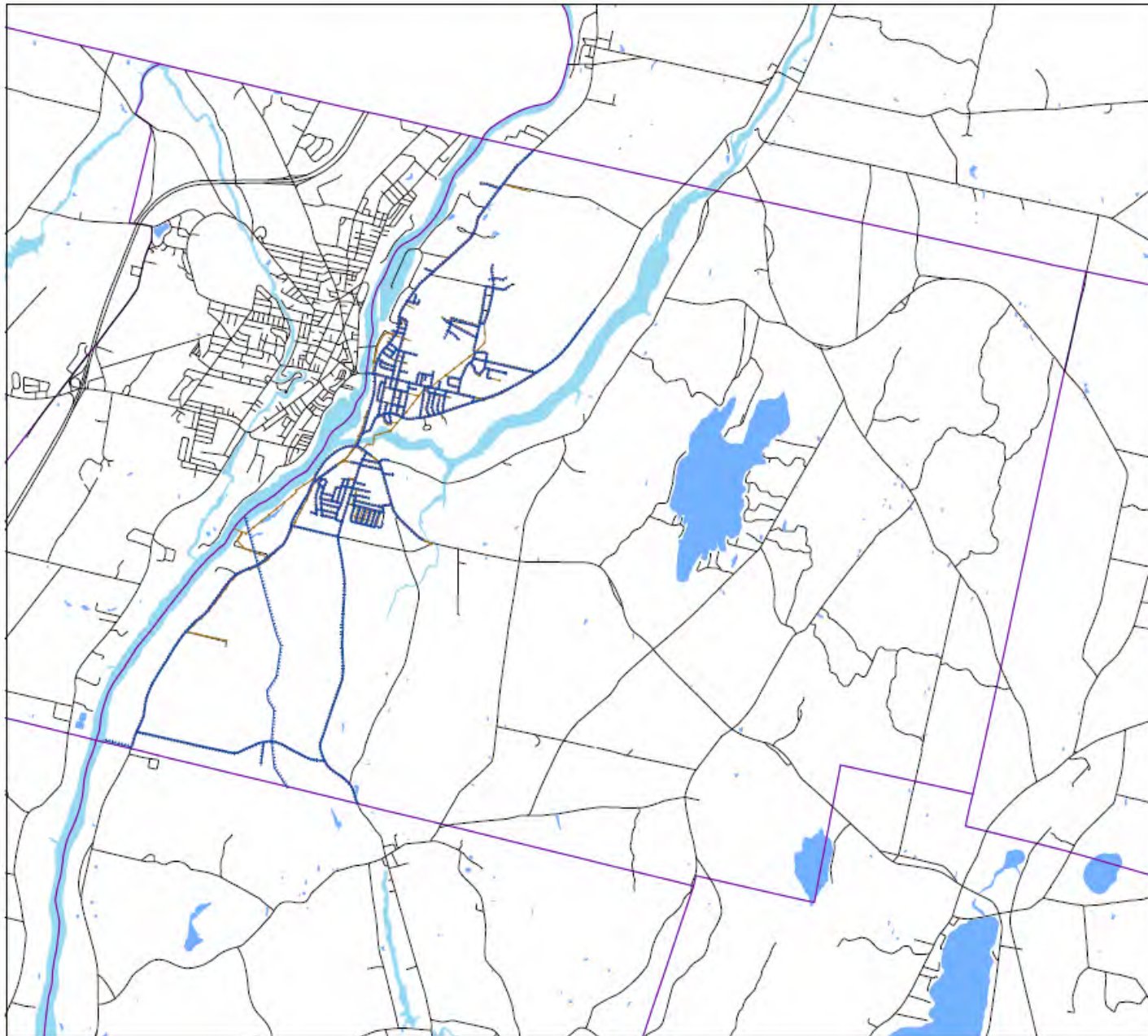
Due to ongoing road naming and readdressing, the road names shown here may not be current.

All information shown here is for the purposes of general planning only.
For detailed information contact the Maine Office of GIS, 145 State House Station, Augusta, ME 04333, 207-287-9144

0 1,500 3,000 6,000 9,000 12,000 Feet
1:18,000 1 inch equals 1,500 feet








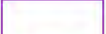
August 2007



Town of Winslow

Water and Sewer Lines

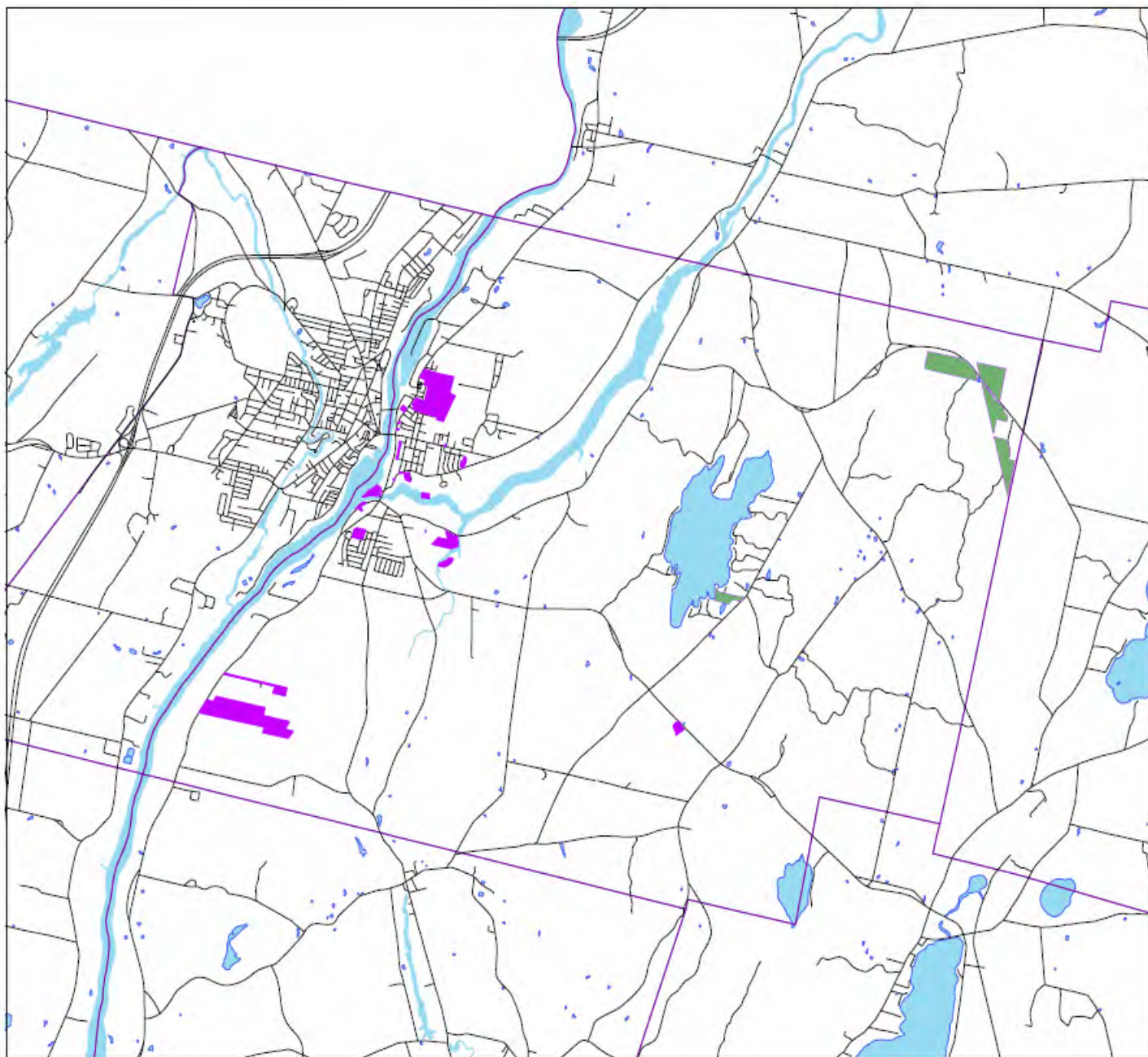
Legend

-  Water Lines
-  Sewer Lines
-  Roads
-  Ponds
-  Rivers
-  Town Border



0 0.5 Miles 2

Map Created September 2008
by KVCOG Staff



Town of Winslow

Town Property

Legend

- Undeveloped Town Property
- Town Property
- Roads
- Ponds
- Rivers
- Town Border



0 0.5 Miles 2

Map Created September 2008
by KVCOG Staff

2006 Municipal Recycling Report Winslow

04/03/2007
Report Number
Geo Code 11280

Municipal Recyclables	Tons
Office Paper	0.00
Cardboard (OCC)	90.00
Old Newspaper (ONP)	120.00
Old Magazines (OMG)	0.00
Mixed Paper	0.00
Glass	3.00
Aluminium Cans/Foil	0.00
Tin Cans	1.00
Plastics	9.00
Other Materials	0.00
Food	0.00
Compost (No leaves)	0.00
Reused Materials	2.00
Universal Waste	0.00
Recyclables Sub-Total	225.00

2006 Analysis	
Per Person	
Municipal Trash Per Person in Tons	0.4262
Municipal Materials Recycled Per P	0.0434
Bulky Waste Per Person in Tons	0.0517
Bulky Recycled Materials Per Person	0.0517
Total Material Recycled Per Person	0.1474
Total MSW Per Person in Tons	0.6252
Dollars Per Person	\$49.08
Dollars Per Ton of MSW	\$78.50
Percentages	
Municipal Waste & Recyclables	75.11 %
Bulky Waste & Recyclables	16.53 %
Commercial Waste & Recyclables	8.37 %
Commercial Waste	
Commercial Waste Included in MSW	n

MSW Disposal Site:
PERC, Orrington

Municipal Recycling Rate
9.24 %
(see explanation on back)

2000 US Census Population 7,743
Year Round Housing Units 3,268
MSW Program Expenses \$380,000.00
Seasonal Housing Units 158

	Recycled Tons	Waste Diversion	Incinerated Tons	Landfilled Tons	Totals
Incinerator Metal Recycled	111.00 tons by PERC, Orrington				
Municipal Solid Waste			3,300.00	0.00	3,300.00
Bulky Waste & Recycling					
Metals	280.00				280.00
Leaves & Yard	40.00		0.00	0.00	40.00
Tires	75.00	0.00	0.00	0.00	75.00
Demo Debris	5.00	0.00	0.00	0.00	5.00
Wood	0.00	0.00	0.00	0.00	0.00
Brown Goods, Furniture	0.00		0.00	0.00	0.00
Mixed Bulky	0.00		0.00	400.00	400.00
Bulky Totals	400.00	0.00	0.00	400.00	800.00
Commercial Totals	405.00		0.00		405.00
Grand Totals	1,141.00		3,300.00	400.00	4,841.00

Waste Diversion
0.00 %

2006 Recycling Summary				
Base Rate	Returned Bottle Credit	Compost Credit	2006 Adjusted Recycling Rate	
23.57 %	5	4	=	32.57

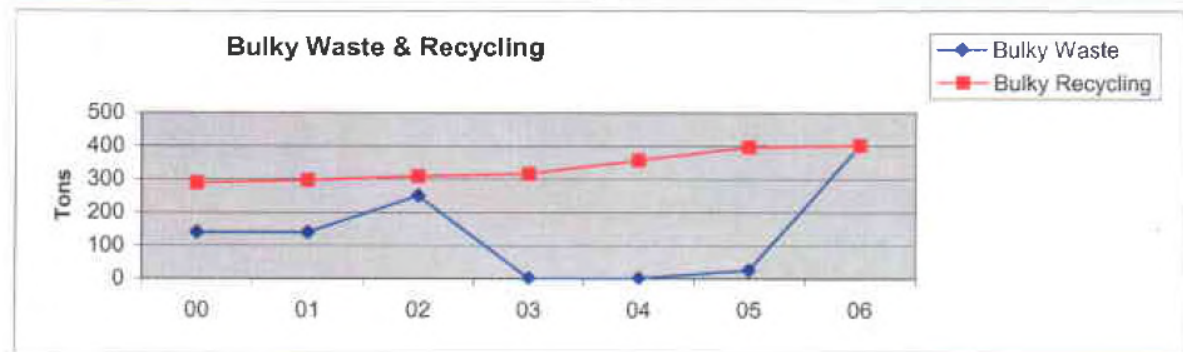
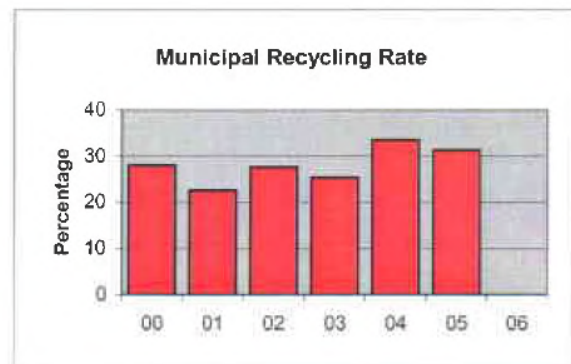
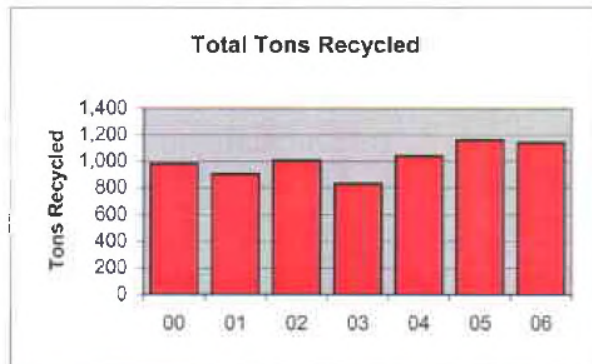
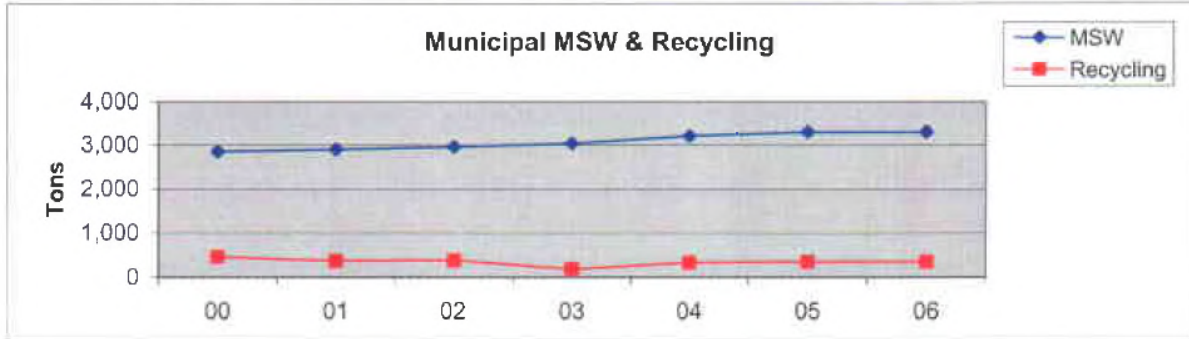
(see explanation on back)

This report is produced by the Maine State Planning Office using R:BASE software with information submitted by community and regional solid waste programs. For additional information, please contact Hank Tyler, by phone:(207) 287-8934; e-mail: hank.tyler@maine.gov; or, through www.recyclemaine.com.



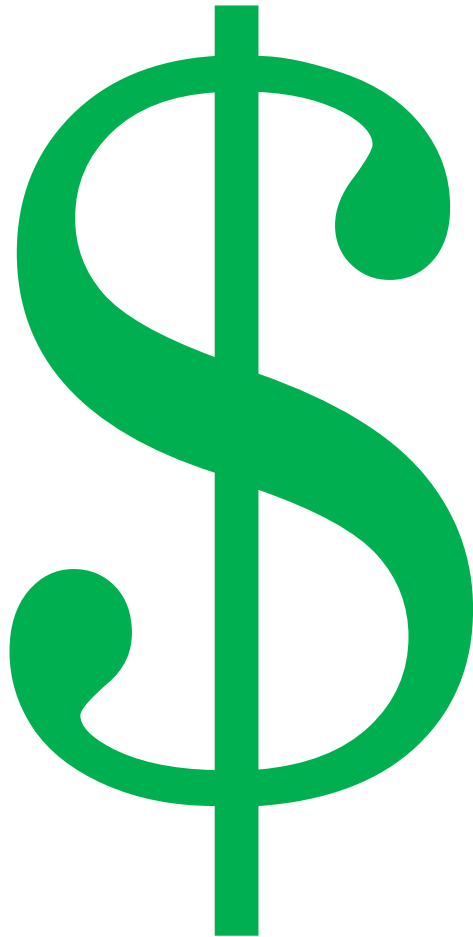
Winslow, Maine

Year	Municipal MSW	Municipal Recycling	Bulky Waste	Bulky Recycling	Total Recycled	Total MSW	Base Recy	Adj. Recy	Municipal Expenses
00	2,843.1	444.6	140.1	287.0	981.6	5,164.8	19.0	28.0	
01	2,891.0	361.0	140.0	295.0	906.0	5,152.0	17.6	22.6	
02	2,950.0	371.0	250.0	307.0	1,008.0	4,413.0	18.6	27.6	\$353,740
03	3,025.0	173.2	0.0	315.0	833.2	5,078.2	16.4	25.4	\$352,738
04	3,200.0	320.0	0.0	355.0	1,040.0	4,240.0	24.5	33.5	\$369,058
05	3,300.0	337.8	25.0	395.0	1,162.8	5,215.8	22.3	31.3	\$370,000
06	3,300.0	336.0	400.0	400.0	1,141.0	4,841.0	23.6	32.57	\$380,000



This information was produced by the Maine State Planning Office based upon data submitted by the municipality.

Fiscal Capacity



Winslow is a fiscally strong town. A majority of the residential development is efficiently located in northwestern Winslow. This has minimized infrastructure maintenance and service costs. The town has a robust Capital Improvements Plan and bonding program (see attached) that has afforded residents major improvements with predictable and steady taxes.

According to the table below, roughly a quarter of Winslow's municipal budgetary appropriations go towards capital improvements and debt service on existing bonds. The debt service is manageable, and in fact the town has the credit rating and ability to bond for another major project or two.

Town of Winslow Budget Appropriations FY 2007-2008

Department	FY 2007-2008 Appropriation	Percent of Total Appropriation	Percent of Appropriation Minus Education and County Tax
Administration	\$331,706.01	2%	5%
Town Council	\$2,340.00	0%	0%
Assessing	\$96,183.52	0%	1%
Elections	\$12,450.00	0%	0%
Police	\$609,267.29	3%	9%
Fire	\$440,156.32	2%	7%
Emergency Management	\$4,050.00	0%	0%
Information Technology	\$49,504.00	0%	1%
Public Works	\$684,427.20	3%	10%
Sanitation	\$465,252.00	2%	7%
Library	\$172,482.40	1%	3%
Code Enforcement	\$55,210.24	0%	1%
Other Town Utilities	\$220,000.00	1%	3%
General Assistance	\$32,787.24	0%	0%
Insurance & Pensions	\$773,500.00	4%	11%
Parks & Recreation	\$123,814.00	1%	2%
Debt Service	\$859,659.62	4%	13%
Community Services	\$195,239.83	1%	3%
Education	\$14,144,000.00	66%	N/A
Adult Education	\$41,425.00	0%	1%
Capital Improvements	\$878,000.00	4%	13%
Organizational Support	\$43,100.00	0%	1%
Sewer Department	\$563,931.63	3%	8%
Kennebec County Tax	\$478,017.30	2%	N/A
Assessors Overlay	\$40,000.00	0%	1%
Contingency Account	\$50,000.00	0%	1%

As can be seen in the table below, exempt property is a small percentage of the overall value of real estate in town – less than 10%. Within this category, government property accounts for fully two-thirds of exempt property valuation. Though some residents use tax incentive programs, the effect on municipal valuation is negligible. Because exempt properties and tax incentive programs together represent barely 10% of the total real estate valuation, it seems that the town could absorb more of these properties without significantly affecting property taxes.

2007 Town of Winslow Municipal Valuation

Category	2007 US Dollars
Taxable valuation of real estate	\$405,234,680
<i>Valuation of exempt property</i>	
State of Maine	\$251,600
County/Municipal	\$24,843,900
Benevolent/Charitable	\$6,489,500
Literary/Scientific	\$8,700
Veterans Organizations	\$28,900
Chamber of Commerce	\$146,400
Religious	\$2,158,000
Blind	\$34,560
Water District	\$2,971,300
Animal Waste Storage	\$133,600
Veterans	\$2,173,920
Exempt Property Total	\$39,240,380
<i>Valuation of Tax Incentive Programs</i>	
Tree Growth	\$653,956
Farmland and Open Space	\$599,233
Tax Incentive Total	\$1,253,189

Analysis and Key Issues

Tax incentive programs were created because precisely the properties qualifying for the programs require very few town services. Numerous studies over the past 30 years have consistently demonstrated that residential development costs more in services than forestland, farmland, or open space land. The specific numbers vary based upon the study, but they are generally around 115% and 35%, respectively. That is, *for every \$1 a municipality collects in taxes from residences, \$1.15 is spent on providing services to those homes; whereas, for every \$1 collected in taxes from undeveloped forest, farm, or open space land, it costs the town \$0.35 to provide services to those parcels.* Generally speaking, the majority of local taxes in the United States support school systems. In Winslow, approximately two-thirds of local taxes are funneled into the school system. To be blunt, cows do not attend school.

Even beyond schools, a large part of municipal services is public works – road maintenance, trash pick-up, etc. With compact development, public works crews can serve a great number of people in less time, using less gas, and generally in a more efficient manner. With sprawling development, those same work crews take longer, use more gas, and generally provide services in a less-efficient manner.

Town officials need to seriously consider recent trends in land use. Though the town is currently fiscally-sound, continuing sprawling development will eventually overtake the historic pattern of compact development, and the cost to serve residences in Winslow will increase to a financially unstable point. Winslow is currently operating under the limitations of LD1, and over the last couple of years has remained within those spending limits. However, continued increases in municipal services will all but assure that Winslow will have to increase taxes above the limits of LD1 in the near future.

Implementing this Comprehensive Plan will address the impending financial problems of sprawling development. First, if the growth area does in fact become a growth area, compact development will ensue, which will decrease the municipal service cost of residential development. Second, by protecting resources in the conservation area, the tax benefit of open space land will be realized.

One option for encouraging growth in the growth area is for the town to subsidize water and sewer extensions and hook-ups. Water and sewer lines run through the growth area, but extending those lines from the public street to proposed homes in a proposed subdivision represents a significant investment by a developer. The town could help offset that initial financial obligation by offering to pay for a certain percentage of the utility line extensions.

One option for protecting resources in the conservation area is for the town to set up a Capital Fund for Resource Protection. This fund could be used for fee simple land purchase, purchase of development rights along a wildlife corridor (essentially an easement), water quality mitigation projects, or any other program that provides for resource protection. The town could begin appropriating money now, while a committee forms the criteria for outlay of these funds. Therefore, by the time the program is up and running, there will be sufficient funds to immediately begin accepting applications.

Policies

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

- The town should direct a minimum of 75% of new municipal growth-related capital investments into designated growth areas in the Future Land Use Plan.
- The town should reduce Maine's tax burden by staying within LD 1 spending limits.

Strategies

- ✓ The town should continue implementation of the Capital Improvements Plan.

The Town Council should continue appropriating funds according to the Capital Improvements Plan.

- ✓ The town should continue annual updates to the Capital Improvements Plan.

The Town Manager should continue working with department heads in preparation and recommendation of the Capital Improvements Plan.

- ✓ The town should explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies.

The Town Council should continue exploring collaborative efforts with neighboring communities, such as sharing fire trucks and equipment. The Town Manager should make it a practice to survey neighbors regarding capital improvements prior to recommending those capital improvements to the Town Council.

- ✓ The town should expand its Capital Improvements Plan to include subsidizing utility line extensions.

The Town Council should appropriate \$30,000 in the next fiscal year for utility line extensions. This is not for immediate use. The Comprehensive Plan Implementation Committee should work with the Planning Board to develop criteria for use of the Utility Line Extension Program. The money should begin being appropriated in 2009, and the program criteria should be developed by 2011.

- ✓ The town should expand its Capital Improvements Plan to include a Resources Protection Fund.

The Town Council should appropriate \$20,000 in the next fiscal year for a Resources Protection Fund. This is not for immediate use. The Comprehensive Plan Implementation Committee should meet jointly with the Planning Board to develop criteria and program details for use of the Fund. The program details should be developed such that the Fund can begin being used by 2011.



TOWN OF WINSLOW
Capital Improvement Plan
2006-2011



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SUMMARY

WHAT WE HAVE DONE

YEAR	TOWN	SEWER	SCHOOL	TOTAL
2001/2002	650,000.00	50,000.00	100,000.00	800,000.0
2002/2003	675,000.00	55,000.00	125,000.00	855,000.0
2003/2004	620,000.00	60,000.00	100,000.00	780,000.0
2004/2005	650,000.00	63,000.00	207,893.00	920,893.0
2005/2006	700,000.00	63,000.00	130,000.00	893,000.0

WHAT WE SHOULD DO

YEAR	TOWN	SEWER	SCHOOL	TOTAL
2006/2007	1,014,000.	80,000.00	518,000.0	1,612,000.0
2007/2008	1,164,000.	80,000.00	518,000.0	1,762,000.0
2008/2009	1,164,000.	80,000.00	518,000.0	1,762,000.0
2009/2010	1,164,000.	80,000.00	518,000.0	1,762,000.0
2010/2011	1,164,000.	80,000.00	518,000.0	1,762,000.0

HOW CAN WE ACCOMPLISH?

- > Failure to significantly increase our capital improvement fund will result in a severe shortfall in funding our projects. We should increase our annual appropriation by \$100,000.00 in the next budget cycle and then by \$50,000.00 each year until 2011.
- > We should set a target rate for our fund balance and when we exceed that rate we should designate any excess to the Capital Improvement fund.
- > The school department needs to be appropriating a larger amount each year to cover their Capital Improvement needs. Failure to do so will always be placing us with an uncertain future with our school buildings.
- > School Committee needs to make Capital Improvements a high priority.
- > Town Council may be able to reduce anticipated amounts by re-evaluating fire department equipment needs and factoring in the UCIP (road assistance funds) into the Capital Improvement budget.

Admin.	Police	Fire	Recreation	P.W., San & Sewers	Schools	Library
HVAC MUNICIPAL BUILDING	POLICE STATION OR RELOCATION	TRUCK REPLACEMENT	NEW STORAGE GARAGE	TOWN GARAGE	BUILDINGS	HVAC
REVALUATION	COMPUTER EQUIPMENT		REPLACE 1987 J.D. GARDEN TRACTOR	PAVEMENT & RECONSTRUCTION	CONTENTS	EXTERIOR PAINTING
COMPUTER EQUIP.			SET ASIDE FOR THE TRACK	EQUIPMENT	VEHICLES	REPLACE CARPETING
			TENNIS COURTS @ BOLDUC	SANITATION TRUCK		ADDITIONAL SHELVING
			BASKETBALL COURT @ BOLDUC	MAINTAIN SEWER LINE REPLACEMENTS		
			PLAYGROUND EQUIPMENT			

DESCRIPTION	AMOUNT
Public Works Equipment	115,000.00
Public Works Garage	100,000.00
Sewer Line Replacement & Maintenance	52,725.00
Sewer Department Buildings	30,000.00
Paving & Road Re-construction	350,000.00
Recreation Equipment	7,500.00
Recreation Buildings	12,500.00
Recreation Court resurfacing	4,000.00
Recreation Playground Equipment	3,000.00
Police Department Equipment	7,000.00
Police Vehicles	17,000.00
Police Building needs	50,000.00
Fire Department Vehicles	65,000.00
Fire Department Equipment	2,000.00
Administration Revaluation	150,000.00
Administration Data Processing	17,000.00
Administration Municipal Building	50,000.00
Library Building	24,000.00
Library Contents & Equipment	16,000.00
School Buildings	380,000.00
School Buildings & Content	58,000.00
School Vehicles	80,000.00
TOTAL SET ASIDE FOR CAPITAL IMPROVEMENTS	1,590,725.00

**Public Works & Sewer Dept.
Buildings**

Currently we are maintaining a Public Works Garage built in the late 60's or early 70's, a salt shed in 2002 and a sewer pump station which opened in 1976. The Public Works garage has serious problems in that it lacks space, poor ventilation, and poor electrical components and does not provide a safe working environment for our employees. The salt shed, the newest of the Public Works buildings, was constructed to keep our salt under cover and to comply with state laws protecting the ground water and river from run off. The pump station on the Augusta Road which opened in 1976 has had upgrades in equipment but very little maintenance done to the building. The building was constructed to withstand the occasional flooding that occurs from the Kennebec River and does not appear to be in need of any major upgrades.

Over the next few years the Town needs to plan on constructing a new Town Garage and to continue to develop the property for Public Works needs on Halifax Street. The Town has now available \$400,000.00 in funds to accomplish that goal and the value of the existing Town garage and lot to accomplish that purpose. The estimated cost to complete this project would be approximately \$1,000,000.00 less the money currently set aside.

The roadway leading down to the pump station on the Augusta Road is beginning to deteriorate and some consideration will need to be given to this area in the next few years.

DESCRIPTION	Units	REPLACEMENT
Town Garage		141,532.00
Town Garage contents		250,000.00
Augusta Rd Pump Station	1	300,000.00
Pump Station Contents		500,000.00
Individual Pump Stations	9	540,000.00
Salt Shed	1	70,000.00
TOTAL ASSETS		1,801,532.00

Annual amount for Public Works Building needs (new Garage)	\$100,000.00
Sewer Department Buildings	30,000.00
	130,000.00

**Public Works, Sanitation, Sewer Dept.
Equipment**

The Public Works Department is currently maintaining the following equipment list. We are currently working on a 12-year replacement schedule which is fine for some pieces and a little long on others. In order to maintain what we have, we need to commit to a replacement schedule.

Description	Units	Estimated Cost
Tandem Axle Dump*	4	340,000
Single Axle Dump*	4	306,000
Front-End Loader	2	161,500
Backhoe Loader	1	80,750
Motor Grader	1	106,250
1 1/2 Ton Dump*	2	93,500
Crew Cap	1	21,250
Flat-bed w/lift	1	21,250
Road Sweeper	1	72,250
Pick-up	2	37,500
Crack Sealer Trailer	1	17,000
Sidewalk Tractor w/attachments	1	63,750
Trailer 26' Flatbed	1	10,200
Trailer-Small	1	3,400
Pavement Roller 2ton	1	10,200
Line Striper-walk behind	1	2,900
Water Tank (750 gal)	1	2,500
Cement Mixer	1	4,250
Pumps (3 portable)	2	3,100
Parts Washer	1	2,500
Welding Filtration Unit	1	3,800
Generator-portable	2	4,100
Generator - back-up emergy	1	7,500
TOTAL CURRENT ESTIMARED REPLACEMENT COST		1,375,350

* Units/Prices include Dump Bodies, Sander Equipment and Plow Gear

** Replacement Cost includes estimated 15% Resale Trade-in Values;

Inflationary Factors NOT INCLUDED - P.W. would bear inflationary pressures.

Annual amount needed on a 12-year schedule for equipment. 115,000.00

**Public Works
Street & Road Improvements**

The Town maintains approximately 125 lane miles of streets and roads. Many of our streets have underground drainage in place consisting of several miles of piping and a great number of collection basins. In 1997 the Town took out a highway bond for \$3,000,000.00 payable over 10 years. We have been paying \$300,000.00 on the principal plus interest each year and those bonds will be retired in 2007. We have also been approving between \$250,000.00 and \$350,000.00 each year for highway improvement work. With the escalating price of paving material I am recommending that we continue on the path that we are on by placing at least \$350,000.00 for the year 2006/2007 and then increasing that at least by a \$150,000.00 in the succeeding years. In those years the highway bond will be gone which results in an annual cost of \$500,000.00 instead of the 650,000.00+ that we have been doing. This should meet our needs and prevent from doing another highway bond issue.

Sewer Department Line Maintenance schedule

Street Line Location	Yr Planned	Projected Cost
Choate Street Main	2006	25,000.00
Force Main Lift Sta. Upgrades (5)	2006	33,000.00
S. Garand Street Main	2007	55,000.00
Rousseau St. Main	2008	22,500.00
Maillett St. Main	2008	27,750.00
St. John St. Main	2009	42,500.00
Hallowell St. Main	2010/11	98,000.00
Anthony Ave. Main	2012	28,500.00
Whipple St. Main	2012/2013	99,000.00
Kidder/Cone/Chadwick Mains	2014/2015	96,000.00
TOTAL ESTIMATES FOR SEWER		527,250.00

Annual Amount needed on a 12-year schedule for equipment	115,000.00
Annual Amount needed on a 10-year schedule for paving	350,000.00
Annual Amount needed on a 10-year schedule for sewer lines	52,725.00
Annual Amount for building replacement	100,000.00
Annual Amount for Sewer Dept. Buildings	30,000.00
Public Works Department Annual CIP Needs	647,725.00

The Town Council should keep in mind that the Industrial Park on the Augusta Road needs to have a sewer line extended to it. In order to extend a sewer line to that park we would need approximately \$275,000.00. Originally, we had planned to subdivide the 64 Acres and sell the lots to raise funds for the sewer line. We will need to sell lots at a higher price than \$15,000.00 if we hope to accomplish that goal. If not we should think about raising funds to do so.

**PARKS & RECREATION
DEPARTMENT**

As we review the needs for the Parks & Recreation Department we should be aware that this is a very active department with most of the requirements being in the parks area. As you can see from the table below, we maintain acres of open space which takes equipment. With the equipment we need storage areas and currently are maintaining a 60x20 garage behind the Town Office Building. This open space also needs to be maintained with fertilizers, aeration, equipment have bushes trimmed and weeded in order to keep the quality looks our Parks Department has achieved. In addition in several areas we maintain playground equipment, maintain surfaces on four tennis courts, two basketball courts and an all-weather track. We need to plan to redo the track and courts surfaces and every so often and that can be expensive. My estimate would be that we do the track surface about every fifteen years, tennis and basketball court surfaces about 10 years. It is anyone's guess as to what is the proper amount to accomplish this, but we should be setting aside about \$4,000.00 per year for this purpose.

As mentioned previously we maintain a cold storage building of approximately 60 by 20 feet. I feel strongly that we should be planning to construct another recreation storage building upon our lot at the Fortin Farm site. The current location for our equipment is poor at best and presents a dangerous situation for our employees. I am recommending that we construct a cold storage recreation building approximately 60 by 30 feet for use by the Recreation Department. The estimated cost would most likely be in the \$35.00 per square foot range which would translate into a building cost of \$63,000.00. If we were to accomplish this with Town funds over a five-year plan we would need to set aside about \$12,600.00 per year to accomplish this goal.

NAME	LOCATION	SIZE
Town Office Grounds	114 Benton Ave	1.50
Scott Park	Benton Ave	3.25
Benton Ave. Pk	Benton Ave	.25
Veteran's Playground	Clinton Ave	.25
Halifax Street Playground	Halifax Street	2.50
Sand Hill Overlook & Playground	Bellevue Street	1.00
Norton Street Playground including Little League Field	Bolduc Street	5.00
KS Bank Soccer Field	Halifax Street	6.00
Carter Memorial Bridge	Carter Drive	1.00
Jr. High & High School Athletic Fields	Danielson	30.00
Pop Warner Football Field	Danielson Street	4.00
Elementary School Grounds	Benton Ave.	5.00
Library Grounds	Halifax Street	.25
Little League Field (Elementary School)	Off Benton	1.00
Fort Halifax Park	A Bay Street	5.00
Lithgow Street Library	Lithgow Street	.25
Lithgow St Park		1.25
Monument Park	Monument	.25
Cul-de-sac's (Court St, Corbett Lane, Dixon Terrace, Woodlawn Dr.	Street	.50
Grass Mowing Millennium Dr.		.25
Pump Station (Grass Mowing)		3.00
Waterville/Winslow Bridge		1.00
	Total	72.50

Recreation Dept. Continued

Description	Units	Estimated Cost
Recreation Storage Garage	1	\$40,000.00
Tractor Type Mowers	3	25,000.00
Pick-up Truck	1	25,000.00
1 Ton Dump	1	25,000.00
TOTAL ESTIMATED VALUE		115,000.00

Annual Amount needed on a 10-year schedule for equipment.	7,500.00
Annual Amount needed on a 5-year plan for storage building.	12,500.00
Annual Amount needed on 10-year plan for resurfacing.	4,000.00
Continued upkeep of playground equipment.	3,000.00
Parks & Recreation Department Annual CIP Needs.	27,100.00

POLICE DEPARTMENT

The Police Department has grown in size and equipment since we made an effort to modernize its operation several years ago. The most pressing need in the Winslow Police Department is we need to relocate them to a modern police department or upgrade the police headquarters so that it is handicap accessible, has proper ventilation, proper booking rooms and counseling rooms. The building need cannot be wished away and needs our attention over the next five years. In addition we have increased our computer equipment needs which will always be changing as well as the number of motor vehicles we have in service.

The building need could be addressed in a number of ways. We could renovate the current Town Office to include ground level access to the current police headquarters. If possible we could open up the south wall to daylight, install a proper HVAC system, and air handling equipment. We could look for a building to house our police station or move them to an existing building. One possibility includes the Jr. High School building if ever vacated by the School Department; another may involve relocating the Winslow Fire Department and using that space. We may want to consider building a police station. Certainly a number of possibilities exist, but we need to commit to solving this problem. My recommendation would be to set aside at least \$50,000.00 per year to address the police building needs. Over the five-year plan we would have \$250,000.00 for a police headquarters. Won't completely solve all the issues but will give us a start.

Description	Units	Estimated Cost
Patrol Cars	3	\$75,000.00
Unmarked Car	1	10,000.00
Computer Hardware & Software	7	35,000.00
TOTAL ESTIMATED VALUE		120,000.00

Annual Amount needed on a 5-year Vehicles	17,000.00
Annual amount needed for police computers & equipment	7,000.00
Annual Amount needed to address Police Building needs	50,000.00
Police Departments Annual CIP Needs	74,000.00

FIRE DEPT

The Fire Department major investment continues to be fire apparatus. We in Winslow are in good shape but we must keep our trucks current. Technology has created safer and more efficient equipment and with our equipment we will need to be constantly updating.

Currently, we are doing a joint study with the City of Waterville to assess our fire-fighting needs. This is one area that I think we could certainly do some consolidating and make some real headway on providing improved fire services for our community and eventually some cost savings. The problems that we would encounter if we were to do some consolidation would be political and emotional. I have not seen any studies that indicate the proper size community to maintain a full fledged fire department. I have heard all the horror stories that include reductions in insurance rates to loss of life but have not seen any statistics. We are fortunate that we have an excellent fire station to house our equipment but, could that be done elsewhere which would free up space for a police station? Are we going to be able to buy equipment that has become very expensive? How many full-time firefighters does a community of 8,000 people need? I sincerely believe that we need answers to those questions before making substantial investments in fire department apparatus. I also believe that we all want the very best for all of Winslow citizens. Working with neighbors can we provide a better package? As policy makers we along with our neighbors should address these questions before making long-term plans. Failure to do so will put us in similar situations for years to come.

Description	Units	Estimated Cost
Rescue Boat	1	5,000.00
Rescue Sea Doos	2	11,000.00
95 International Pumper	1	270,000.00
2000 Pierce Ladder/Pumper	1	525,000.00
86 Pierce Pumper	1	109,000.00
05 GMC Rescue Truck	1	64,000.00
Total Equipment Value		984,000.00

Annual Amount needed on a 20 year schedule for equipment	65,000.00
Annual Amount for Equipment on a 10 year schedule	2,000.00
	67,000.00

ADMINISTRATION

For the purpose of Administration I have included the Assessing Department, Data Processing, and the Municipal Building. In the Assessing Department the Town needs to face the fact that another professional revaluation needs to be done. The Assessor although very qualified cannot visit every parcel within our community do the comparisons necessary that will determine fair market value. It is a State of Maine law that we maintain a ratio that is within 70% of the market value. With prices escalating on some properties and not others a revaluation will result in shifts that will not make anyone popular. The last few years we have been setting money aside to pay for the UAH lawsuit regarding their value. This as you know has been quite expensive exceeding \$275,000.00. We need to place at least \$500,000.00 to pay for a revaluation.

With data processing we need to be aware that without our computer servers and PC's that our record keeping operation would come to a halt. We need to be aware as the technology changes every day. Software updates and hardware replacements are now necessary in any business.

Finally, our municipal building. Our building that was built in 1967 is showing signs of old age. Office space is adequate but not laid out well. Handicap accessibility is poor to say the least. The rubberized roof that we put on in the early eighties will not last forever and as mentioned previously under the police department that area needs to be addressed. In addition we need to become concerned about the heating system and how we cool our municipal building. The Town office is a very large energy user and that needs to be address. I really believe that we need to bring in a professional architect/engineer to determine what will be needed for the immediate future.

Description	Units	Estimated Cost
Revaluation		\$ 500,000.00
Data Processing Equip. & Software (Servers)	5	25,000.00
Data Processing (PC'S)	13	26,000.00
Data Processing (Laptops)	2	3,000.00
Data Processing (Printers)	8	10,000.00
Municipal Building	1	2,000,000.00
Total Estimated Value		2,564,000.00

Annual amount set aside for revaluation	\$150,000.00
Annual Amount for Data Processing (Software Upgrades)	17,000.00
Annual Amount for Municipal Building	<u>50,000.00</u>
	217,000.00

LIBRARY

The Winslow Library is a fairly new facility that the Town renovated in 1996. Although, completely renovated the building has been showing signs of wear. We need to take a look at the HVAC which is operated by propane gas, we need to address carpeting which is wearing and the building is showing signs that the exterior will need to be repainted soon. In estimating its needs I feel that we should be setting aside at least 3% per year of the buildings replacement cost and 5% a year on the building contents to address these items. The difference being that the building is on a 30-year life cycle and the contents on a 20-year schedule, which may be a little optimistic. In the table below our insurance carrier lists the following:

Description	Units	Replacement Cost
Library Building (721,000 / 30 Years)	1	721,000.00
Library Contents (325,000 / 20 Years)		325,000.00

Annual Amount for Library Building set aside	24,000.00
Annual Amount for Building Contents	<u>16,000.00</u>
	40,000.00

SCHOOL DEPARTMENT

It is always difficult in dealing with the School Department capital needs in that they are governed by the School Committee and have their own administration. To recognize that they are very important to our community I have tried to demonstrate using a rule-of-thumb method. What I believe we as a community should be doing in the school department area. To do this I have taken the value of our assets as listed by our insurance carrier and applied what I believe are appropriate annual set asides for their capital needs.

Description	Units	
Winslow High School	1	5,074,740.00
High School Contents		500,000.00
Jr. High School	1	4,719,600.00
Jr. High Contents		500,000.00
Elementary School	1	8,196,622.00
Elementary School Contents		508,800.00
Garand Street	1	964,800.00
Garand Street Contents		45,000.00
Various Out Buildings, Bleachers, Concession Stands, Score Boards		206,000.00
Motor Vehicles	19	828,626.00
TOTAL ESTIMATED ASSETS OF SCHOOL DEPARTMENT		21,544,188.00

Amount needed on annual basis for buildings	(50 yr schedule)	380,000.00
Amount needed on Annual basis on building contents (30 yr.)		58,000.00
Amount needed on Annual Basis Vehicles (10 yr)		<u>80,000.00</u>

POINTS TO PONDER

As you can see from the above material, the Town maintains a significant amount of assets that we as Town officials are responsible for. The "points to ponder" section puts forth some thoughts that we should be addressing before we make major investments in our buildings and equipment. It gives me the opportunity to ask "what if" and should be viewed as that and not a recommendation from my office.

- ? What if instead of 4 school buildings, soon to be 3, we could make it two.
- ? What if we consolidated the Fire Department with our neighbor? Would we need less equipment?
- ? What if we consolidated our Police Department? Would we need as much equipment and remodel the Police Station?
- ? What if we shared our Codes Office, Assessors Office, General Assistance function with a neighbor? Would we be able to reduce our cost?
- ? What if we contracted out trash collection?
- ? What if we consolidated our municipality with another?

Again, do not look at the "what if" questions from above as a recommendation from the Town Manager. Personally, I feel that Winslow is the best community in the State and should be maintained as such. We as a community need to understand that there is no free lunch and we need to pay for what we enjoy. If we are unwilling to do that, we may not be able to maintain our community as we know no it.

2008/2009 Capital Improvement Budget

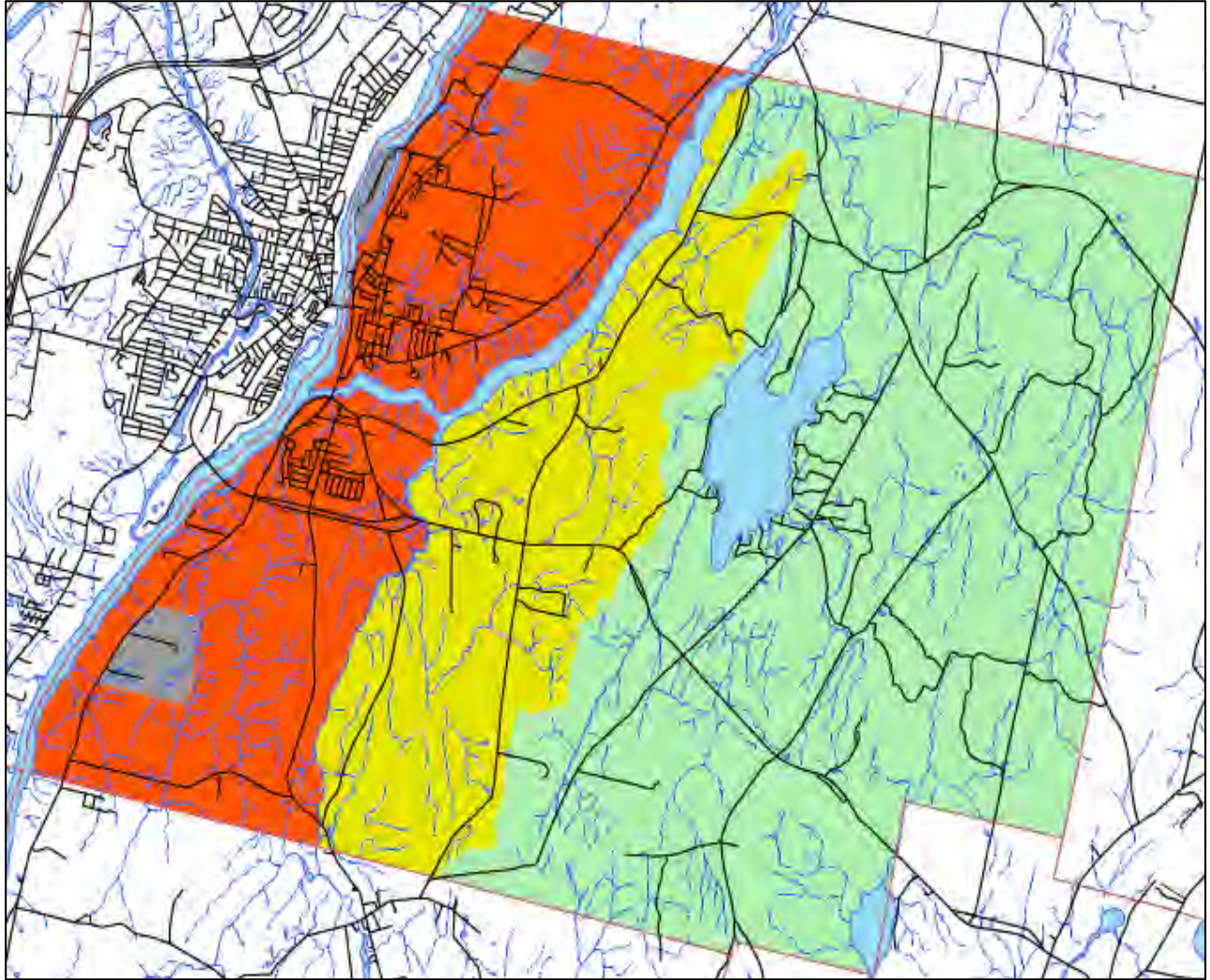
Transfers to Cap Improvement	2007/2008	Dept. Head	Increase / (Decrease)	% Change	Council	Increase / (Decrease)	% Change
Municipal Building	\$ 50,000.00	\$ 50,000.00	-	0.00%	\$ 50,000.00	-	0.00%
Assessing Consultant	\$125,000.00		(125,000.00)	-100.00%	\$110,000.00	(15,000.00)	-12.00%
Assessing Technology	\$ -	\$ -	-		\$ -	-	
Election Equipment	\$ -		-		\$ -	-	
Library Building	\$ 10,000.00		(10,000.00)	-100.00%	\$ 10,000.00	-	0.00%
Library Equipment	\$ 10,000.00		(10,000.00)	-100.00%	\$ 10,000.00	-	0.00%
Computer Equipment	\$ 5,000.00	\$ 5,000.00	-	0.00%	\$ 5,000.00	-	0.00%
Police Radios	\$ 2,000.00	\$ 5,000.00	3,000.00	150.00%	\$ 3,000.00	1,000.00	50.00%
Police Facility	\$ 50,000.00	\$ 50,000.00	-	0.00%	\$ -	(50,000.00)	-100.00%
Police Computer & Equip.	\$ 7,000.00	\$ 9,600.00	2,600.00	37.14%	\$ 9,000.00	2,000.00	28.57%
Police Vehicles	\$ 5,000.00	\$ 14,565.00	9,565.00	191.30%	\$ 5,000.00	-	0.00%
Fire Truck	\$ -	\$ 30,139.00	30,139.00	100.00%	\$ -	-	
Fire Dept. Equipment	\$ 2,000.00	\$ 2,000.00	-	0.00%	\$ 2,000.00	-	0.00%
Rescue Replacement	\$ 3,500.00	\$ 9,016.00	5,516.00	157.60%	\$ 9,016.00	5,516.00	157.60%
Storm Drains	\$ 30,000.00	\$ 50,000.00	20,000.00	66.67%	\$ 30,000.00	-	0.00%
Street & Roads	\$425,000.00	\$ 425,000.00	-	0.00%	\$425,000.00	-	0.00%
PW Equipment	\$ 75,000.00	\$ 115,000.00	40,000.00	53.33%	\$ 75,000.00	-	0.00%
Town Garage	\$ -	\$ -	-		\$ -	-	
Fuel Cap. Reserve	\$ -	\$ -	-		\$ -	-	
Sewer Dept. CSO &	\$ -	\$ -	-		\$ -	-	
Recycling Fund	\$ 2,000.00	\$ 2,000.00	-	0.00%	\$ 2,000.00	-	0.00%
Sanitation Equip.	\$ 50,000.00	\$ 50,000.00	-	0.00%	\$ 50,000.00	-	0.00%
Recreation Development	\$ 19,000.00		(19,000.00)	-100.00%	\$ 19,000.00	-	0.00%
Maintenance Equipment	\$ 7,500.00		(7,500.00)	-100.00%	\$ 7,500.00	-	0.00%
TOTAL	878,000.00	1,156,173.50	278,173.50	31.68%	821,516.00	(56,484.00)	-6.43%

Debt Schedule

Fiscal Year	Crowe Rope Bonds	Elementary Gym Expansion	\$6,000,000 High School	\$3,000,000 High School	Town Garage Project	Total Debt Appropriation	Increase (Decrease)
2008/2009	\$ 470,216.26	\$ 13,062.96	\$ 434,278.00	\$ 112,580.00	\$ 160,937.50	\$ 1,191,074.72	
2009/2010	\$ 452,351.26	\$ 12,355.56	\$ 430,978.00	\$ 112,580.00	\$ 156,812.50	\$ 1,165,077.32	\$ (25,997.40)
2010/2011	\$ 433,995.00	\$ 11,650.34	\$ 432,378.00	\$ 112,580.00	\$ 152,687.50	\$ 1,143,290.84	\$ (21,786.48)
2011/2012	\$ 415,275.00	\$ 10,472.50	\$ 433,378.00	\$ 112,580.00	\$ 148,562.50	\$ 1,120,268.00	\$ (23,022.84)
2012/2013	\$ 396,532.50		\$ 433,978.00	\$ 112,580.00	\$ 144,437.50	\$ 1,087,528.00	\$ (32,740.00)
2013/2014	\$ 377,767.50		\$ 434,178.00	\$ 112,580.00	\$ 140,312.50	\$ 1,064,838.00	\$ (22,690.00)
2014/2015	\$ 358,342.50		\$ 433,978.00	\$ 112,580.00	\$ 136,187.50	\$ 1,041,088.00	\$ (23,750.00)
2015/2016	\$ 338,895.00		\$ 438,278.00	\$ 112,580.00	\$ 132,062.50	\$ 1,021,815.50	\$ (19,272.50)
2016/2017	\$ 319,447.50		\$ 437,078.00	\$ 112,580.00	\$ 127,875.00	\$ 996,980.50	\$ (24,835.00)
2017/2018			\$ 435,478.00		\$ 123,562.50	\$ 559,040.50	\$ (437,940.00)
2018/2019			\$ 438,378.00		\$ 114,237.50	\$ 552,615.50	\$ (6,425.00)
2019/2020			\$ 440,678.00		\$ 109,962.50	\$ 550,640.50	\$ (1,975.00)
2020/2021			\$ 442,378.00		\$ 105,687.50	\$ 548,065.50	\$ (2,575.00)
2021/2022			\$ 438,578.00		\$ 101,412.50	\$ 539,990.50	\$ (8,075.00)
2022/2023			\$ 444,178.00		\$ 97,137.50	\$ 541,315.50	\$ 1,325.00
2023/2024			\$ 444,078.00			\$ 444,078.00	\$ (97,237.50)
2024/2025			\$ 443,378.00			\$ 443,378.00	\$ (700.00)
2025/2026			\$ 446,715.00			\$ 446,715.00	\$ 3,337.00
2026/2027			\$ 444,026.00			\$ 444,026.00	\$ (2,689.00)

Dated May, 2008

Future Land Use Plan



Nestled amongst the grid street patterns and higher population density of northwest Winslow are the fire station, police station, town office, schools, and library. It is not hard to imagine that providing services to the residents in this part of Winslow is more cost-effective than providing municipal services to those residents strung out along the rural roads. But just how bad a problem is this? Below are two images of Winslow, one from the late 1800s, and one from today. Each map has black dots representing residential homes.

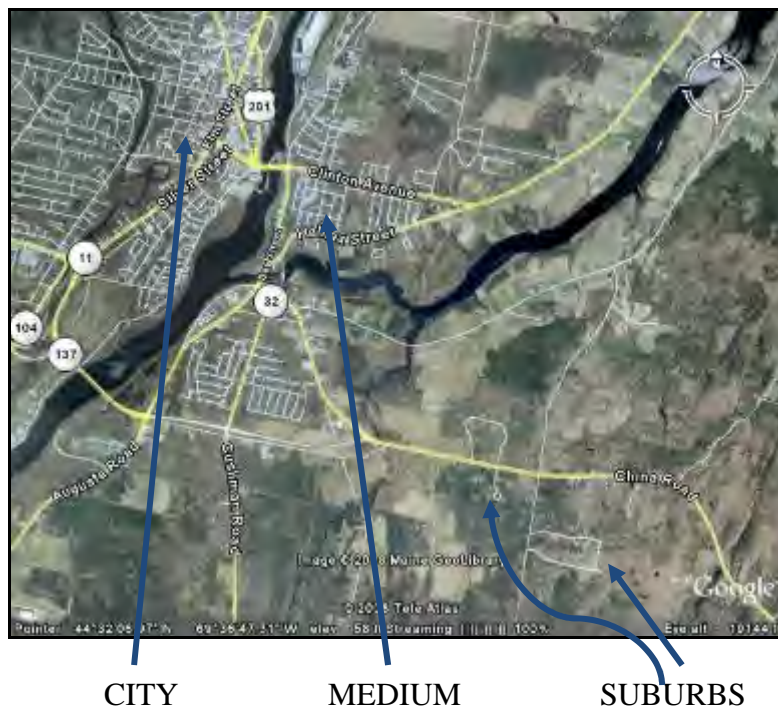


Though it is true that homes were strung out along rural roads a century ago, it is also true that the problem has increased. In addition to the sheer number of dots, also note all the new roads, allowing for even more houses. In the maps above the homes appear right on top of each other, but in reality, they are mainly located on 2 acre lots. This is just enough distance between driveways to require bus and truck drivers to press on the gas, only to use their brakes after 10 seconds when they arrive at the next driveway.

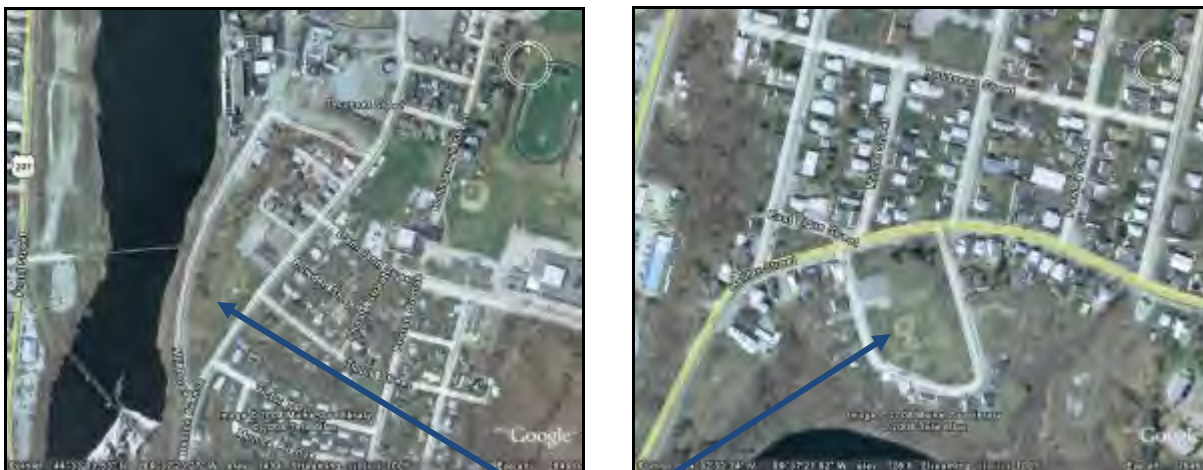
In Randall Arendt’s book Rural by Design, the author documents some common qualities of traditional small towns, such as mixed uses and pedestrian-friendly. Illustrated below are examples of how Winslow captures some other qualities of traditional small towns:

Medium Density

(somewhere in-between that of cities and sprawling postwar suburbs)



Civic Open Spaces



NEIGHBORHOOD-SCALE, PEDESTRIAN-FRIENDLY OPEN SPACE

Winslow began as a small rural town, and still retains many of those characteristics. At the same time, over the last 50 years the town has sprawled beyond the compact “village” and into the rural countryside. Winslow, like most towns, developed an exclusive zoning framework. The exclusion was most strongly felt by separating commercial and residential, especially along roads. Roads zoned for commercial became strip malls. Roads zoned for residential became strip sprawl.

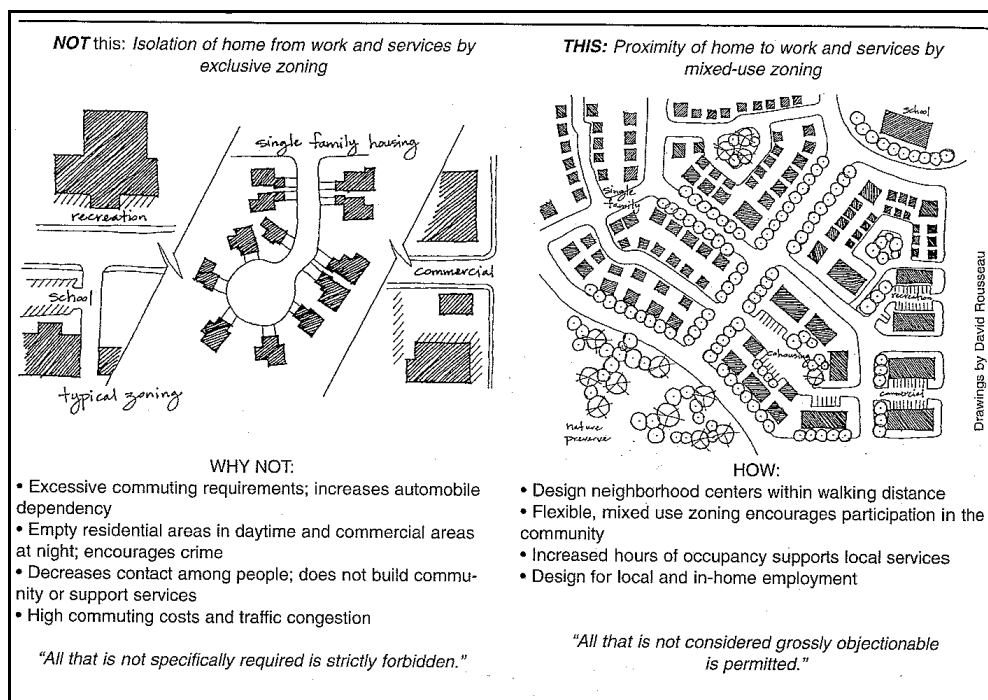


Figure courtesy Mark Roseland, *Toward Sustainable Communities*, 1998, p.132

Older, northwestern Winslow appears similar to the figure on the right above. There are homes within walking distance to the school and town office. Newer, southern and eastern Winslow has strip businesses along the China Road and Augusta Road, with few methods for residents to access them without a vehicle.

A common argument given by modern developers is responsibility. Many developers believe that every parcel must have its own access/driveway, and every owner must be responsible for his own land. The idea of a common area, and common responsibility for maintenance, somehow was lost over the last century. In the image below, again one sees old Winslow on the right, with common parks, sidewalks, places for civic engagement. On the left is the typical “sea of asphalt” that develops when each parcel must have its own parking and access. Over the last 50 years, planners have increasingly recognized that exclusive zoning regulations have the unfortunate effect of encouraging the type of development seen on the left below.

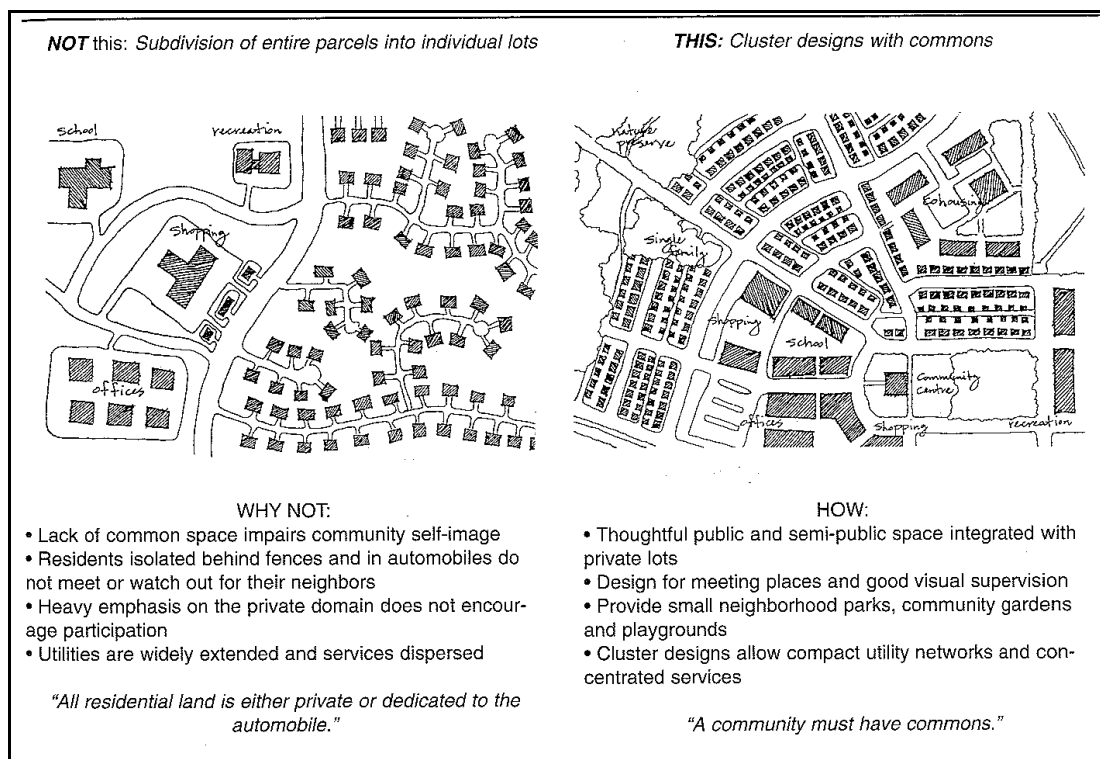


Figure courtesy Mark Roseland, [Toward Sustainable Communities](#), 1998, p.133

Even within housing types, exclusive zoning has proved detrimental to social interaction.

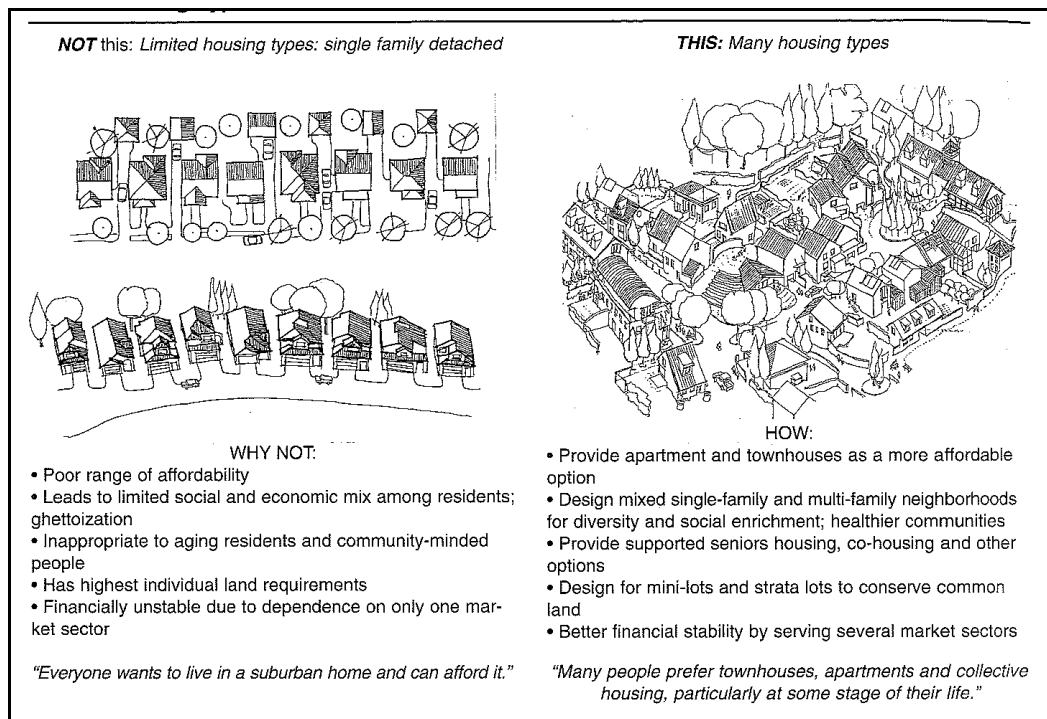
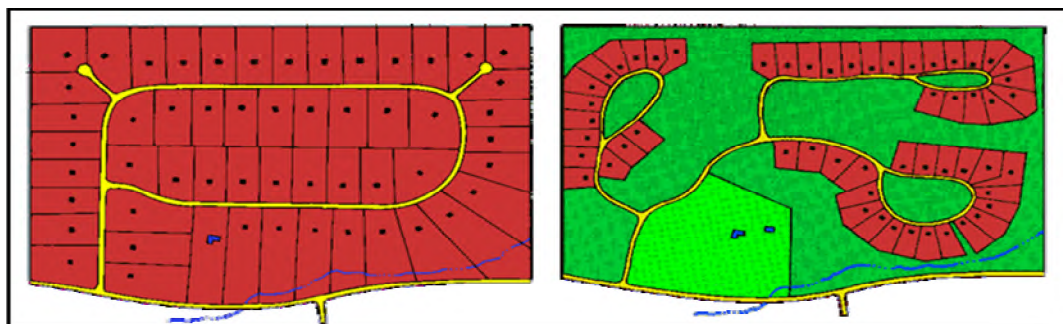


Figure courtesy Mark Roseland, *Toward Sustainable Communities*, 1998, p.134

Each zone naturally must produce its own type of development, thanks to strict conformance to rigid standards such as setbacks and lot size. Options such as garage apartments or zero lot lines are restricted. This seriously hampers housing options for residents, including affordable housing – because even affordable housing must conform to specific standards of what an apartment or mobile home park must look like.

In growth areas, it makes sense to allow diverse development, encouraging mixed housing types and mixed land uses. However, in more sparsely populated regions, it is also possible to maintain a rural atmosphere. The key here, just as in more urban areas, is flexibility.



Open Space Subdivision - Same number of housing units

Figure courtesy Randall Arendt

A typical open space subdivision simply reduces the lot size, and reduces setback requirements. This offers the developer the option of preserving various resources on the property, such as the farm and creek above. Some towns and counties today require open space subdivisions. In the two options below, developers demonstrate how precious farmland can be preserved in multiple ways.

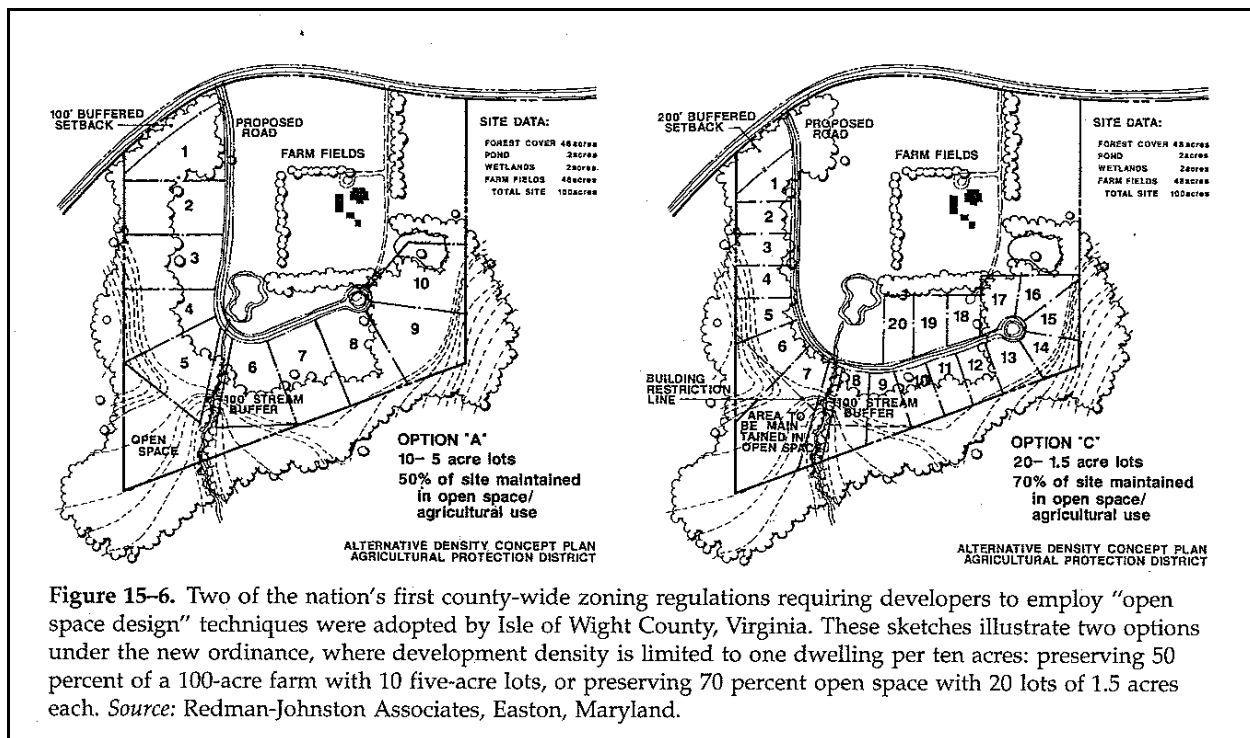


Figure courtesy Randall Arendt, *Rural by Design*, 1994, p. 261

Analysis and Key Issues

Winslow is a resource-rich town. It is possible to maintain that wealth, but residents must rediscover, and allow, the development that originally settled in the area. The development was village density near services, and rural in outlying areas. A majority of participants in the comprehensive planning process have recommended that the town modify its development standards. Specifically, the goal is to create four main development zones: Industrial, Growth, Rural, and Conservation (see attached Future Land Use Map). The Industrial Zone is exclusive zoning, meaning those few areas zoned industrial are specific industrial parks, with existing utilities for that purpose, and there is no desire to redevelop these areas. At the same time, there is a desire to limit industrial growth to those specific areas. In the Growth, Rural, and Conservation zones, various techniques are recommended for mixed development.

The Growth Area was defined as such based upon existing dense development patterns, and existing infrastructure, specifically public water and sewer lines. The Conservation Area was defined as such based upon the Pattee's Pond watershed. The Conservation Area encompasses the Pattee's Pond watershed, as well as the rest of the town east of the Seabasticook River. Land left between these two areas was designated the Rural Area.

Recommendations for increasing development flexibility:

Development Characteristic	Zone		
	Growth	Rural	Conservation
Minimum Lot Size	Variable	2 acre	10 acre
Subdivision	Grid	Open Space	Open Space
Maximum Impervious Surface	Variable	20%	10%

In the Growth Area, there are currently numerous exclusive zones. It is recommended that during the implementation phase consideration be given to reducing the number of those zones and allowing for more mixed-use development. Some zones may have no minimum lot size while others may maintain a minimum lot size to assist in preserving the character of existing neighborhoods. Special consideration should be given to those parts of the growth area that are not presently developed, identifying appropriate land use standards that will attract growth. One incentive may be for the town to subsidize more dense development by sharing in the cost of extending public water and sewer services into some of these presently undeveloped growth areas.

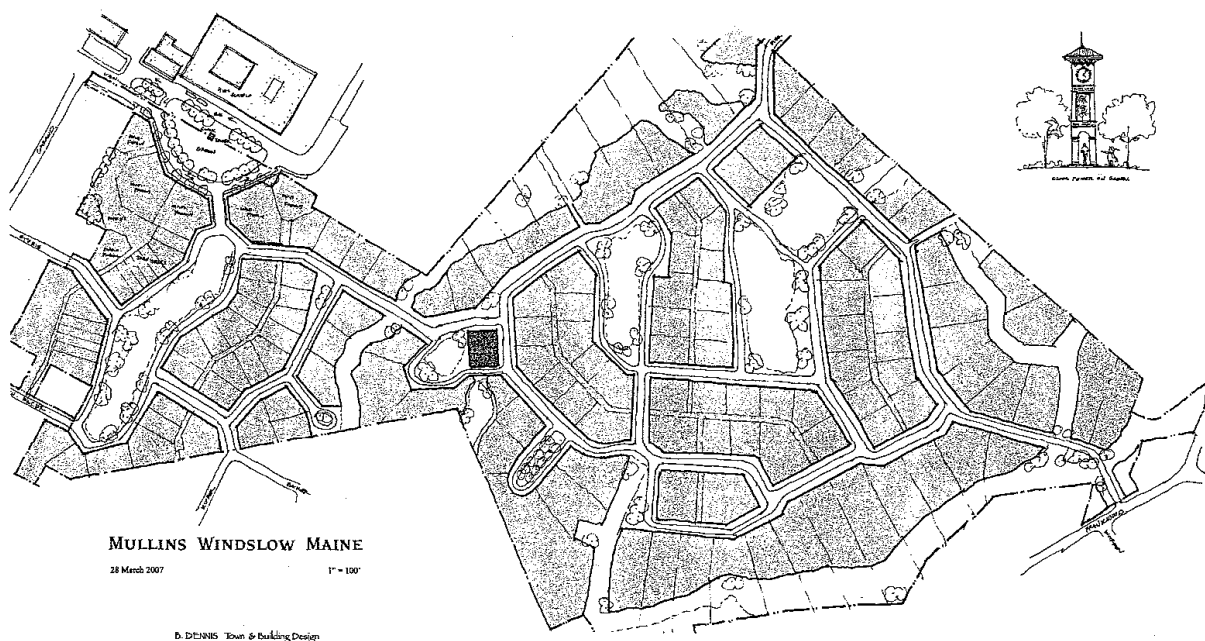
Subdivisions in the Rural and Conservation Zones should maintain a minimum amount of open space, to preserve the rural character and natural environment of the region. In the Growth Area, subdivisions must connect to, or allow for future connection to, existing development. The premise here is to continue the walkable/bikeable neighborhoods of northwest Winslow.

Finally, since impervious surfaces are ultimately what cause many of the detrimental environmental problems, the town should limit the amount of such surfaces in Rural and Conservation Areas. Within the growth area, the impervious surface requirements will vary depending upon the density of development. By restricting impervious surfaces in non-growth areas, but allowing for more flexibility in growth areas, the hope is to encourage greater development in the Growth Area.

Non-Regulatory

In addition to placing public facilities in growth areas, municipal officials can also encourage continued development near those public facilities. In the chapter on Fiscal Capacity, it was suggested that the town could subsidize water and sewer line extensions for development in the growth area. An extension of this idea is to prioritize subsidization by how close a development proposal is to existing development.

For example, the school complex is located in the growth area, surrounded by some residential development, such that many children can walk or bike to school. Nonetheless, there are also some undeveloped parcels of land surrounding the schools. Recently, a landowner of one of these parcels proposed a development plan that includes a mixture of housing types, open spaces, and even some small commercial development (Mullins property, see map below). This is not a developer proposing a large development. This is a landowner designing the type of development that is ideal for the location, and then having a developer come in and build to the existing design. The landowner has shared the design with town officials, who support the proposal. Town officials are now considering working on similar pre-development design proposals with other major landowners near public facilities. This encourages extension of the existing growth area, by providing preliminary approval of development designs, taking much of the uncertainty out of the hands of developers.



Policies

- The Town should coordinate its land use strategies with other local and regional land use planning efforts.
- The Town should support the community's vision of the future, and displayed in this Plan.
- The Town should support the level of financial commitment necessary to provide needed infrastructure in growth areas.
- The Town should establish efficient permitting procedures, especially in growth areas.

- The Town should protect critical resource areas from the impacts of development.

Strategies

- ✓ The Town should assign responsibility for implementing the Future Land Use Plan to the appropriate committee, board, or municipal official.

At the end of this chapter are Implementation Strategy charts outlining responsibilities for each task.

- ✓ The Town should clearly define how it will distinguish and create Growth, Rural, and Conservation areas, as outlined in the Future Land Use Plan and Map.

This chapter of the Plan identifies both regulatory and non-regulatory strategies for encouraging appropriate development into the Growth, Rural, and Conservation Areas.

- ✓ The Town should use its Capital Improvements Plan as a planning tool to implement future municipal investments to support the Future Land Use Plan.

As outlined in the Fiscal Capacity chapter of this Plan, the town shall continue to adhere to its Capital Improvements Plan, making sure that major future capital improvements follow the Future Land Use Plan.

- ✓ The Town should meet regularly with neighbors to coordinate land use designations and regulatory and non-regulatory strategies.

The Planning Board should invite neighboring Planning Boards to attend sessions annually, for a discussion on development in each town and how those developments are conforming to an overall regional strategy for growth.

- ✓ The Town should support the Code Enforcement Officer by providing the necessary tools and training to allow the CEO to enforce land use regulations and maintain certification.

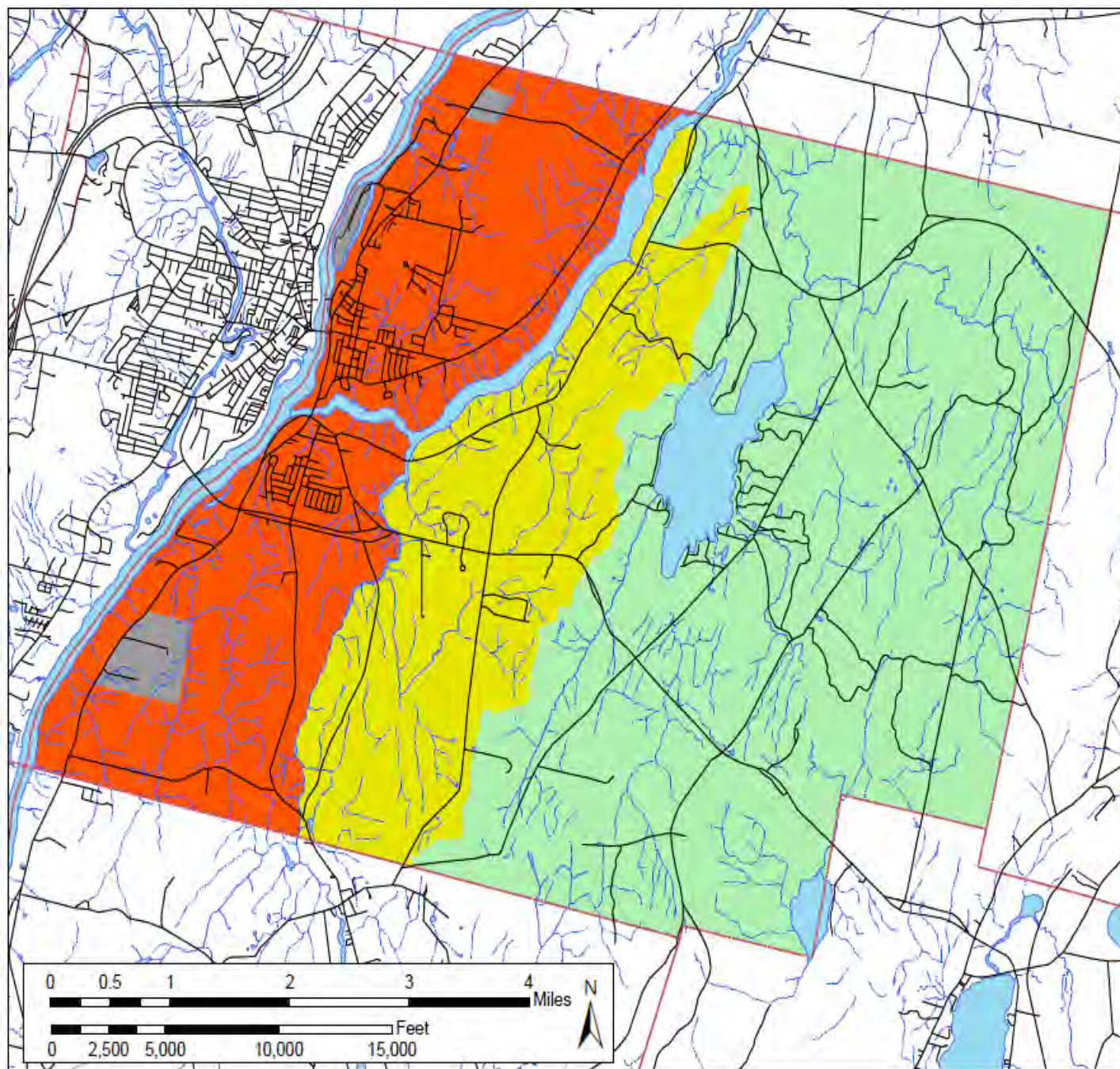
The Town should continue employing a full-time Code Enforcement Officer. The town should also provide time for training. The Town Manager should meet with the CEO to discuss whether additional duties, such as information technology officer, currently being performed by the CEO are precluding the CEO from performing his responsibilities as CEO.

- ✓ The Code Enforcement Officer should continue tracking new development in town by type and location.

The Code Enforcement Officer should continue maintaining his database on building permits issued.

- ✓ The Town should periodically evaluate implementation of this Comprehensive Plan.

The Planning Board should review this Plan every three years, identifying what strategies have been accomplished, and which new strategies can be implemented for the next three-year period.



Town of Winslow Future Land Use

Legend

Land Use

- Conservation
- Rural
- Growth
- Industrial

Other Features

- Lakes, Ponds, and Rivers
- Perennial Streams
- Intermittent Streams
- Roads
- Town Boundary

Land Use	Total Acres	Percent of Total Acres
Conservation	12523	53.2%
Rural	4495	19.1%
Growth	6192	26.3%
Industrial	324	1.4%
Total	23534	100.0%

Data Sources: KVCOC, Town of Winslow, MEGIS
 Datum: NAD83
 Projection: UTM Zone 19N
 Map Units: Meters

Kennebec County Soil and
 Water Conservation District



Map Created: 06/30/2008
 By: J. Fredenburg

2008 Winslow Comprehensive Plan

Implementation Strategies

Accomplish in 2009

Strategy	Responsible Party				
	Implementation Committee	Planning Board	Town Council	Town Manager	CEO
Meet with school district personnel to discuss conducting a survey of the Seabasticook waterfront, including photographs over time	X				
Create Historic Resources Fund category in the Capital Improvements Plan, and appropriate \$10,000 annually into this Fund	X	X	X	X	X
Create Utility Line Extension Program Fund category in the Capital Improvements Plan, and appropriate \$30,000 annually into this Fund	X	X	X	X	X
Create Resources Protection Fund category in the Capital Improvements Plan, and appropriate \$20,000 annually into this Fund	X	X	X	X	X
Meet with school district personnel and Pattee's Pond Association to discuss expansion of erosion control programs around Pattee's Pond	X				
Invite regional organizations to discussion on collaborative land conservation strategies, including modifications to forestry and agriculture regulations		X	X	X	X
Invite Parks & Rec. Board to discussion on public access to water resources and public recreation opportunities		X		X	X

2008 Winslow Comprehensive Plan

Implementation Strategies

Accomplish in 2010

Strategy	Responsible Party				
	Implementation Committee	Planning Board	Town Council	Town Manager	CEO
Revise zoning ordinance to require that all development proposals near historic properties be sent to the Maine Historic Preservation Commission for review and comment		X	X	X	X
Revise zoning ordinance to require that all development proposals within a Critical Resource Area be sent to the Maine Department of Inland Fisheries & Wildlife for review and comment		X	X	X	X
Review all sections of Town Code related to water quality and natural resource protection, discuss modifications such as instituting low-impact development requirements, and make appropriate changes to Code	X	X	X	X	X
Invite local affordable housing organizations and developers to discussion on affordable housing collaborative projects		X		X	X
Invite Public Works Director and Maine Department of Transportation to discussion on creating and maintaining bicycle lanes		X		X	X
fy public property and road maintenance to utilize low-impact opment techniques	X		X	X	

2008 Winslow Comprehensive Plan

Implementation Strategies

Accomplish in 2011

Strategy	Responsible Party				
	Implementation Committee	Planning Board	Town Council	Town Manager	CEO
Present Historic Resources Fund grant program for preservation of historic resources, with particular attention on Fort Halifax	X	X	X	X	X
Present Utility Line Extension Program criteria as incentive for development in the Growth Area	X	X	X	X	X
Present Resources Protection Fund criteria for preservation of undeveloped land in Rural and Conservation Areas	X	X	X	X	X
Begin receiving annual updates on water quality from Pattee's Pond Association and local school students		X			X
Review "high value plant & animal habitats" in Winslow to determine whether any should be added to the zoning map for additional development review scrutiny	X	X			X
Identify critical resources crossing municipal boundaries and meet with counterparts in other towns to design management strategy		X		X	X
Discuss land conservation and alternative development options for landowners who own property in critical resource areas	X	X			X