

Town of Waldoboro Comprehensive Plan

Part One

Plan Goals and Action Items

Comprehensive Plan Organization

The Comprehensive Plan is organized into two sections. Part One of the Plan contains a vision statement, goals, policies, and implementation schedule, land use plan and capital improvements plan. Part Two of the plan contains the inventory section, which consists of a description of the many assets of the town. The information and data contained in this section provides the basis for the goals and policies.

Introduction:

The 2018 Waldoboro Comprehensive Plan is built upon the foundation of previous comprehensive plans, studies, and public forums and meetings. The new Comprehensive Plan was written to meet the contemporary needs of the community since the previous plan was adopted in 1998. Over the course of previous 20 years, a considerable number of things have changed, and new issues, problems, and community expectations have arisen. The Plan presents a way forward for the community to respond to our current times. A considerable amount of work and public participation has taken place to write the Plan and, upon its presentation at the June 2018 Town Meeting, will be considered for approval.

The planning phase is complete, and now it will be time to begin the work of putting the ideas and recommendations of this plan into action. This part of the Comprehensive Plan contains those action items and sets forth a path to direct existing and new town committees and staff to implement the plan. Some activities will be addressed in a short amount of time; many others will begin but take time to complete.

This phase in the process can be exciting because it asks the community to roll up its sleeves and begin making changes to improve our community.

Previous Plans

1968 Comprehensive Plan

The 1968 plan was the first formal plan developed by the Town that tackled some of the critical issues of the time and briefly addressed the most important functions of the community.

1998 Comprehensive Plan

The 1998 plan was developed in compliance with the Maine Comprehensive Planning Law and regulations with guidance from the State Planning Office. This was Waldoboro's first comprehensive plan, which addressed all facets of the municipal operations and functions. Notable components of the plan include recommendations for a new land use ordinance and land use plan, which are currently being used, which form the foundation for the 2018 plan.

Other Planning Activities

2010 Public Planning Session

A Waldoboro community visioning project titled "Re-Think, Re-Imagine, Re-Vitalize Waldoboro" was undertaken in 2010 and culminated in a final report in October 26, 2010. The visioning sessions were facilitated by Bruce Hyman in cooperation with the Community Visioning Steering Committee. A copy of the final report is included as an appendix to the Comprehensive Plan, and many aspects of this document have been included into the 2017 Comprehensive Plan Update. Two significant outcomes of this undertaking was to revitalize the Route One corridor and to make the Village into a destination.

Downtown Development Plan

A Downtown Development Plan created a comprehensive strategy to improve the downtown area while enhancing the Town's economy. The Plan provided detailed design options which were focused on improving access, enhancing economic activity, improving parking, and connecting the downtown to the Route One corridor. The Plan has not been fully implemented, however, its recommendations are still relevant. Some of the plan recommendations, such as improvements to outside public and building features and parking signage, have been installed.

Credits/Committee Members:

Barbara Boardman	George Seaver	Andrew Zulieve	Theodore Wooster
Caren Clark	Jann Minzy	Marcus Benner	Jen Merrit
Scott Lash	Michael Poli	Edward Fisher	

Many members of the public, municipal officials, town staff, and other committees have contributed to this Comprehensive Plan. A special note of appreciation to all members of the public who participated in the public meetings for sharing their ideas and suggestions.

Background

The Comprehensive Plan vision for Waldoboro will look ahead for the next 20 years, or more, and express our shared hopes and aspirations for our community. The Plan will also provide guidance to how the various strategies and recommendation proposed in the plan are to be understood and how they connect and relate to each other. The community vision can be viewed as an over-arching set of operating instructions that informs us how all the different pieces, ideas, suggestions, and recommendations contained in the Comprehensive Plan are supposed to fit harmoniously together.

The creation of today's community vision needs to be prefaced with an examination of where the town has been and where we currently find ourselves. Waldoboro, in its past, had been a prominent manufacturing hub for ship building, farming and food products, fishing, shell fish harvesting, and local shops. It can also be described as a rural community with a few small village centers as well as a place for summer residents to find solace from city summer heat. The town was also famous for its artists and fiber arts.

Moving into a contemporary time, we find that some former features in the town have faded away, such as the manufacturing jobs from Sylvania, Button factory, and the Cannery. However, others, such as shell fishing and new ventures in agriculture, are still important and growing features of the community. The area still provides a variety of jobs consisting of small or moderate sized businesses and services. Waldoboro's workforce is better educated and trained as compared to past years, and many people work not only in region, but in towns like Augusta, Bath, Brunswick, Rockland, and Belfast. An enduring quality of the Town is its many beautiful areas along the coast and inland, which provide residents a very desirable place to live and raise a family.

Vision

Placed in the context of our past and current situation, the following is our vision for Waldoboro during the coming 20 to 50 years:

- Waldoboro is a wonderful and enriching place to live and raise a family while making a living.
- The historic buildings and structures throughout the town, especially in the villages and downtown, are preserved and used for homes, businesses, and public places.
- The arts community is thriving and the Town is home to artist and craftspeople working in a variety of mediums.
- The Town is a locus for fiber processing, including sheep and alpaca breeding.
- High speed internet access in the Town has allowed new small business opportunities to grow, providing creative employment for new families.
- Young families are moving into Waldoboro attracted by affordable housing, ample recreational choices, and good schools.
- Small agriculture and food processing businesses are thriving and offer families a way to provide a sustainable income.
- Several medium sized commercial parks in the Town provide places for new manufacturing activity and are promoted through a combination of TIF funding, business loans from local banks, and economic development organizations.
- Aquaculture has expanded from shell fishing into new products, which is providing jobs and a supply of fish seafood for the regional market.

- The Route One corridor is a vibrant and attractive commercial area that welcomes people and encourages them to patronize local businesses.
- The downtown village is a vital and inviting heart of the community with distinctive shops, galleries, and restaurants creating an attractive destination for residents and tourist.
- Municipal government continues to develop ways to provide quality services, which are cost efficient and meet the needs of residents.
- Residents participate in local government which respects different points of view, and provides opportunities for citizens to become involved in decision making.
- The water quality in the Medomak River, and our other water resources, is excellent and supports an expanding economic fishing and aquaculture sector and numerous recreational opportunities.
- New economic and employment opportunities in Waldoboro and throughout the region provide stable incomes and attract new residents.
- A variety of cultural, social and educational opportunities are available to residents.
- Waldoboro is an active regional participant with its regional neighbors creating a vibrant Mid Coast.

Plan Goals and Action Items

Goals and action items are presented for each Comprehensive Plan Section. A list of some important issues discussed while developing each plan section precedes goals and action items.

The goals will help shape the vision for Waldoboro for the next 20 to 50 years. The goals set a direction and establish a blueprint for change and growth. The goals are broad statements and are designed to set the tone and communicate clearly the ideas and intent of the citizens of Waldoboro.

The goals will be further expanded in the form of action items, which are organized under the specific comprehensive plan section. The action items are concrete actions to turn the vision and goals into reality. Each action item will establish tasks to be accomplished by one or more individuals groups or committees. A specific time frame is also established to match the 20 year planning horizon.

The action items included in the Comprehensive Plan are intended to be addressed by the Town, however, it is important to remember that the final plan for each action item may evolve and change over time. This should be viewed as a natural outcome of this planning process. **New ways to achieve an objective, new problems, or circumstances may alter how solutions are proposed and implemented, the goals and action items should be reviewed and modified as needed at least every 5 years to account for new priorities.**

The timeline is a three part category as follows:

On Going: This indicates that the policy is a recommended standard operating procedure; will occur on a regular basis, such as an annual update to the capital improvements plan, or is a task which requires periodic attention.

Short Term: This is a task which is expected to be addressed/completed within 3 years.

Long Term: This is a task which is anticipated to take a considerable period of time to address and complete and for a variety of reasons such as, funding availability, planning /engineering requirements, or it is part of a multipart project with many interconnected pieces. Some of these task may be completed in phases.

Demographics

Demographic Issues:

- The population is continuing to age and the baby boomers are retiring. However, unlike previous generations the persons over 65 are more active, and will likely remain in the workforce at some capacity to supplement their income or to remain active
- The aging population will likely remain active in a variety of interests and can be a positive influence upon economic and community development.
- The decrease of the average household size, and the increase in the number of single households will drive a demand for housing.
- Demands for retirement housing will continue to increase especially for affordable units.
- Demand for affordable assisted living and nursing care will increase.
- The decreasing number of children will impact educational enrollments.
- The declining birth rates will impact economic opportunities due to a lack of new workers.
- Population is forecasted to decrease over the upcoming decades which is based upon the current trend of an aging population, declining births and a decline in young families moving into the town.

Goals:

To collect and understand demographic data as it becomes available from State and Federal sources to make prudent decisions about municipal operations, planning, infrastructure, and development.

To plan for orderly growth and development throughout the community, and to respond to changes in our population.

Demographic Action Items:

The town shall continue to monitor demographic changes especially when the 2020 census figures become available and make adjustments to the comprehensive plan policies based upon this information.

Timeline: Ongoing

Responsible Party: Planner

The town will continue to adapt and revise its municipal services to respond to changes in the population, especially in regard to an older population. Areas of particular concern include, emergency services, housing, recreational opportunities, and economic development.

Timeline: Ongoing

Responsible Party: Town Manager

The Town Planner shall annually submit to the Board of Selectmen, Town Manager, and municipal staff a summary of significant demographic changes.

Timeline: Ongoing

Responsible Party: Planner

The Town shall continue to make sure services and programs meet the needs of all of its citizens

Timeline: Ongoing

Responsible Party: Selectboard, Town Manager

The Town shall develop economic strategies to create new professional jobs by working with existing businesses and attracting new businesses.

Timeline: Short Term

Responsible Party: Economic Committee, Planner

The Town shall develop strategies to enhance Waldoboro's desirability for young persons and families to relocate to Waldoboro.

Timeline: Short Term

Responsible Party: Economic Committee, Planner

Housing

Housing Issues:

- An insufficient number of affordable rental units are available for both individuals and families.
- The housing requirements for our aging population need to include a variety of housing opportunities ranging from single family units, rental units, senior housing, assisted care, and nursing homes.
- Innovative and cost effective housing options will be required to meet the housing needs of our residents.
- Affordable housing opportunities are still available in town; however, rising real estate prices in other communities in Lincoln County may cause prices to rise in Waldoboro.
- Housing in poor condition affects some areas throughout the town, and negatively impacts neighboring properties and quality of life.
- Affordable housing provides opportunities for young families and helps to maintain a diverse demographic mix of town residents.
- Campers and inadequate mobile homes are being used as housing.
- Code Enforcement issues pertaining to housing conditions and land use violation

- Existing lots are still available in approved subdivisions, but new subdivision approvals over the previous 10 years have been sparse mostly due to the affects from the 2008 recession. Only a portion of the available subdivision lots will eventually be developed for a variety of reasons. New subdivision activity is likely to occur over the next 20 years.
- The Town is currently subject to the Maine State Building Code for both residential and commercial structures.

Goals:

Encourage and promote affordable, decent housing opportunities for all citizens of Waldoboro.

Encourage a variety of housing options for our elderly residents so they can remain in Waldoboro.

Identify programs to provide loans and grants to improve housing throughout the community.

Engage with local, regional, and state housing groups and organizations to provide a variety of services and opportunities in the community.

Housing Action Items:

The Town shall promote the availability of quality housing for all segments of the population and cooperate with private investors as well as non-profit, local, state, and federal agencies to make housing opportunities available.

Timeline: Ongoing

Responsible Party: Planner, Town Manager, Planning Board

The Town shall pursue housing grants, such as Community Development Block Grants, to increase the availability of affordable housing and to rehab unsafe housing.

Timeline: Ongoing

Responsible Party: Planner

The Town shall develop a strategy to address vacant, unsafe, and substandard housing to maintain safe and livable housing and neighborhoods. Municipal staff including the Town Manager, Planner, Assessor, Code Enforcement Officer, Police Chief, Fire Chief, and the Ambulance Director shall create strategy for consideration of the Selectboard

Timeline: Short Term

Responsible Party: Planner, Code Enforcement Officer

The Town shall promote the creation of local neighborhood groups and associations for citizens to take an active role in improving the quality of life in their neighborhoods and to improve housing.

Timeline: Short Term

Responsible Party: Planner, Town Manager

The Town shall, in cooperation with regional and state groups and organizations, identify ways to address the varied housing needs of an aging population. The Town's efforts on housing should be emphasized on affordability, aging in place, access to services and transportation, and both in-home care and nursing care facilities.

Timeline: Short Term

Responsible Party: Selectboard, Town Manager

The Town shall explore housing options, such as small/ tiny homes, smaller lot sizes, cluster housing, and other ideas to determine whether these options may be compatible with Waldoboro.

Timeline: Short Term

Responsible Party: Planning Board, Planner

Economy

Economic Issues:

- The town has one commercial development park, which lacks municipal sewer, and has limited space for future expansion.
- Land currently zoned for development along Route One has not been aggressively developed.
- The downtown village and the adjoining Route One developed strip are not connected in a way which promotes business and customer traffic flow.
- The town has not been a focus for new retail businesses. Most of the retail activity is directed into Damariscotta or the Thomaston/ Rockland areas, where municipal services and infrastructure are available.
- The Town has promoted the expansion of high speed internet services in some areas, particularly in the downtown village area, but customer sign-up for the service has been slow.
- Shell fishing continues to be a significant economic sector for the community, but the clams harvested in Waldoboro lack a brand name, local/regional marketing, and a local processing facility.
- The shell fishing sector is vulnerable to changes occurring in the Gulf of Maine and particularly the rising water temperatures.
- New aquaculture opportunities may offer new opportunities for the fishing industry.
- Traditional marine industries, which require water access, are not currently a dominant presence within the community. Industries, such as ship building and aquaculture, are of particular importance.
- Small scale agriculture activities, including food processing, are a growing economic sector within the community.
- Current educational attainment levels do not provide the town with a competitive advantage.
- The Town does not adequately capture the coastal tourist market
- The town lacks hotel, motel, and inn capacity.
- Outdated land use ordinance and inflexible Site Review process

- Lack of a clear economic development vision for the Route One corridor
- Route One development continues to be ‘Strip type development’.
- Vacant commercial properties.

Goals:

Promote an economic climate that increases job opportunities and overall economic well-being while staying consistent with the preservation of Waldoboro’s small town atmosphere, and diversify the tax base.

To develop strategies which support the retention and expansion of existing businesses.

To promote new business opportunities which build upon the Town’s existing strengths and character.

To identify one or more areas for a Tax Increment Financing District to promote new economic development and to seek state and federal funding for economic development

To promote new job creation in existing and new businesses, including home based businesses and micro businesses.

To promote cooperation among Waldoboro’s various non-profit, social, cultural, educational, and recreational organizations.

To promote economic opportunities in agriculture, fishing, and aquaculture.

To identify and market new tourist activities within Waldoboro in cooperation with neighboring communities along the Midcoast

Economic Action Items:

The Town Economic Development Committee shall continue to develop economic strategies and plans for the community, and shall work in concert with the Select Board, Town Manager, and the Town Planner.

Timeline: Ongoing

Responsible Party: Economic Committee

The Town shall continue to promote the availability and expansion of high speed internet service as a way to provide both commercial and residential users access to high speed service for new business activities and remote employment.

Timeline: Ongoing

Responsible Party: Economic Committee

The Town shall continue to participate in regional and state economic development ventures especially with the Midcoast Economic Development District and Lincoln County Regional Planning Commission.

Timeline: Ongoing

Responsible Party: Town Manager

The Town shall support and promote work force training opportunities for the existing workforce.

Timeline: Ongoing

Responsible Party: Planner, Town Manager

The Town, in cooperation with other local and state groups, shall identify ways to attract young families to move into the community.

Timeline: Ongoing

Responsible Party: Planner, Economic Committee

The town shall develop a Tax Increment Financing District Plan, target job creation, and other economic priorities as identified by the community.

Timeline: Short Term

Responsible Party: Selectboard, Town Manager, Planner

The Town shall identify several areas to promote economic development for the expansion of both existing and new business. These areas shall be placed in the Comprehensive Economic Development Strategy in order to be eligible for federal grants.

Timeline: Short Term

Responsible Party: Economic Committee

The Economic Development Committee shall create a Waldoboro Tourist Development Strategy to identify new businesses and opportunities to attract tourists, and to work in cooperation with neighboring Midcoast communities.

Timeline: Short Term

Responsible Party; Economic Committee

The Town shall annually convene a meeting with all the community non-profit, cultural, social, recreational, and other civic groups in the community to discuss a strategy to sequence local project fundraising in a way that gives everyone the most advantageous opportunity to raise funds for their project.

Timeline: Short Term

Responsible party: Town Manager

Revise the Site Review process to be more efficient and create a tiered level of review to reflect the complexity and type of commercial proposal.

Timeline: Short Term

Responsible Party: Land Use Committee

The Town shall continue to promote improvements in the downtown area including parking, lighting, sidewalks, building improvements, increased occupancy, access to the river, pedestrian trails, and new connections to the Route One Corridor.

Timeline: Long Term

Responsible Party: Economic Development Committee, Planner

The Town shall develop a plan to extend sewer to the Industrial Park on Route 32 and to the high school and middle school area.

Timeline: Long Term

Responsible Party: Planner, Economic Committee

The Town shall develop a commercial water dependent access strategy with other communities to provide locations for a variety of marine activities including fishing, aquaculture and boating.

Timeline: Long Term

Responsible Party: Planner, Economic Committee

Historic and Cultural Resources

Historic and Cultural Issues:

- The Town has a variety of historic structures and places, but lacks a way to protect these resources.
- The Town has several village areas including the downtown area.
- Subdivision and Site review Applicants are currently required to obtain a letter from the Maine Historic Preservation Commission indicating whether the proposed site contains any historic or archeological resources.
- Town residents value their historic resources.
- The Town has many scenic areas in both public and private ownership
- The Town does not have a municipal historic commission to promote historic buildings and structures

Goals:

Maintain and preserve Waldoboro's historic, rural, and maritime character.

Protect Waldoboro's historic structures, landscapes, and the unique patterns in the Town's villages.

Preserve and protect our archeological resources.

Historic and Cultural Action Items:

Encourage activities and groups to promote awareness and education about the value and importance of historic and archeological resources in Waldoboro.

Timeline: Ongoing

Responsible Party: Planning Board, School Board

The Town shall continue to support programs and activities of the Waldoboro Historical Society

Timeline Ongoing:

Responsible Party: Selectboard

The Town shall promote educational programs and activities that describe and illustrate Waldoboro's history

Timeline: Ongoing

Responsible Party: Selectboard

Amend the Land Use Ordinance to require new development to check with the available archeological location maps and predicated site maps prior to construction.

Timeline: Short Term

Responsible Party: Land Use Committee

Create a local historic preservation group to work with property owners interested in preserving and maintaining historic structures and places, and to identify and obtain funds to be used for historic preservation projects.

Timeline: Short Term

Responsible Party: Selectboard

The Town shall promote Living History programs and activities, especially with the schools, to save and preserve the experiences, stories, and history of our citizens.

Timeline: Short Term

Responsible Party: Selectboard

The Town shall continue to discuss with the downtown property owners the possibility of creating a historic district, as outlined in the Downtown Master Plan, which includes a description of historic properties in the downtown area.

Timeline: Short Term

Responsible Party: Planner

Natural Resources

Natural Resource Issues

- Previous efforts to improve water quality have created a thriving shell fish industry but more needs to be done to continue water quality improvements throughout the town.
- Some of the current land use ordinance performance standards do not reflect current state environmental regulations, such as storm water.
- The continued protection of shoreland areas protected under shoreland zoning are important to maintain water quality along the coast and inland waters.
- Development proposals should use available environmental maps and data sources from Beginning with Habitat to identify critical environmental features.
- Continuing education to promote wise land stewardship is important in maintaining our environment.
- The land trust has obtained easements and other protection of multiple properties to preserve areas throughout the Town.

Goals:

Protect the quality of all our water resources including lakes, aquifers, great ponds, estuaries, rivers, streams, and coastal areas.

Protect and enhance our maritime and agricultural resources which provide food, jobs, and economic opportunities for Waldoboro and the region.

Ensure that development occurs in a manner that does not damage the environment for current and future residents.

To protect the Town's critical natural resources including, without limitation, wetlands, wildlife, fisheries habitat, shorelands, scenic vistas, and unique natural areas.

To protect our marine resource industry, ports, and harbors from incompatible development, and to promote access to the shore for commercial fisherman and the public.

To promote and protect the availability of outdoor recreation opportunities for all Maine citizens including access to surface waters.

Natural Resource Action Items

Continue to periodically update the Shoreland Zoning and FloodPlain Ordinance standards to reflect State revisions as needed.

Timeline: Ongoing

Responsible Party: Planner

Continue to work in cooperation with the Department of Environmental Protection, Marine Resources, and the Department of Agriculture to improve water quality and the shell fishing industry.

Timeline: Ongoing

Responsible Party: Shell Fish Committee, Selectboard

Continue to support the work of the Shell Fish Committee and adequately fund their operational budget.

Timeline: Ongoing

Responsible Party: Selectboard

Continue to promote our scenic resources and, whenever feasible, seek ways to enhance public access to these areas.

Timeline: Ongoing

Responsible Party: Planner, Planning Board

Use the Beginning with Habitat Maps and other resources when reviewing development applications to identify sensitive environmental areas.

Timeline: Short Term

Responsible Party: Planner, Code Enforcement Officer

Revise and update the environmental performance standards in the Land Use Ordinance to reflect state environmental standards, and to create provisions which allow creative solutions to address environmental protection subject to appropriate scientific verification.

Timeline: Short Term

Responsible Party: Land Use Committee

To create a process to monitor all subsurface waste water disposal systems throughout the town in order to identify and correct malfunctions.

Timeline: Short Term

Responsible Party: Planner, Code Enforcement Officer

Revise the Land Use Ordinance to reflect new ventures and opportunities occurring in agriculture especially small scale farming, food production, and other tourist related ventures which promote farming.

Timeline: Short Term

Responsible Party: Land Use Committee

Revise the Land Use Ordinance to be consistent with contemporary state performance standards and regulations pertaining to storm water management erosion control, water quality, and other environmental standards.

Timeline: Short Term

Responsible Party: Land Use Committee

The Town shall develop a town wide watershed plan to improve water quality affecting our rivers, streams, wetlands, and coastal areas, which provide the environment for fishing and other aquaculture activities.

Timeline: Long Term

Responsible Party: Planner, Planning Board, Shell Fish Committee

To plan for and finance the replacement of all culverts which impede fish passage

Timeline: Long Term

Responsible Party: Town Manager, Public Works, Planner

Recreation

Recreation Issues

- The town offers a number of recreational and sports activities and has a recreational director.
- The Town lacks public swimming areas.
- The Town has several private and public accessible parks, preserves, trails, and trust lands for a variety of passive recreational activities.
- The Town does not have a community center
- The town lacks a town wide trail system.
- The town lacks tourist destination activities and sites.
- Life-long recreational activities need to be identified.
- Activities for seniors need to be developed
- Recreational use of the river while maintaining water quality
- Develop recreational programs for children and adults
- The Town does not have a master recreation plan for the community
- The Town recently recreated a full-time recreation director after moving the position to part-time.

Goals:

To promote a variety of recreational opportunities for all Waldoboro Residents

To promote and protect the availability of outdoor recreation opportunities for all Town Citizens including access to surface waters.

Recreation Action Items

The Town shall continue to support a full-time recreational director.

Timeline: Ongoing

Responsible Party: Selectboard

The Town shall actively pursue funding for additional recreational facilities and programs.

Timeline: Ongoing

Responsible Party: Recreation Director

The Town shall create master recreation plan for the community and identify a capital financing strategy to implement the plan over the next 20-years.

Timeline: Short Term

Responsible Party: Recreation Director, Conservation Commission

The Town shall develop a plan to create pocket parks in neighborhoods.

Timeline: Short Term

Responsible Party: Conservation Commission

The town shall create a community wide recreational trail plan that connects the entire community and, to the greatest extent feasible, using existing trail corridors.

Timeline: Short Term

Responsible Party: Planner, Recreation Director Conservation Commission

The Town shall, in cooperation with neighboring communities, develop swimming access for residents, and increase public access to both coastal and inland waterways.

Timeline: Long Term

Responsible Party: Planner, Recreation Director

The Town shall, in cooperation with neighboring communities, develop programs for senior citizens to promote cultural, recreational, and health related activities.

Timeline: Long Term

Responsible Party: Planner, Recreation Director

The Town shall develop new recreation programs and opportunities for children and adults.

Timeline: Long Term

Responsible Party: Recreation Director

Transportation

Transportation Issues

- Investment/ funding for local road and infrastructure are not keeping pace with the demand for improvements. Additional funds are required to maintain and improve municipal roads and other transportation features.
- Safety improvements along local and state roads are needed in areas.
- Improvements for bike and pedestrian use is needed along some roadways.
- Transportation options for seniors and others without vehicles are needed.

Goals

To maintain an efficient and safe local transportation system.

To adequately fund transportation and traffic safety improvements.

To work in cooperation with the State and neighboring communities on transportation issues.

Transportation Action Items

The Town shall continue to work cooperatively with the Maine DOT on road and infrastructure issues pertaining to State and State Aid Roads.

Timeline: Ongoing

Responsible party: Public Works Director, Planner

The Town shall continue to advocate for road and infrastructure improvements on Route 1, Route 32, Route 220, and Route 235, according to the recommendations contained in their corridor management plans for these roadways.

Timeline: Ongoing

Responsible Party: Planner

The Town shall advocate for road safety improvements at high crash locations on state roads.

Timeline: Ongoing

Responsible Party: Planner

The Town shall submit road improvement projects to be included on the Maine DOT Work Plan.

Timeline: Ongoing

Responsible party: Public Works Director, Planner

The Town shall provide adequate funds for road maintenance and improvements to keep roads in good condition according to a road capital plan

Timeline: Short Term

Responsible Party: Public Works Director, Town Manager

The Town shall advocate for expanded and improved services for public transportation, pedestrian ways, bike ways, boat access, and rail services in cooperation with Maine DOT, and other state and private organizations.

Timeline: Long Term

Responsible Party: Planner

Municipal Services

Municipal Service Issues

- The police department is understaffed and a full time detective is needed.
- The police department lacks adequate space.
- Inadequate facilities for the ambulance staff.
- The fire department maintains an adequate roster of firefighters, however, the trend throughout the state is for a declining number of volunteer fire fighters.
- Public works equipment is not being replaced on an efficient schedule, which increase repair costs as equipment is kept in service longer.
- The Town already has a variety of regional agreements/policies in place for police, fire, and ambulance services.
- The transfer station is operated with two other communities and uses Lincoln County Recycling to handle household recycling.
- Waldoboro, like many other Maine Communities, is facing a crisis over drug use.
- Citizens enjoy the existing range of municipal services.
- The Town does not have a formal capital improvements plans.
- The community has identified town-wide high speed internet service a valuable economic asset for all citizens.
- The fire department needs a new ladder truck.

Goals:

To provide municipal services in a cost effective and efficient manner.

To develop and operate municipal services to meet current demands, and to identify innovative strategies to improve services.

To adequately fund maintenance and improvements for the municipal treatment facility and water supply system

Municipal Service Action Items:

The town shall support updates and improvements to the municipal treatment facilities and collection system.

Timeline: Ongoing

Responsible Party: Town Manager

The Town shall continue to make sure the public water system meets the needs of the Town, and maintenance and improvements are planned and undertaken as necessary.

Timeline: Ongoing

Responsible Party: Town Manager

The Town shall make sure services and programs meet the needs of its citizens, and shall revise or change to respond to contemporary challenges.

Timeline: Ongoing

Responsible Party: Town Manager, Selectboard

The Town shall continue to work in partnership with other municipalities and organizations to provide cost effective and efficient services.

Timeline: Ongoing Responsible Party: Town Manager

The Town shall continue to work cooperatively with the School District to improve educational quality and find ways to attract young families to the region because of our quality schools.

Timeline: Ongoing Responsible Party; Selectboard

The Town shall continue to provide cost effective disposal of solid waste and improve recycling, in cooperation with Lincoln County, and to identify ways to improve bulky waste reuse and recycling.

Timeline: Short Term Responsible Party: Town Manager, Selectboard

The Town shall upgrade the web site, and identify other ways to improve public outreach; to communicate public meetings, events, and other community issues. Creating municipal online services should be explored. A newsletter, or similar medium, for keeping the public informed should also be considered.

Timeline: Short Term Responsible Party: Town Manager

The Town shall continue to support police services, and determine if staffing levels are adequate to address public safety concerns in the community, especially drug activity and related activity.

Timeline: Short Term Responsible Party: Town Manager, Police Chief

The Town shall continue to support its existing regional affiliations and undertake a study/ forum to determine if new regional efforts and affiliations may be beneficial to the community. Regional opportunities should include a variety of areas such as economic development, tourist events, and social and recreational activities.

Timeline: Long Term Responsible Party: Selectboard

A strategic fire service plan shall be developed to address the long-term future of providing fire protection to include the following: volunteer staffing levels, equipment needs and improvements, facility needs, need for full-time staff, regional cooperation opportunities, and demographic changes in the town and region.

Timeline: Long Term Responsible Party: Town Manager, Fire Chief

The town shall develop an expansion plan for the municipal building to accommodate the ambulance and police departments

Timeline: Long Term

Responsible Party: Town Manager

Municipal Fiscal Capacity

Municipal Fiscal Capacity Issues

- A capital improvements plan, which is updated annually, is essential for making wise capital investments
- The town has a number of reserve/capital accounts for various areas, which are funded year to year loosely based upon identified capital needs.
- The Town lacks a formal capital improvements plan.
- The Town lacks the flexibility to take advantage of opportunities to improve the community because it does not have a contingency fund.
- State funding, including municipal revenue sharing, has decreased over previous years.

Goals

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

To anticipate and plan for major capital improvements for public facilities and services with a capital improvements plan updated on an annual basis.

To seek the most cost effective and prudent strategies to finance public facilities and services.

Municipal Fiscal Capacity Action Items

The Town shall pursue regional programs and activities, whenever feasible, to provide municipal services if it can be shown to reduce costs and maintain a level of service and response at least equal to a locally operated program/service.

Timeline: Ongoing

Responsible Party: Town Manager

The Town shall pursue grant funds, whenever feasible, to finance capital projects and existing programs. Funds should be dedicated to provide grant matching requirements and identified in the capital improvement plan.

Timeline: Ongoing Responsible Party: Town Manager

The Town shall make sure that municipal services are adequately funded, and infrastructure and capital items are planned for and financed as per a capital improvements plan.

Timeline: Ongoing Responsible Party: Town Manager

The town shall develop a financial strategy for capital funding which is designed to eliminate spikes in the tax rate and provide a stable property tax rate.

Timeline: Short Term Responsible Party: Town Manager, Finance Director

The Town shall continue to pursue an economic development strategy to increase new commercial activity to increase jobs and increase municipal valuation.

Timeline: Short Term Responsible Party: Economic Development Committee

The Town shall develop an energy saving strategy to reduce overall energy consumption at all municipal facilities.

Timeline; Short Term Responsible Party; Town Manager

The Town shall explore the use of a contingency fund line item in the budget to be used to take advantage of programs or activities, which would benefit the community and require immediate action.

Timeline: Short Term Responsible Party: Town Manager

The Town shall develop a formal capital improvements plan, including a financial strategy.

Timeline: Short Term Responsible Party: Town Manager

The Town shall develop a Tax Increment Financing Plan for consideration, which promotes economic development.

Timeline: Long Term Responsible Party: Planner, Economic Development Committee

Proposed Land Use Plan

Purpose

The proposed land use plan presents how the community wants the town to grow and look over the next 20 years or more by establishing land use districts and defining what activities should occur in these areas. Accompanying the land use districts is a land use ordinance, which establishes regulations and standards guiding how development is shaped; how the environment is protected and how various activities coexist without creating nuisances. The proposed land use plan builds upon the foundation established in the previous plan and likewise the existing land use ordinances. The recommendations contained in the land use plan are shaped by views expressed at the public visioning sessions, feedback from the public, municipal staff and the municipal boards, and our expectations about change and growth in the community.

Goals:

Encourage orderly growth and development in specific areas of the community, protect Waldoboro's rural character and small-town atmosphere, making efficient use of services, and preventing development sprawl.

Safeguard the Town's marine resource industry, ports, and harbors. To avoid incompatible development and to promote access to the shore for commercial fisherman and the public.

Safeguard the Town's natural, agricultural, water, and forest resources from development which threatens those resources.

Proposed Land Use Districts

Overview:

The existing Land Use districts and boundaries are retained, except for some minor changes. Land Use activities allowed in each district will mostly remain the same, however, some modifications will be required as a result of recommendations to update the Land Use chart activities and improve definitions.

General Recommendations:

The following are some general recommendations pertaining to the Land Use districts, boundaries, and mapping:

- Combine all the land use districts, including shoreland zoning districts, on a single map.
- Create a land use district map at a different scale to display the village area and portions of Route One to better illustrate boundaries.
- Where boundary lines for a district do not follow property lines, or other natural features, indicate the width or length of the district boundary.

- Revise/ clarify the boundary of the General Development District and the Limited Commercial Districts in the area along Jefferson Street south of the Irving Station taking into account the Route One Commercial District boundaries in the same area.
- The existing Shoreland Zoning Districts are retained.
- The area between Route 235 and the Medomak Valley Middle School and the High School is designated as a potential future growth area including housing subject to a sewer expansion into the area.
- The existing Route One Commercial District boundaries will be maintained, but specific changes are recommended to enhance development in the districts.
- The existing shoreland district boundaries designated for Marine activities at the Dutch Neck Marine Park are recommended to be extended beyond the 250 setback from the water line to encompass the entire Town Owned parcel.
- The existing boundaries of the industrial district encompassing the business park at One Pie Road along Route 32 should be expanded to accommodate additional development.
- Municipal sewer should be extended to the Waldoboro Business Park.
- A future industrial district should be considered based upon demand for industrial space. The location of this future district is not designated at this time.
- The rural quality, density and mixed land use activities in the rural district should be maintained and new agricultural uses encouraged.

Land Use Ordinance Recommendations

General Land Use Ordinance Recommendations:

- Create a Land Use Committee to implement the recommendations for the Land Use Plan consisting of at least 10-members appointed by the Selectboard to include representation from the Planning Board, Shell Fish Commission, Board of Appeals, Conservation Commission, and the Economic Development Committee in addition to members of the public.
- Redesign the Land Use Ordinance to create a more user-friendly document including, but not limited to, the following the areas: numbering system, definitions, review criteria, and performance standards.
- Revise the Use Chart to incorporate uses defined by scale and their potential development impact
- Break-out commercial activities into an impact/ development range or scale such as size, traffic, etc., and create a new review process for these activities.
- Update the Land Use Map to show all the land use districts including shoreland zoning on a single map.

- Clarify the relationship between the Land Use Districts and Shoreland Zoning Districts to make it clear that only the requirements of a Shoreland Land Zone apply to the land contained in the shoreland district.

Specific Land Use Ordinance Recommendations:

- Create separate sections for Site Review and Subdivision review.
- Develop review criteria for site review and include the State Subdivision Review Criteria in the subdivision review section.
- Update and revise agricultural performance standards and definitions to reflect contemporary agricultural operations and related accessory activities, such as event venues and hospitality, tourist and recreational uses, hospitality, and food processing.
- Update and revise the Land Use chart to include contemporary activities and provide definitions for each activity.
- Update and revise performance standards to provide additional guidance for how new development should be designed. Whenever feasible provide alternative and flexible options.
- Create a streetscape design standard for the Route One corridor.
- Revise the types of uses allowed in industrial and commercial districts to reflect contemporary activities and new ventures in food processing and production, agriculture, aquaculture, and similar activities.
- Create incentives for commercial development to locate near other existing commercial activities and not to concentrate building only at the existing road frontage.
- Increase the development density for commercial uses in the Route One A & B Districts to foster clusters of commercial developments.
- Incorporate traffic access provisions between adjacent commercial developments to allow vehicles to travel between lots instead of having to reenter the corridor.
- Create performance standards for event venues and include these activities in the Land Use chart.
- Update parking standards and provide incentives for shared parking.
- Allow for the creation of shared stormwater treatment designs to serve several locations.
- Include performance standards for commercial marine access and designate new areas for these uses
- The Town shall revise/ amend the Land Use Ordinance to reflect the recommendations contained in the Land Use plan.
- Develop provisions to assist the Code Enforcement Officer to enforce nuisance conditions.
- The Town shall periodically review and update the land use ordinance to respond to changing needs and priorities. The Planning Board, Town Planner, and the Code Enforcement Officer shall annually discuss the need for ordinance updates.

Growth and Rural Areas:

The growth and rural areas identified in the 1998 Comprehensive Plan will be maintained subject to the following modifications:

- The industrial district, located at the existing park on Route 32, is recommended to be expanded to serve additional uses and municipal sewer is encouraged to be extended.
- Depending on future opportunities, additional industrial designations should be considered.

- The Route One A & B commercial districts shall be maintained and incentives added to encourage the new development. Extending the district boundaries should be considered to provide additional space for development.
- To maintain the Village District as a residential growth area and maintain the current lot size and density standards.
- To consider creating a new residential area in the vicinity of the high school, subject to sewer expansion into the area, which would allow smaller lot sizes.
- The rural areas shall continue to be areas which allow low density housing and area for traditional rural and agricultural related activities.

Specific District Recommendations

Summaries of the purpose of the land use districts are listed below with specific recommendations pertaining to each district.

Downtown Business District

The intent of the Downtown Business District is to protect the downtown commercial area of Waldoboro by allowing commercial and residential uses in existing buildings or in new buildings that are consistent with the architecture of a 19th century New England village, as well as apartments, theaters, libraries, public uses and parking lots. In order to encourage compact-type urban developments, there are no lot size requirements.

Recommendations:

- Funds need to be sought to implement the Downtown Development Plan to improve the Village and the surrounding Historic Village District.
- Recreational access, such as river trails, should be developed, and these pedestrian ways should connect to adjoining sidewalks, pocket parks, and a larger town-trail system.
- The Downtown District and the commercial corridor along Route One should be interconnected to bring tourists, shoppers, and travelers into the downtown and the Medomak River area. An overall design strategy should be developed for the area.
- Develop a parking plan to accommodate future growth.

Historic Village District

The purpose of the Historic Village District is to preserve the 19th century architectural character of the area. The intent is to allow residential uses, home occupations and some businesses in existing or new buildings consistent with the historic architecture.

Recommendations:

- New uses permitted in existing buildings should be required to maintain the exterior character of the structures and improvements, such as parking, accessory buildings, and landscaping, and other exterior developments should be consistent with the 19th century architecture of the area. Development should be guided by ordinance design performance standards.

Industrial District

The purpose of the industrial district is to allow light industry/ manufacturing and heavy industry/ manufacturing into areas established for these activities.

Recommendations:

- The existing industrial district located on One Pie Road should be expanded to accommodate new growth. Sewer should be extended into this development to provide greater flexibility attracting development and to protect water quality.
- Activities permitted in the industrial district should be updated to reflect new commercial and manufacturing activities including aquaculture and agricultural uses such as food processing and greenhouse growing facilities.
- Lot size and density should be revised to allow the maximum development potential in the industrial districts as feasible after considering environmental conditions.

Residential District

The purpose of the Residential District is to retain the rural character of Waldoboro, and to protect residential properties values by allowing agriculture, forestry, home occupations and low density, single and two family residential development. The district applies to land areas on the water sides of Route 32 and 220 south of Waldoboro Village and areas within 400 feet of the landward side of Routes 32 and 220 south of Waldoboro Village.

Recommendations:

- Protect the health of the clam flats and ensure continued water access for the clamming industry.
- Preserve water views and open space and maintain the undeveloped shoreline areas
- Provide consistent code enforcement to address housing and related nuisance conditions.
- Promote opportunities to allow small business uses.

Route One Commercial A District

The purpose of the Route One Commercial A District, which applies to portions of Route One, is to discourage strip development with well-planned, attractive, and landscaped development to encourage a uniform street scape along the corridor. Vehicle connections between lots are encouraged to minimize roadway openings onto Route One. The district is designated for a mix of residential, commercial uses, light industry/manufacturing, agriculture, and forestry.

Recommendations:

- Encourage new development to locate near existing sites to create clusters of commercial activity.
- Encourage development to extend deep in to lot rather than remaining at the road frontage.
- Increase the lot density to promote commercial clusters

- Create provisions to allow the district boundaries to be extended into the adjacent district to accommodate development.
- Create performance incentives to promote well designed and attractive developments.

Route One Commercial B District

The purpose of the Route One Commercial B District is to allow business and light Industry/manufacturing development along Route One with fewer restrictions than in the Route One Commercial A District.

Recommendations:

- See the recommendations for the Route One Commercial A District except residential housing is not allowed.

Rural District

The purpose of the Rural District is to retain the rural character of Waldoboro by allowing agricultural, forestry, aquaculture, home occupations and light industrial uses. Low density residential uses are also permitted.

The Rural District encompasses most of the land area in the Town and is intended for non-intensive uses. Traditional rural activities are subject to performance standards that preserve the character and density for open spaces, agriculture uses, forestry, areas for wildlife, and recreation.

Manufactured home parks are permitted only within a two mile radius of the intersection of Jefferson Street and Route One.

Recommendations:

- Continue to improve rural roads including gravel roads.
- Address road safety issues in the rural areas
- Promote open space and the protection of scenic areas.
- Encourage trail connections throughout the area in accordance with a town trail plan.
- Provide public access to area ponds and rivers.
- Develop performance standards which address noise, traffic and buffers for those commercial activities permitted in the rural district.

Rural Village Business District

The purpose of the Rural Business District is to encourage small scale residentially compatible business activities in Waldoboro Historic Rural crossroad neighborhoods.

Recommendations:

- Continue to promote Waldoboro's historic rural villages for appropriate small scale activities.

Village District

The purpose of the Village District is to retain and protect the character of Waldoboro Village and to provide for future growth consistent with existing land development patterns. The following uses are encouraged: Single, two –family and multi-family residential, home occupations, municipal and institutional uses, churches, libraries, schools and small scale commercial activities.

Recommendations:

- Develop performance standards to guide the location of small scale commercial uses in the Village district which protect the existing size, scale and character of the district.

Wellhead Overlay Protection District

The purpose of the district is to protect the public water supply in Waldoboro from land uses that pose a threat to the quality and/or quantity of ground water being extracted from the wells that serve the public water system.

Recommendations:

- Update the district performance standards to bring them into compliance with applicable current State standards and regulations.

Shoreland Districts

The Shoreland Districts as designated by the Mandatory Shoreland Zoning Law shall continue to be used and as necessary be amended to reflect changes in the State law and/or the Model Shoreland Zoning ordinance.

Recommendations:

- Revise the shoreland zoning districts and standards as necessary to reflect changes in State law or the Model Shoreland Zoning Ordinance.

