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COMPREHENSIVE PLAN

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ACKNOWLEDGEMENTS

The Planning Board has tried to reflect the wishes of the citizens of Bowdoinham, and wishes to thank them for their interest and ideas.

The many hours of research, compilation of facts and data, drawing of maps, and sheer drudge spent by the SCOGIS and August Groups are gratefully acknowledged. Most of Bowdoinham's neighboring towns and cities have hired professional consultants costing many thousands of dollars to do what was done for Bowdoinham by these groups.

The few hundred dollars spent to put this plan together came in large part from a Ford Foundation Grant by way of the Bowdoinham Conservation Commission. For this, and for sponsoring the moratorium on subdivisions, which finally gave the Planning Board the time it needed to write the Plan, we gratefully thank the Conservation Commission.

INTRODUCTION TO THE COMPREHENSIVE PLAN

What Is It?

The Comprehensive Plan is a written statement describing what a town has been, what it is now, and what it wishes to become.

As such, it serves as a guide to the Selectmen and women, the Planning Board, the Conservation Commission, the Town Manager, the schools, Highway Department, Fire Department, Water District, etc., as well as to the potential housing or commercial developers; outlining what the citizens want their town to be. Without a plan, townspeople have no voice and town officials have little guidance or authority dealing with future growth. Through a plan, the present residents decide the future of the Town. The Plan is not fixed; it can and should be amended on a regular basis.

What It Is Not

A Comprehensive Plan is not zoning. Zoning ordinances, building codes, etc. are all adopted by the Town separately from the Comprehensive Plan. A plan is written in general terms. It makes no attempt to control the way anyone uses their land.

Why We Need It Now

1. State law requires that the Town adopt a Comprehensive Plan in connection with the mandatory Shoreland Zoning Ordinance. Presently the State has imposed mandatory shoreland zoning requirements on the Town and will continue to dictate its use until the Town adopts a plan of its own.

2. Towns without Comprehensive Plans are unable to qualify for Federal flood insurance money, and property in the federally designated flood hazard area will be ineligible for mortgage loans

at all banks. In addition, disaster relief funds will be cut off if any disaster - not just a flood - occurs; and money for disaster clean-up will have to come out of municipal budgets.

3. Most of the towns surrounding Bowdoinham have adopted comprehensive plans and have some kinds of zoning. If Bowdoinham has neither it is leaving itself wide open to the kind of growth which could place undue burdens on our municipal services. New housing frequently costs the town more in services (schools, etc.) needed than they provide in taxes. According to State law, every subdivision (i.e. housing development, etc.) must be approved by the Planning Board and it must, among other things conform to the Comprehensive Plan. If there is no plan, the planners are left to their own devices, having no guidelines to follow in regulating subdivisions to help keep the tax base stable.

4. Studies by the State, the Smithsonian Institute, and several environmental groups indicate that after I-95 is finished, the Bath-Brunswick area will be one of the fastest, if not the fastest, growing areas in the State during the next 20 years. Bowdoinham is already experiencing rapid growth. If the present residents want to have a say in the kind of town Bowdoinham is going to become, this is the time to take the first step and adopt a Comprehensive Plan

Who Wrote The Plan?

The Plan has been in the making for well over a year. In the spring of 1974, the Planning Board sent out its questionaire attempting to reach every family in Town for opinions on various land use questions that would have to be dealt with in the Comprehensive Plan (see Appendix #1). The following summer, ten local high school students, calling themselves the August Group, worked with the Planning Board and representatives from the University of Maine at Portland-Gorham, and conducted a follow-up

survey to obtain still more citizen opinion (see Appendix #2). Citizen participation is the single most important item in the development of a comprehensive plan and the August Group Survey and the previous questionaire gave the Planning Board a great deal to work with.

All during the spring, summer and fall, the SCOGIS group, an environmental design class from the University of Maine at Portland-Gorham, were hard at work on an in-depth study of Bowdoinham. They were under the direction of their instructor, James Harley, a Richmond architect who had headed the same kind of study for Richmond's Planning Board. The SCOGIS group contributed thorough inventories of the Town's natural and human resources, its land use, regional relationships, etc. in the form of some fifteen maps which greatly aided the Planning Board in the drafting of the Plan.

In December, 1974, a public hearing was held to give Bowdoinham residents another chance to make suggestions on the Plan. Immediately thereafter, the final drafting of the Plan began. In its present form, the Plan is the result of much talk, listening, writing and rewriting. All the members of the Planning Board were included in the writing. Each section of the Plan has been reviewed, amended and endorsed by the entire Board.

Regular Members: Andrew White
Sharon Berry
James Read
Robert Jameson
David Anderson

Alternate Member: Wilhelmine Oakes

HISTORY

Bowdoinham was incorporated in 1762 as the fourteenth town in the province of Maine. Local traditions tell of settlers here in the early 1700's, and records exist telling of settlers within the present limits of Bowdoinham as early as 1623.

Bowdoinham, in its earliest days, included all of present day Richmond, and a large portion of the town of Bowdoin. Bowdoin was incorporated as a town in 1788, and Richmond, or White's Landing, as the town was called years ago, set off from Bowdoinham in 1823. Since 1823, Bowdoinham's boundaries have remained essentially unchanged; lying about eight miles along the Kennebec River and Merrymeeting Bay, with an average width of perhaps five miles.

Bowdoinham was one of the earliest shipbuilding centers on the Kennebec, and for several years at least, the town was a leader in that industry, which launched thousands of wooden ships to sail to virtually all the ports of the world.

The size of ships demanded finally doomed the Bowdoinham yards. The town that in the earliest days fostered the shipbuilding industry in Maine ultimately saw its master builders pack their tools and move to other yards and other towns with wider rivers and the ability to build still bigger ships.

Bowdoinham's first settlers lived along Merrymeeting Bay and on the shores of the Kennebec and Abagadassett Rivers. In 1765 townspeople built a meeting house overlooking the Abagadassett. Governor Shirley of Massachusetts authorized the purchase of glass windows for the building. In 1775, with America in the throes of rebellion, the structure caught fire and burned flat, reportedly torched by Tories in the area still loyal to the crown.

Bowdoinham Village, or Cathance Landing, was settled about 1800. The small landing soon became a bustling center for trade, providing tidewater access for inland towns such as Lisbon, Bowdoin, Litchfield, Webster and even Lewiston.

Warehouses lined both shores of the Cathance River; while boarding houses, two hotels, private estates and more than two dozen stores, businesses and manufacturing operations lined Main Street.

Bowdoinham's population peaked in 1850 at 2,382, and for perhaps a decade more, the town enjoyed great prosperity.

The 1860's brought America the Civil War, and Bowdoinham slid into a decline from which the town was never to fully recover. Young men went off to war, and shipbuilders moved to bigger towns where their skills were put to a more profitable use.

Bowdoinham ultimately reverted to what it had always been at the grass-roots; a small, agricultural community of self-sufficient farms. Residents raised market-crops, harvested fish and ice from the rivers and wood from the forests; earning decent, if not extremely profitable lives.

Bowdoinham's only bank was robbed in 1866 of more than $73,000., and much of the town's remaining fortunes were wiped out. On the evening of December 14, 1902, fire swept through the village's business district, destroying nearly all of it. Fire struck again in March, 1904, and burned several more buildings on Main Street.

Although many buildings of historical interest were lost in the fires, Bowdoinham residents feel that their town's history is a valuable and interesting one. Historical preservation is an item of extreme importance to the majority of Bowdoinham residents and there are numerous places of historical interest in town, including mill and other historic building sites, cemeteries, and discontinued town roads, which might be maintained as historical nature trails.

In order to insure the preservation of these remains of Bowdoinham's past, an Historical Preservation Committee should be appointed by town officials. It should include a member from the Planning Board, one from the Historical Society, and two or three citizens interested in local history and/or architure.

This committee should identify these historical sites, develop an inventory and plan for the preservation of them in order to keep some of the town's history alive for future generations.

REGIONAL SETTING

Bowdoinham is located on Merrymeeting Bay in Sagadahoc County. It is considered part of the Bath-Brunswick Region, and is bordered by the towns of Richmond, Topsham, and Bowdoin. Its present role in the region is that of a residential community with the majority of its work force employed in the industries of Bath and Brunswick. As part of the Bath-Brunswick Region, Bowdoinham has, until recently, been able to grow in a slow and fairly orderly way. The opening of I-95, however, is going to make the town part of a much larger region because of the easy accessibility to Portland and Augusta. This larger region includes Maine's greatest concentration of population and industry. This new accessibility combined with the proposed clean-up of the Bay (under the state pollution abatement timetables) are major reasons why in studies by the state, the Smithsonian Institute, and various environmental groups, it is declared that the Bath-Brunswick-Merrymeeting Bay area will be one of the fastest, if not the fastest growing areas in the state during the next twenty years. As such it will be subject to pressures for heavy residential and industrial-commercial development.

The residents of Bowdoinham have indicated overwhelmingly that above all else they wish to see their town remain as much as possible as it is now; a basically rural, small town that will grow slowly. In order to insure this, the town must continue, through the Planning Board, to work with the Southern Mid-Coast Regional Planning Commission to represent Bowdoinham's interests to the surrounding communities. More importantly, the town must adopt a comprehensive land use regulation ordinance that will enable it to withstand the pressures from the surrounding region that would cause Bowdoinham to become a highly developed residential and industrial community.

NATURAL RESOURCES

Bowdoinham is unique because of its long and unspoiled frontage on Merrymeeting Bay and the Kennebec River, and because of its two relatively unpolluted rivers, the Abagadassett and the Cathance. Other natural resources important to the town include the flood plains of the Bay and the rivers. They and the other farmlands worked in the town provide a valuable agricultural asset. The forests provide a renewable cash crop for those who own and work them. The swamps, or wetlands, with the forests and open water, provide an extremely important natural habitat for the wildlife Bowdoinham is noted for. These natural resources combined with Bowdoinham's ample 22,000 acres and thinly spread population give the town considerable scenic beauty and a generous sense of space - something very important in the opinion of the residents. Bowdoinham is going to have to work hard and plan carefully in order to preserve these important natural resources.

The opening of I-95 and the scheduled clean-up of the Bay are going to make the Town's waterfront areas prime targets for heavy residential development. While this would be beneficial to the relatively few residents who own and wish to sell large sections of waterfront land in Bowdoinham, it would drastically alter the unspoiled beauty of the shorelands and ruin them as wildlife habitats and hunting areas. If the town is to maintain the natural state of its shorelands, which most of its residents consider extremely important, it is necessary to make specific plans for the shorelands and to actively participate in the Coastal Zone Management Program which the State Planning Office is coordinating through the Southern Mid Coast Regional Planning Commission.

The state has now zoned all of Bowdoinham's shoreland within 250 feet of the water as a resource protection area. This

means there can be no development whatsoever on any property within this zone; even repairing of existing buildings is not allowed. The state will continue to enforce this resource protection zoning until the town adopts its own regulations of these areas.

The state also owns a 500 acre so-called Game Management Area on Reed's Point. Although it is called a Game Management Area, it was bought with money from the Department of Parks and Recreation. The town should make it clear to the state that it would like the land to remain a Game Management Area -- that it values the unspoiled, natural beauty of the Bay more than a camping or tenting site or a State Park and the kind of commercial development and traffic it would bring.

The town and organizations with the ability to raise money should, working with the Conservation Commission, buy land whenever possible to preserve it in its natural state, since with all but the strictest shoreland zoning some degree of development will be unavoidable.

An even more feasible means of insuring that portions of Town land remain in their natural state is the conservation easement. The Conservation Commission should plan public hearings to educate townspeople about easements, perhaps also having written information available at the Town Office, and the Town should actively encourage as many residents as possible to place easements on their land (shoreland or not).

POPULATION AND HOUSING

Bowdoinham has a population of approximately 1,400 people living in approximately 400 single family homes, 50 mobile homes, and a few multiple family houses. More new houses are being built every year. In 1971 and 1972 there were less than 10 new homes per year, in 1973 there were twelve, and from April 30, 1974 until January 1, 1975 there have been thirty new homes! The mobile home rate has remained fairly steady at about ten per year since 1970. Bowdoinham is considered a desirable place to live because of its sense of space and room for privacy, because of the scenic beauty and sports opportunities offered by the Bay and the rivers, because of the town's membership in a School Administrative District, and because land values have remained comparatively low due in large part to the pollution of the Bay. So far the rate of growth has not been so fast as to place an undue burden on existing services in the Town. With the opening of I-95 and the clean-up of the Bay, however, this may no longer be the case. The Town will become a desirable place to a much larger number of people.

The majority of people presently living in Town wisely feel that Bowdoinham should grow slowly. This is the most obvious way to insure that services in the Town will not be radically overburdened, that the character of the Town will not change drastically, and that the present residents won't suddenly find themselves outnumbered.

The Town has to do more than want slow, controlled growth, however, it has to take steps to insure it. The best means of doing this is the formulation and adoption of a complete land use regulation ordinance for the Town. It should include such things as a larger minimum lot size (the majority of residents now appear to favor one acre in the village area and two acres in the outlying areas), expansion of the building code to cover set-back and building types (single-family, apartment houses, condominiums, etc.) and continued strict enforcement of the

State Plumbing Code, with perhaps the adoption of a plumbing code for Bowdoinham stricter than the State's because of the notoriously poor conditions here for sewage disposal. Parts of the above might be considered inconsistent with some people's views of the rights of individual property owners, but they are vitally necessary if the present residents are to have any voice in the future of their town.

The State too realizes the importance of slow and controlled growth and acknowledges that probably nothing has a greater impact physically or economically on a community than a large subdivision. For this reason, there is a State of Maine law requiring that all subdivisions be approved or disapproved by local Planning Boards. The law can be found in Appendix 18. Bowdoinham is presently under constant pressure from developers who wish to subdivide large areas of land into house lots. The townspeople are well aware of and concerned about the negative impact a shoddy development could have on the town, and consequently adopted a moratorium on subdivisions to be in effect until July 15, 1975 or until the town adopts a Comprehensive Plan, whichever comes first.

The Town Subdivision Ordinance should be rewritten by the Planning Board and presented to the Town in an upgraded form as soon as possible. It should include such things as mandatory financial proof from a developer that he/she has adequate means of completing a proposed development and will not leave the Town to pick up the pieces of an unfinished subdivision. There should also be special encouragement for cluster as opposed to grid type layouts in subdivisions to keep costs to the Town down on any future street maintenance and water and sewer system extensions and to preserve as much open space as possible. A town cannot legally banish subdivisions and the kind of rapid growth they bring, but through a well-written subdivision ordinance it can control them and provide for them to be incorporated into the Town with little or no negative impact.

BUSINESS AND INDUSTRY

Bowdoinham presently has two small industries employing under fifty people. As previously stated, the majority of townspeople earn their livings in the business and industry of Bath and Brunswick. The Town has an Industrial Board, the purpose of which is to encourage industry in Bowdoinham. The Board also owns and manages the building presently housing Sir-Gal Footwear.

Until now Bowdoinham has lacked the resources (except the railroad) which attract industry. With the expanded Town water system, the perhaps unavoidable need for a municipal sewer system in the not too distant future and the completion of a major highway transversing the Town, Bowdoinham is going to be a prime target for industrial and commercial development.

It might seem contradictory that most townspeople feel that the most important factor in planning Bowdoinham's future is the preservation of its rural small-town atmosphere and that, at the same time a majority of those interviewed also said they favored more industry for the Town. These two points of view can probably be resolved however, if in any land use regulation the Town adopts, provision is made for discouraging heavy, polluting industry, and uncontrolled development, but leaving sections of the Town available for light non-polluting industry that would not spoil the character of the Town.

The reason many people feel industry should be encouraged in Bowdoinham (other than to broaden the tax base) seems to be that they would like to work in Town. If more people are working in Town, more small service businesses will be desirable or necessary -- a hardware store, a small restaurant, a drug store perhaps -- and they would also help to provide jobs. The logical location for these small service businesses would be as close as possible to the existing village, perhaps incorporating some of the older unused buildings on Main Street to prevent

them from falling into complete disuse. This would create a viable center for the Town, a walking village, something a number of residents, especially older ones, have indicated they would like to see.

The location of industrial buildings has to be determined to a certain extent by the availibility of the soil to support heavy structures (see Map #10). Where possible, however, the most logical location for small high quality industrial establishments would be a limited area to the West of the village. They would then be close to the water and future sewage lines and close enough to I-95 so existing town roads would not be over-burdened. Mainly, whatever amount of industrial-commercial development Bowdoinham decides to allow would be kept in essentially one area, thereby preserving the rural character of the outlying regions of town and maintaining the small-town atmosphere of the town as a whole as much as possible.

Businesses and industry usually bring advertising and since billboards and outdoor signs are not in keeping with the small rural atmosphere desired by the townspeople, a sign ordinance should be written and adopted by the Town before advertising becomes a problem. Such an ordinance should not restrict individuals from reasonably advertising their own property.

TAX BASE

The property tax is the principal source of the Town's income, and since the commercial and industrial base is quite low, the bulk of the tax burden falls on the individual residential property owner. Real estate is appraised for tax purposes at approximately 75% of market value and assessed at 30 mills ($30 per $1,000 of valuation).

One often hears the argument that new houses increase tax revenues and therefore lower the tax base for all the taxpayers. This can only be true however if the property produces more in tax revenue than it consumes in public services. The following calculations are based on 1974 figures provided by the Town Office, Regional Planning Commission and School District.

Statistics

Number of homes (houses and mobile homes).....450
Number of children in school.....438

Operating Budget (all expenses except schools).....$ 66,000
School Budget (Bowdoinham's share).....$271,000

The average family in Sagadahoc County has 1.4 children, 1.2 of which are in school.

Calculation

DEBITS

1. Increased services consumed per new home.....$167
   ($66,000 ÷ 450 homes)
2. Increased school tax per new home.....$468
   ($271,000 ÷ 438 x 1.2 children)

Total services consumed per average new home.....$635

CREDITS

Tax collected on the average new house.....$510
Tax collected on the average new mobile home.....$150

Therefore, the average new home built in Bowdoinham increases tax revenues by $510, but it consumes $635 in services. The average new mobile home consumes the same amount, but brings in only $150. Last year there were 30 new homes and 10 new mobile homes in Bowdoinham.

As long as Bowdoinham's tax revenues are based on the personal property tax, the tax burden on all will continue to rise if increased tax revenues do not exceed increased costs. This

will only happen if new home construction is comprised of a mix of all price ranges to bring the average tax revenue on each up to the estimated $635 level. To insure this, a subdivision ordinance which encourages a good mix of all housing types - low, medium, and high priced - should be formulated by the Planning Board and adopted by the Town.

TRAFFIC AND TRANSPORTATION

Traffic is not a problem in Bowdoinham presently. There is some through traffic on the River Road (Route #24) and the Post Road (Route #138), and heavier through traffic skirts Bowdoinham on Route #201 from Brunswick to Augusta. Transportation is entirely by private vehicle, except for the Gardiner to Brunswick and Bath Iron Works buses and the taxi service available from Brunswick.

The projected average daily traffic on I-95 through Bowdoinham is well over 10,000 vehicles. This is based on the fact that I-95 will be shorter and cheaper from Portland to Augusta than the Maine Turnpike, and much easier than Route #201. Bowdoinham is bound to feel the pressures for the development of services needed to accommodate this large volume of traffic. Interchanges demand services like restaurants, gas stations, garages, motels, and hotels. While these things may provide certain benefits to the Town, unless their location and development are carefully planned and controlled, they could create an unsightly commercial strip development and the traffic generated thereby could place a dangerous burden on the Town's roads.

In order to preserve Bowdoinham's small town atmosphere in terms of its roads, residents must make it explicitly clear in a land use regulation ordinance just how much, if any, of these highway generated services they want, and where.

Also, it became apparent in the arguments, pro and con regarding a possible dump site, that local residents didn't want their road paved for the dump or any other reason. Bowdoinham has relatively few gravel roads, but if residents feel that they like these roads as they are and do not wish to have them paved, this too should be made known and incorporated in a comprehensive land use regulation ordinance.

GOVERNMENT

Bowdoinham has a town meeting system of government with three elected Selectmen and women and an appointed part-time Town Manager. This form of government by nature demands a certain amount of citizen participation. There seems to be a need, however, for more positive accessibility to and a greater understanding of the various government groups and offices and how they function. To accomplish this, the Conservation Commission, Planning Board, Finance Committee, Selectmen and women, etc. should meet on a regular basis at appointed times and places. These meetings should be well-publicised and residents should be encouraged to attend, have items added to the agenda (in advance) and in general to speak out and let their questions and feelings be known. Some groups of course are already operating on such a basis and they should be encouraged to continue to do so. School Board members should be invited to speak on a regular basis (perhaps through the P.T.C.) and to report on the activities of the S.A.D. as well as to learn the wants and needs of Bowdoinham residents and to make these known to the S.A.D. Board and administration. Accurate minutes of all of these groups should be kept on file in the Town Office and should be readily available for public inspection. This file should also include all other public records.

The most effective means of making a thorough understanding of Bowdoinham's government readily available would be the publication of a booklet containing a complete list and description of each elective office, each committee and group and their function. Such a booklet could perhaps be funded in a manner similar to the SCOGIS participation in the Comprehensive Plan and/or could perhaps be the work (and very educational too) of a local school government class or interested group of students. It would be an extremely valuable aid in increasing the understanding among citizens as well as among the involved branches

of government themselves. It would also be extremely helpful to have on hand at the Town Office to channel inquiries and problems properly.

COMMUNITY SERVICES

Services provided or supported by Bowdoinham tax revenue include: fire and police protection, schools, road maintenance, a dump, various health services and a library. These services are generally considered adequate at the present time with a few exceptions. The volunteer fire department received a tremendous vote of confidence from the majority of the townspeople who responded to the interviews and questionaires. It is an example of the public spiritedness and ability to cooperate that seems to characterize Bowdoinham residents. Police protection is now provided for through the county and state, and although there have been no serious problems, most people seem to feel a need for better protection. Schools in town are barely adequate, and in the case of the Coombs School, perhaps even dangerous. With the new addition to the Community School however, the physical deficiencies in the school system should be alleviated. Road conditions and maintenance are considered by about half the people to be adequate and by half not. Improvement should proceed as the Town is willing to pay. The Town dump is definitely not adequate and Town officials are in the process of finding a location suitable for a sanitary landfill dump to replace the present openburning system, as demanded by State law. Most of the people responding to questionaires felt that the dump should be a regional one and this possibility should be thoroughly explored before it is abandoned.

Bowdoinham contributes to and receives services from the Bath-Brunswick Mental Health Association, the Youth Development Center for Retarded Children in Brunswick, and the Jessie Albert Memorial Dental Clinic in Bath. It has ambulance service through a contract with Topsham. There are no permanent health facilities within the Town and no resident physician.

The aforementioned items are all very closely related to population. If population growth is too rapid and uncontrolled,

municipal services cannot keep up and serious problems develop. The town should not grow so fast as to place an unreasonable burden on these services.

The Town-owned buildings are generally inadequate for Town needs and are in disrepair. The Town Office is sufficient for the Town Manager's office and some meetings of Town officials, but there needs to be a regular meeting place for the various town committees and storage for their paraphernalia. The Coombs School building might be, with some renovations, a possible location for the Town offices, library and meeting rooms. A study should be made, perhaps by the Historical Preservation Committee, as to the cost feasibility of renovating the building for such use and the Town should inform S.A.D. 75 if it wishes to take over the building when its use as a school is discontinued.

The Town Hall needs numerous repairs and a committee of interested citizens should be formed, perhaps through the Historical Preservation Committee, to draw up a plan for repairs and a system for raising money to implement them if necessary. The close proximity of these buildings and the parking space available makes them a logical choice for the location of a consolidated municipal services complex. The Coombs School and the Town Hall are both valuable buildings historically; some of the few Bowdoinham has left, and they should be restored and used at any cost.

RECREATION

There are several clubs and organizations active in Bowdoinham which offer recreational opportunities to young and old residents and the Town now has a Public Boat Landing. Most recreation in Bowdoinham is unorganized outdoor activity afforded by the Town's open spaces and undeveloped land: hunting, fishing, hiking, snowmobiling, biking, skating, skiing and boating. There is a need in Town, not necessarily for commercial recreational facilities, but certainly for more organized and indoor ones, especially for the young people.

The Barbeque Committee which has done such a fantastic job in the past raising money for the school and fire department, has realized the need for more recreational facilities and voted last year to apply a portion of Barbeque profits to buying land. This year they have decided that all the money earned will go to buy land for the Town to be used for recreational purposes. A large majority of the Townspeople feel that the Town needs more recreational facilities and suggestions have included: a drop-in center for kids, a skating rink, a swimming pool, and ball fields. In addition to the purchase of land, the Town should retain ownership of land taken for back taxes whenever possible---it could prove extremely valuable in the future.

In order to insure that Bowdoinham's recreational needs be met, a Recreation Committee should be appointed by Town officials including a member of the Planning Board, the Historical Society, the Barbeque Committee, and several interested citizens. This Committee should compile a list of priorities and a plan and a timetable for implementing them.

Other means for insuring recreational opportunities in the Town should include working out a scheduling system with S.A.D. #75 to make full (and non-conflicting) use of the new auditorium and other indoor school space for various group activities. Also recreational needs should be provided for in

any subdivision and not left completely to the Town. Developers should be required to set aside at least fifteen per cent of their land for planned recreational purposes.

The unique combination of fairly inexpensive land, and the public spirited, farsightedness of the Barbeque Committee and involved citizens give Bowdoinham residents a unique opportunity to plan and control the future of recreation in their town.

THE COMPREHENSIVE PLAN'S EXECUTION, IMPLEMENTATION RE-EVALUATION AND REVISION

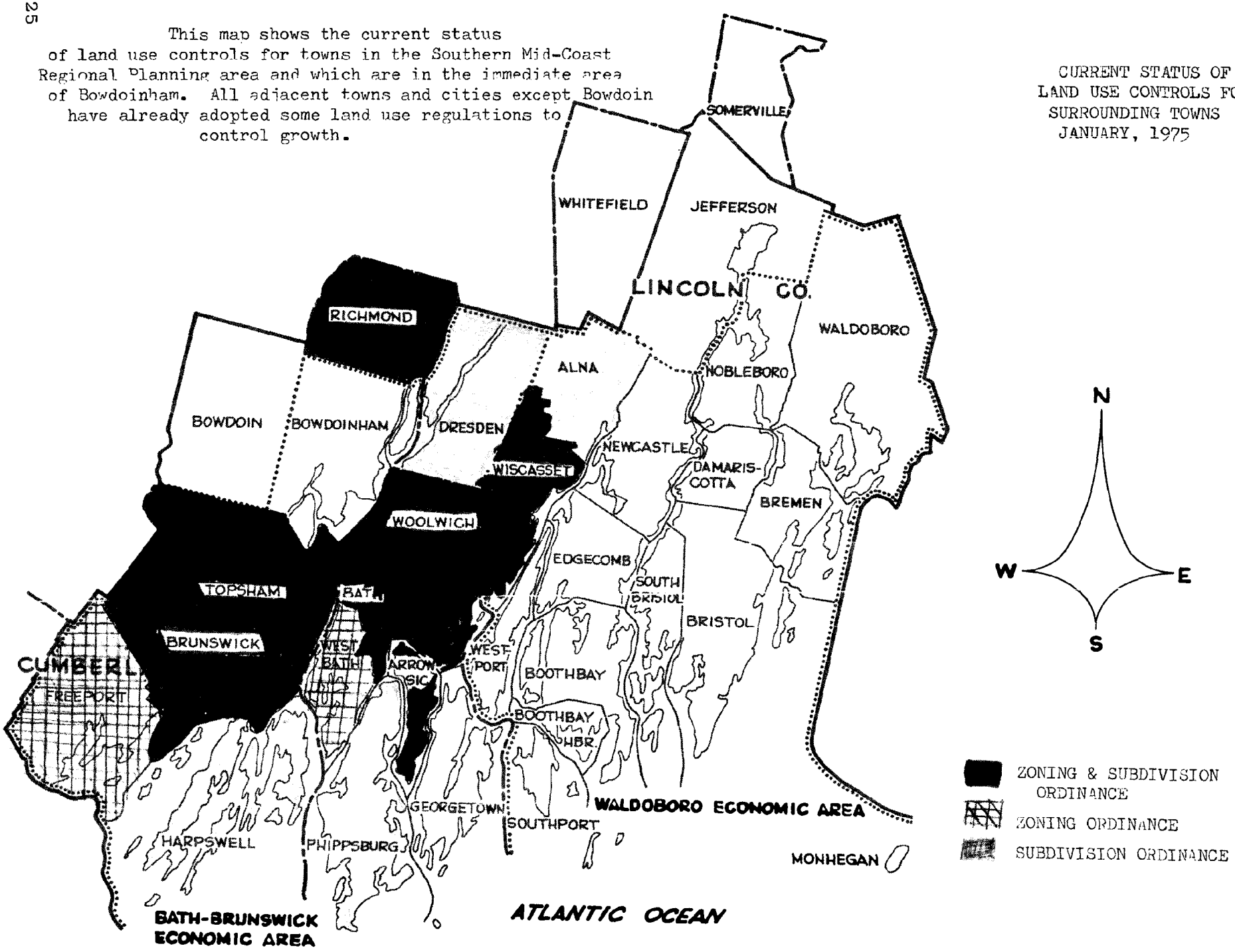
A plan for the Plan is required by State law and by common sense as well if people are going to know how to use it and if it is going to be kept current and relevant.

It should be the function and duty of the Planning Board to see that the Plan is seriously considered by all, and that it be implemented when and wherever possible. Specifically, the Plan must be followed whenever a subdivision is built and when it is reviewed by the Planning Board. The Plan must also be followed if and when the Town adopts any type of zoning.

The Planning Board should keep track of needed changes in the Plan as they arise and at least once every five years they should review the entire Plan, incorporating the necessary changes, and submit it to the Town for reconsideration and re-adoption.

This map shows the current status of land use controls for towns in the Southern Mid-Coast Regional Planning area and which are in the immediate area of Bowdoinham. All adjacent towns and cities except Bowdoin have already adopted some land use regulations to control growth.

CURRENT STATUS OF LAND USE CONTROLS FOR SURROUNDING TOWNS JANUARY, 1975



APPENDIX 1

In the spring of 1974 the Bowdoinham Planning Board sent out 400 questionaires to the townspeople asking for responses to a variety of land use questions the town will be facing in the near future. The above chart shows how the residents felt about each of the issues presented. Many people also volunteered their opinions by writing on the back side of the sheet they received. Although not recorded here, these have been noted and will comprise an important part of the planning process.

Of the nearly one hundred people who returned the questionaires, 7 were employed by the government, 29 were skilled or semi-skilled workers, 10 were businessmen, 1 was a farmer, 9 were professionals, 12 were housewives, and 19 were retired.

Results of 2/74 Planning Board Survey

1.	Bowdoinham should:	remain the same	18	for 18%;
		grow slowly	73	74
		be larger	8	8
			99	100%
2.	Village lot size:	Half acre	32	35%
		One acre	54	59
		Two acres	6	6
			92	100%
3.	Rural lot size:	Half acre	6	6%
		One Acre	36	38
		Two acres	50	54
		More than two	2	2
			94	100%
4.	Mobile homes should be allowed:	anywhere	30	31%
		certain areas	41	42
		trailerparks	25	26
		nowhere	1	1
			97	100%

This is now irrelevant since no discriminatory restrictions may be placed on trailers which are not placed on all other approved dwelling units.

5.	We need _____ stores.	more	39	43%
		fewer		
		same	51	57
			90	100
6.	We need _____ industries.	more	67	72%
		fewer	3	3
		same	23	25
			93	100%
7.	We need _____ homes.	more	54	61%
		Fewer	3	3
		same	32	36
			89	100%
8.	We need _____ recreational areas.			
		more	68	76%
		fewer		
		same	22	24
			90	100%
9.	Property taxes are:	okay	43	47%
		too high	49	53%
		too low		
			92	100%
10.	New Industry should be:	in village area	24	26%
		outside village	54	60
		anywhere	10	11
		not allowed	3	3
			91	100%

11. New homes should be located:	in village area	11	12%
	outside village	57	61
	anywhere	25	26
	not allowed	1	1
		94	100%
12. Dump should be:	town dump	38	42%
	regional dump	52	58
		90	100%

13. Do you feel we need -

	yes	%	no	%
better roads	45	52	41	48
better fire protection	22	25	65	75
better police protection	62	70	26	30
municipal water service	60	71	24	29
municipal sewer service	58	65	31	35
municipal trash pick-up	36	43	48	57

Statistical data on respondents:

Employment

Government service	7	8%
semi-skilled & skilled	29	33
business people	10	11
agriculture	1	1
professional	9	10
housewife	12	14
retired	19	23
	87	100%

Place of employment

In-town	21	30%
Out-of-town	48	70
	69	100%

Age Bracket

18 - 30	14	15%
30 - 50	35	38
over 50	44	47
	93	100%

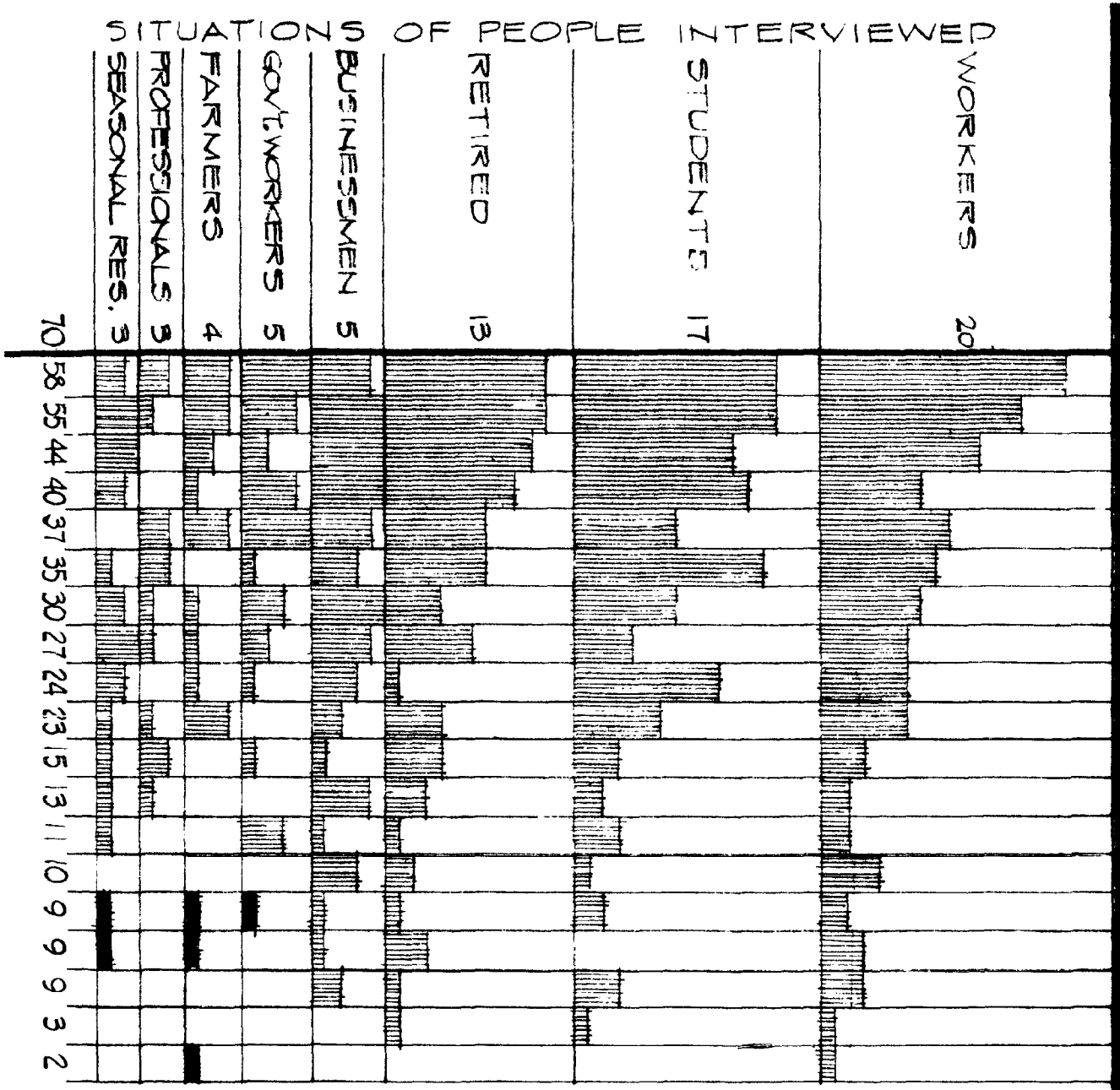
APPENDIX 2

This survey was conducted in the summer of 1974 by ten local high school students who called themselves the August Group. Working with the Planning Board and representatives from the University of Maine at Portland-Gorham, they developed a list of 70 Bowdoinham residents representing an accurate cross-section of the Town. The students visited each household and talked with the entire family. While one engaged in conversation, the other recorded responses to a few general questions, such as "what do you think of Bowdoinham's past, what do you like about the town as it is, and what do you think the future holds." The issues brought out were narrowed to those listed above. The charts show how many people were concerned about each of these issues according to situation, age and location.

BOWDOINHAM

SUMMER 1974 PERSONAL INTERVIEWS WITH RESIDENTS BY THE AUGUST GROUP TEAMS

MASTERPLAN

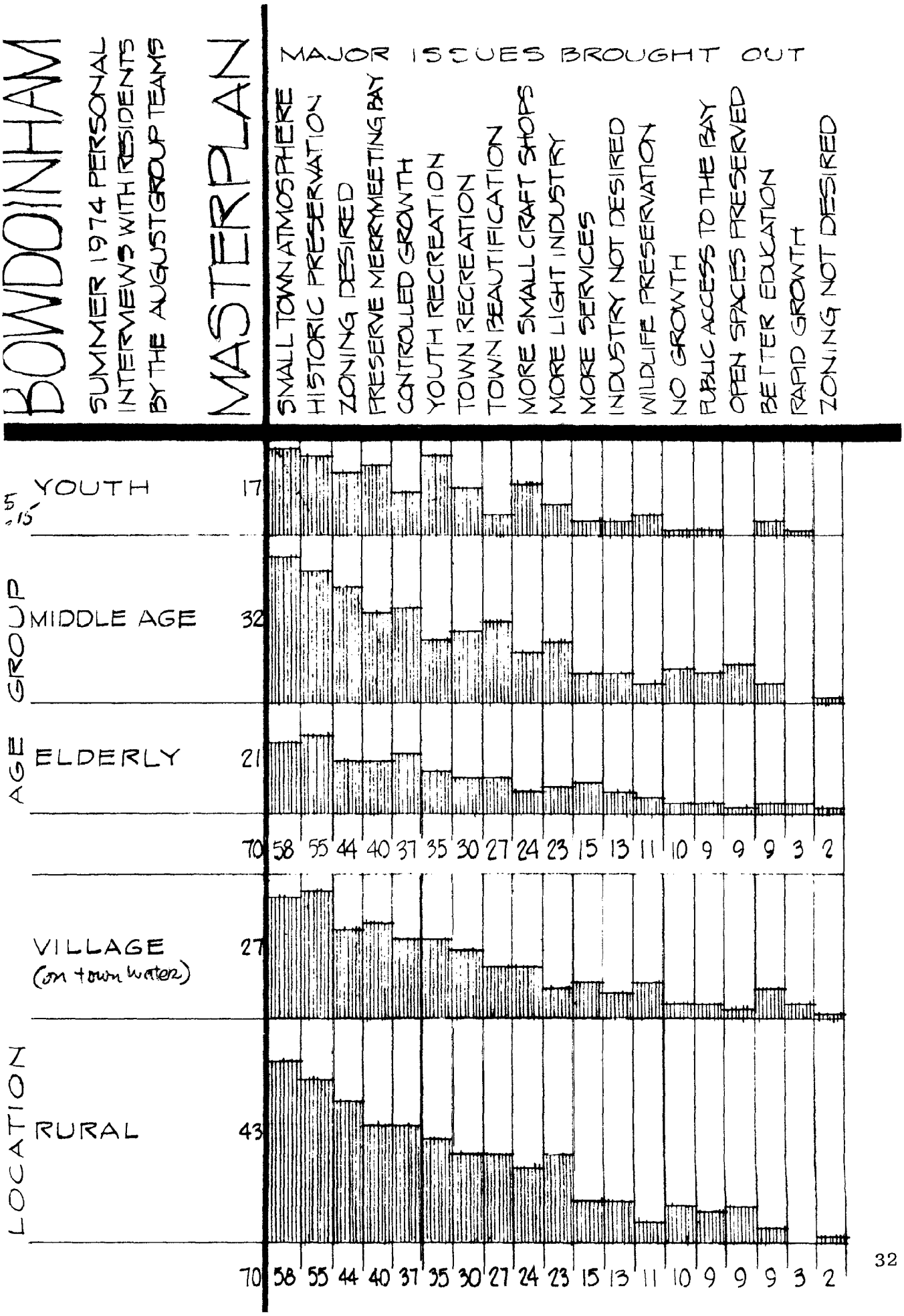


MAJOR ISSUES BROUGHT OUT

- SMALL TOWN ATMOSPHERE
- HISTORIC PRESERVATION
- ZONING DESIRED
- PRESERVE MERRYMEETING BAY
- CONTROLLED GROWTH
- YOUTH RECREATION
- TOWN RECREATION
- TOWN BEAUTIFICATION
- MORE SMALL CRAFT SHOPS
- MORE LIGHT INDUSTRY
- MORE SERVICES
- INDUSTRY NOT DESIRED
- WILDLIFE PRESERVATION
- NO GROWTH
- PUBLIC ACCESS TO THE BAY
- OPEN SPACES PRESERVED
- BETTER EDUCATION
- RAPID GROWTH
- ZONING NOT DESIRED

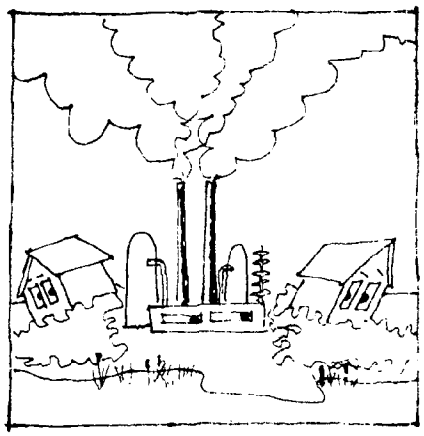
BOWDOINHAM MASTERPLAN

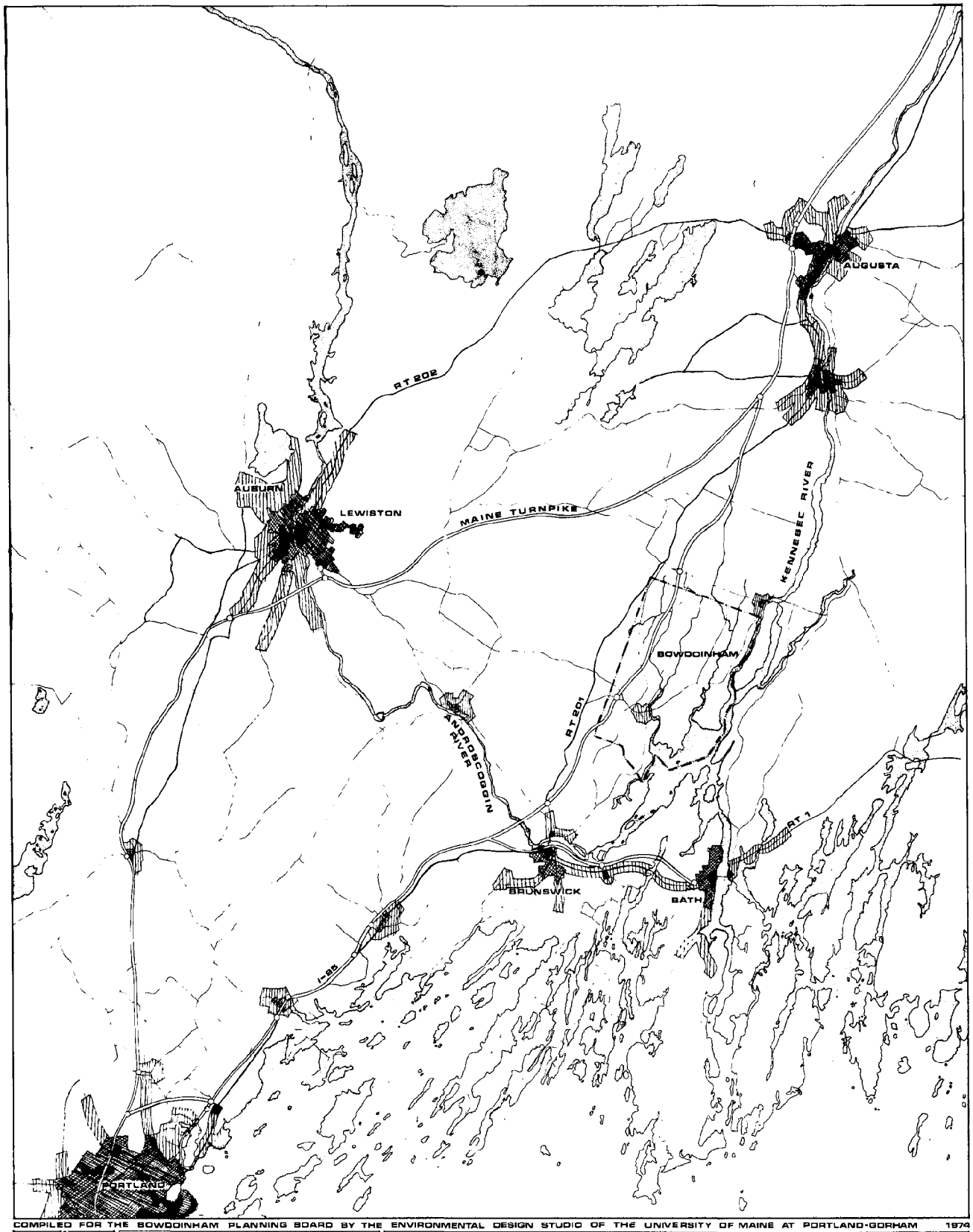
SUMMER 1974 PERSONAL INTERVIEWS WITH RESIDENTS BY THE AUGUST GROUP TEAMS



APPENDIX 3

This map illustrates Bowdoinham's relative location in the region. Bowdoinham has always been easily accessible to Bath and Brunswick. I-95 will soon make it also accessible to the Augusta area. High intensity development is concentrated in Augusta, Lewiston, Auburn, Bath, Brunswick and Portland. Low intensity development tends to sprawl in a finger-like way along existing roads. This map is important in planning because it puts Bowdoinham in a regional perspective with the existing highly developed areas.





COMPILED FOR THE BOWDOINHAM PLANNING BOARD BY THE ENVIRONMENTAL DESIGN STUDIO OF THE UNIVERSITY OF MAINE AT PORTLAND-GORHAM 1974

NORTH

0 1 2 3 4 MILES

RURAL
SUBURBAN
URBAN
COMMERCIAL-INDUSTRIAL

LAND USE

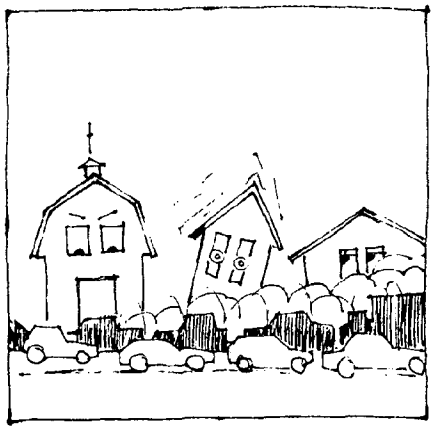
SOURCE: AERIAL PHOTOS AND U.S.G.S.

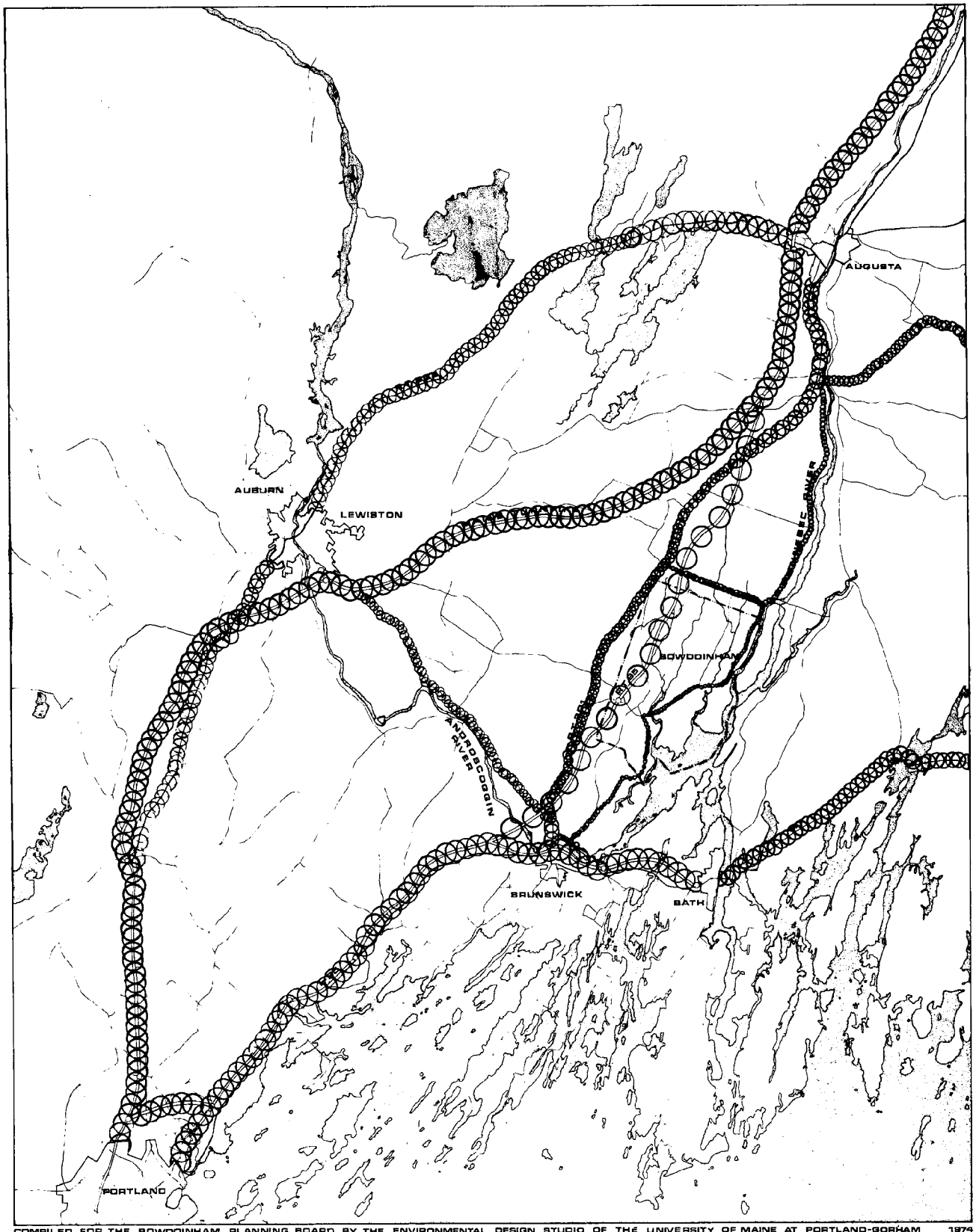
BOWDOINHAM

REGION 1

APPENDIX 4

This map shows the AVERAGE DAILY TRAFFIC FLOW in and around Bowdoinham. The projected flow for I-95 was based on the fact that it will be shorter to travel from Portland to Augusta via I-95 than the Maine Turnpike. Bowdoinham is bound to feel the pressures for the development of services needed to accomodate this large volume of traffic.





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NORTH

0 1 2 3 4 MILES

10,000 & OVER ADT*
5,000 TO 10,000 "
3,000 TO 5,000 "
1,000 TO 3,000 "
UNDER 1,000 "

*AVERAGE DAILY TRAFFIC

REGIONAL TRAFFIC

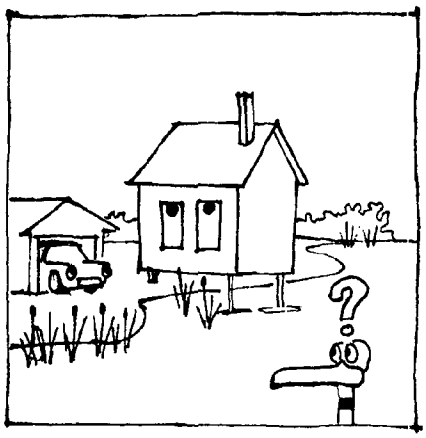
SOURCE: MAINE STATE HIGHWAY COMMISSION

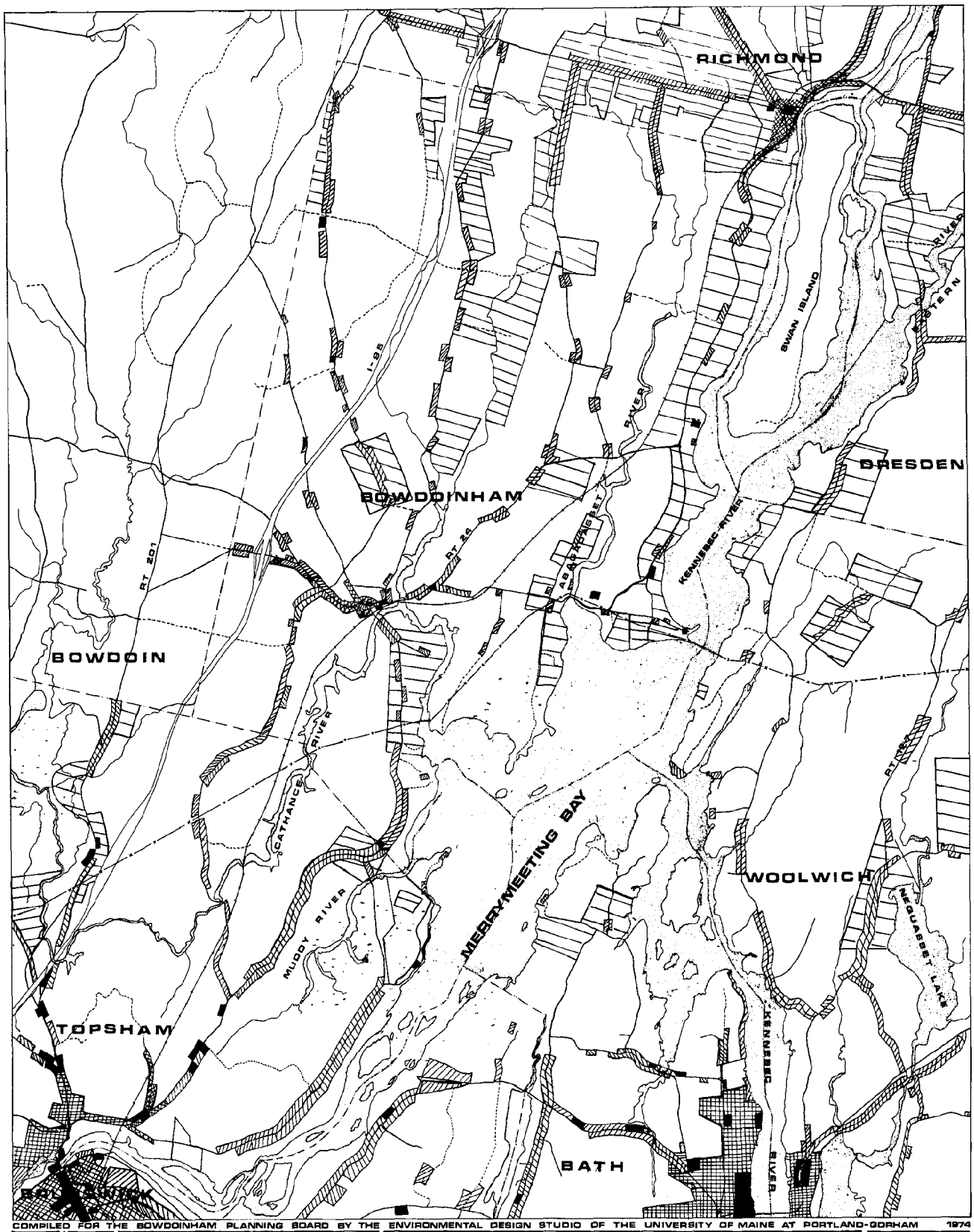
BOWDOINHAM

REGION 2

APPENDIX 5

The Merrymeeting Bay Land Use Map shows the general patterns of land use in the area. The western side of the Bay shows more development than the eastern; this may be due to the existing transportation routes of the region. Bowdoinham's position on the Bay is a critical one; land use practices on the Cathance, Abbey, and the Bay itself can have a great effect on the Bay's water quality and wildlife habitat. The current growth trend appears to be "rural suburbia" spreading along the main roads into town from Topsham, also on the edges of Bowdoinham village. When I-95 is completed, Bowdoinham will be more accessible to major cities and can expect pressure for more housing, business, industries.





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NORTH

0 ½ 1 MILES

COMM/INDUSTRIAL
HIGH RESIDENTIAL
LOW RESIDENTIAL
FARM LAND
OPEN LAND

LAND USE

SOURCE: AERIAL PHOTOS - USGS

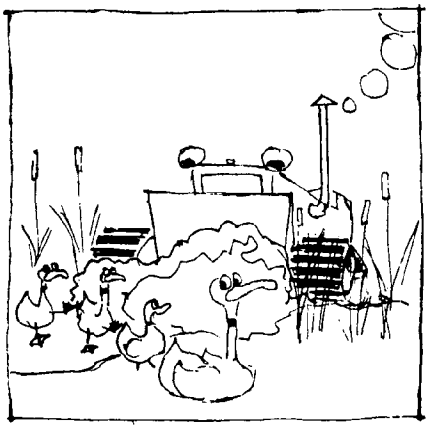
MERRYMEETING BAY

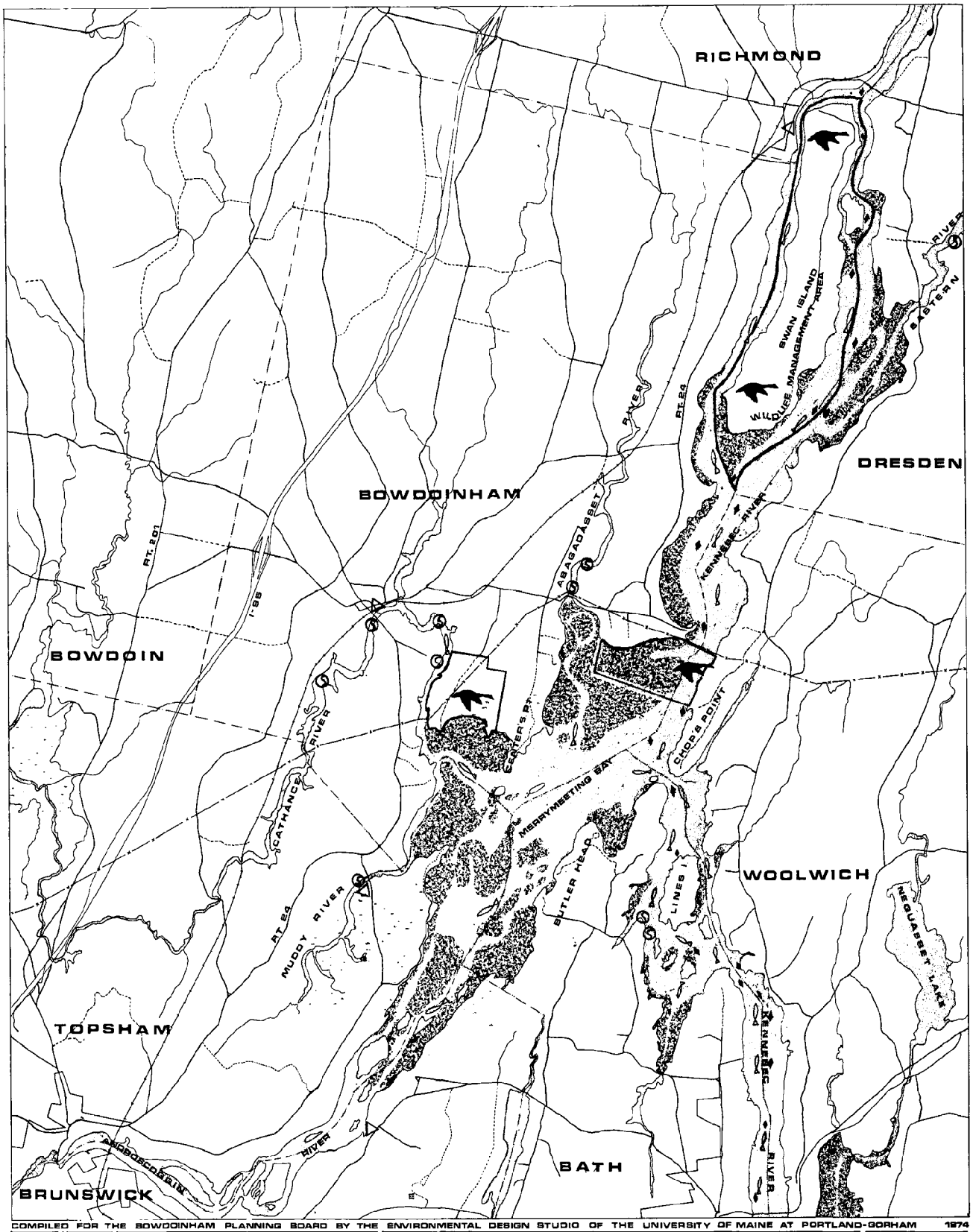
BOWDOINHAM

3

APPENDIX 6

The Bay is a large freshwater tidal Bay fed by the Androscoggin, Kennebec, Abagadassett, Cathance, Eastern, and Muddy Rivers. The two major rivers are the main contributors of pollution to the Bay, while the four smaller streams serve to cleanse the Bay, along with tidal action. The inflow of sediments and nutrients from these rivers has resulted in the build-up of extensive tidal flats. The vegetation on much of these flats is an important source of waterfowl vegetation. The Bay serves as the northernmost stopover area in the United States on the Atlantic flyway. Thirty six per cent of the State's waterfowlers hunt in Merrymeeting Bay; there are also extensive smelt fishing operations, both for commercial and recreational use.





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NORTH

0 ½ 1 MILES

△ BOAT LANDING
BAY VEGETATION
Ⓢ SMELT CAMPS
FISHWAYS
CHANNEL MARKER
GAME PRESERVE

BAY WILDLIFE

SOURCE: ME DEPT INLAND FISH & GAME

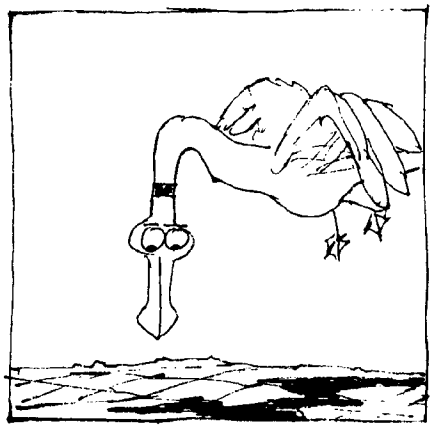
MERRYMEETING BAY

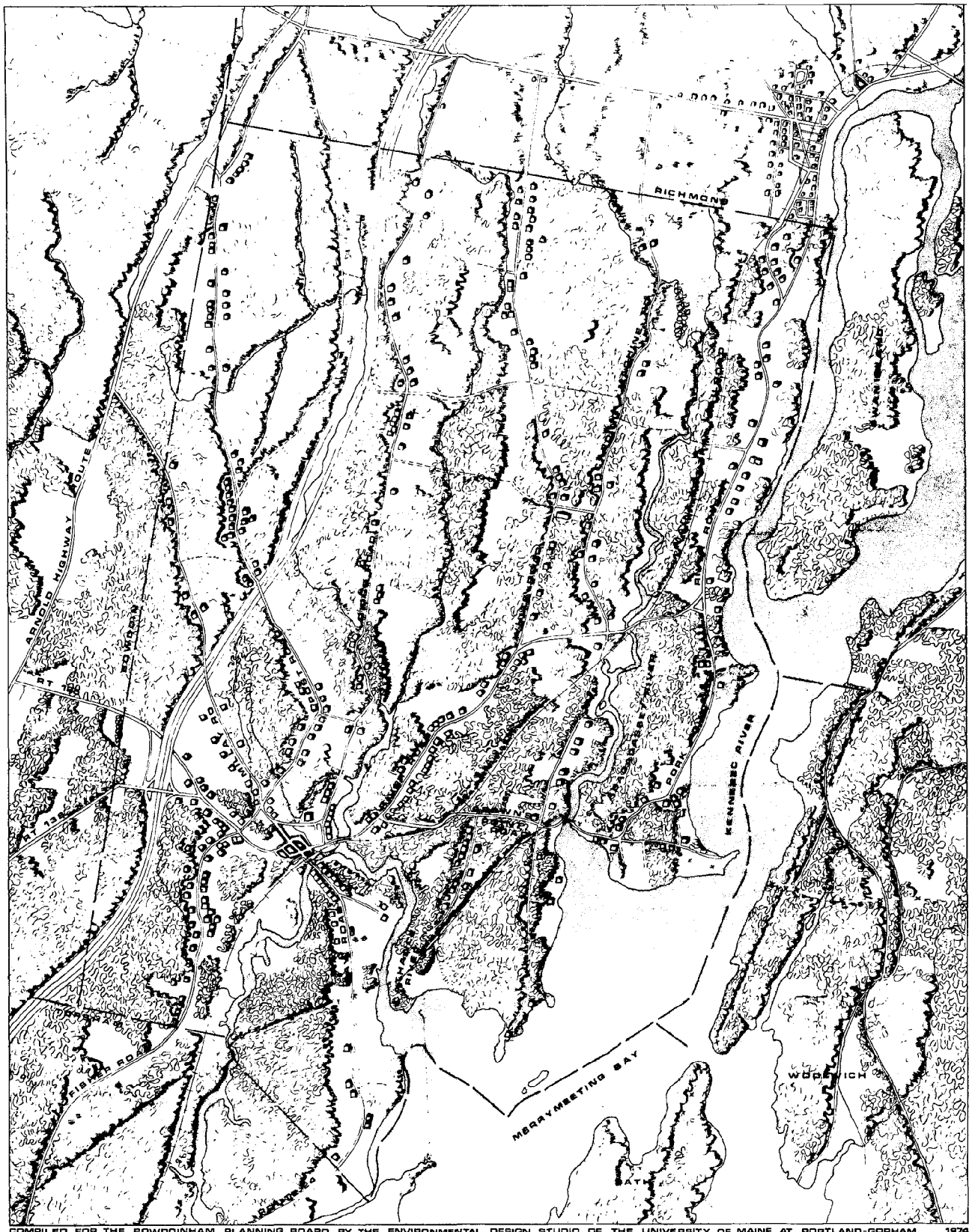
BOWDOINHAM

4

APPENDIX 7

This Duck's Eye View gives a perspective of Bowdoinham, the surrounding areas, open spaces, woodlands, and buildings.





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NORTH

0 2000 4000 FEET

WOODLANDS

BUILDINGS

OPEN SPACES

DUCK'S EYE VIEW

SOURCE: AERIAL PHOTOS AND U.S.G.S.

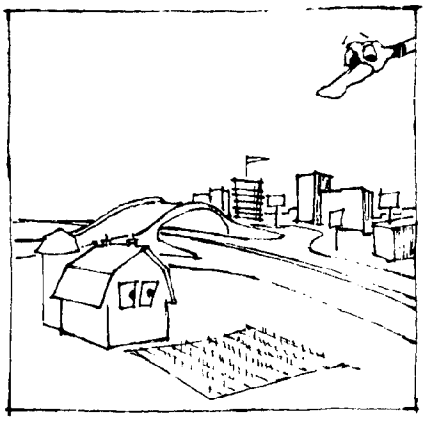
BOWDOINHAM

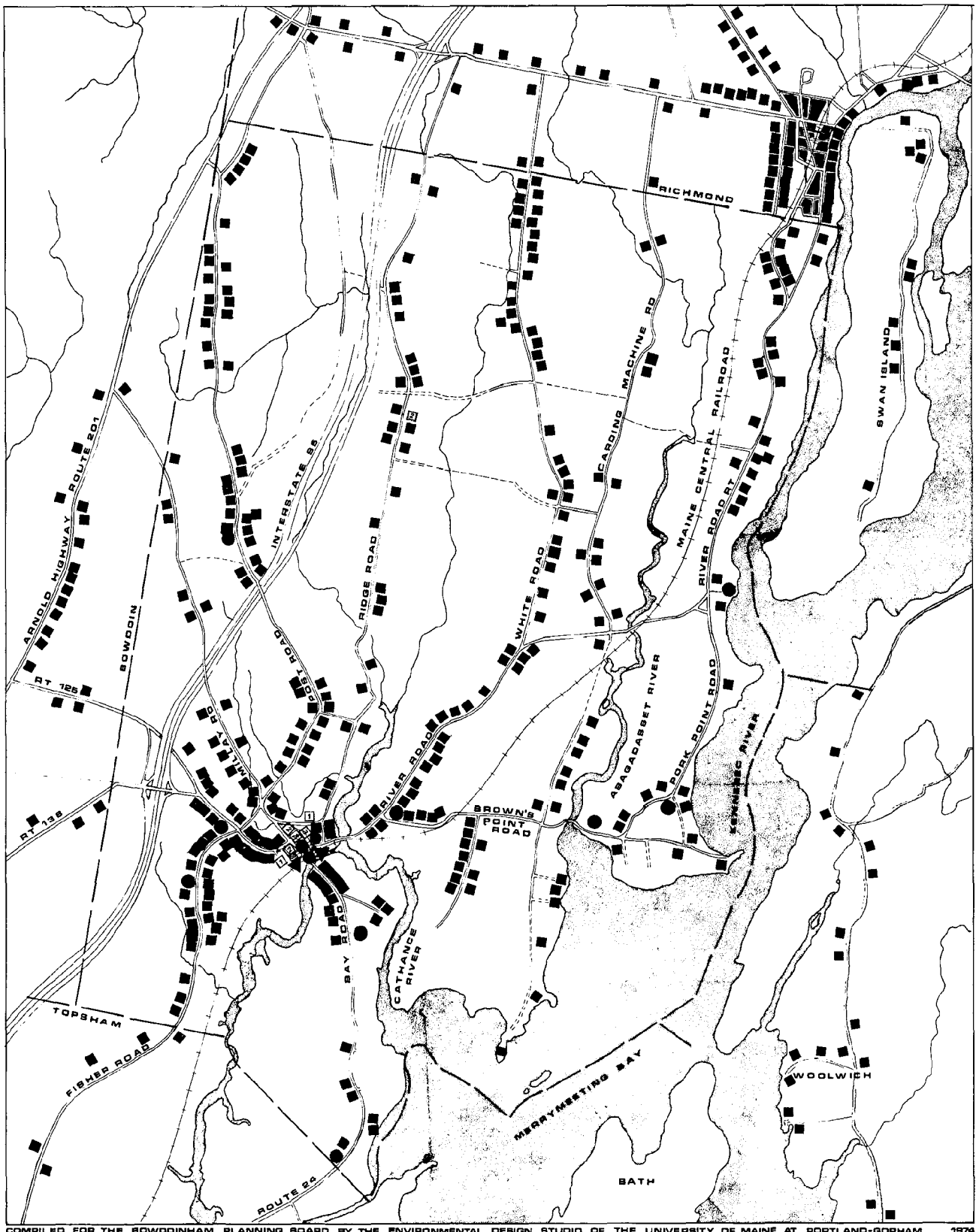
TOWN

5

APPENDIX 8

This map illustrates current residential, industrial, and commercial land use in Bowdoinham. Patterns of development begin to emerge. Past historic trends and present-day needs should be taken into account while planning and making decisions for the future of Bowdoinham.





COMPILED FOR THE BOWDOINHAM PLANNING BOARD BY THE ENVIRONMENTAL DESIGN STUDIO OF THE UNIVERSITY OF MAINE AT PORTLAND-GORHAM 1974

NORTH

0 2000 4000 FEET

RESIDENTIAL
COMMERCIAL
INDUSTRY
PUBLIC
1 SCHOOL
2 CHURCH
3 TOWN BUILDINGS

TOWN LAND USE

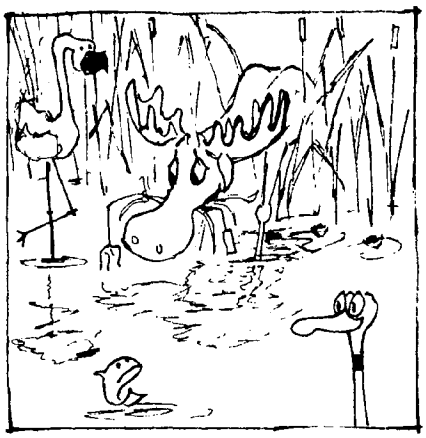
SOURCE: U.S.G.S.

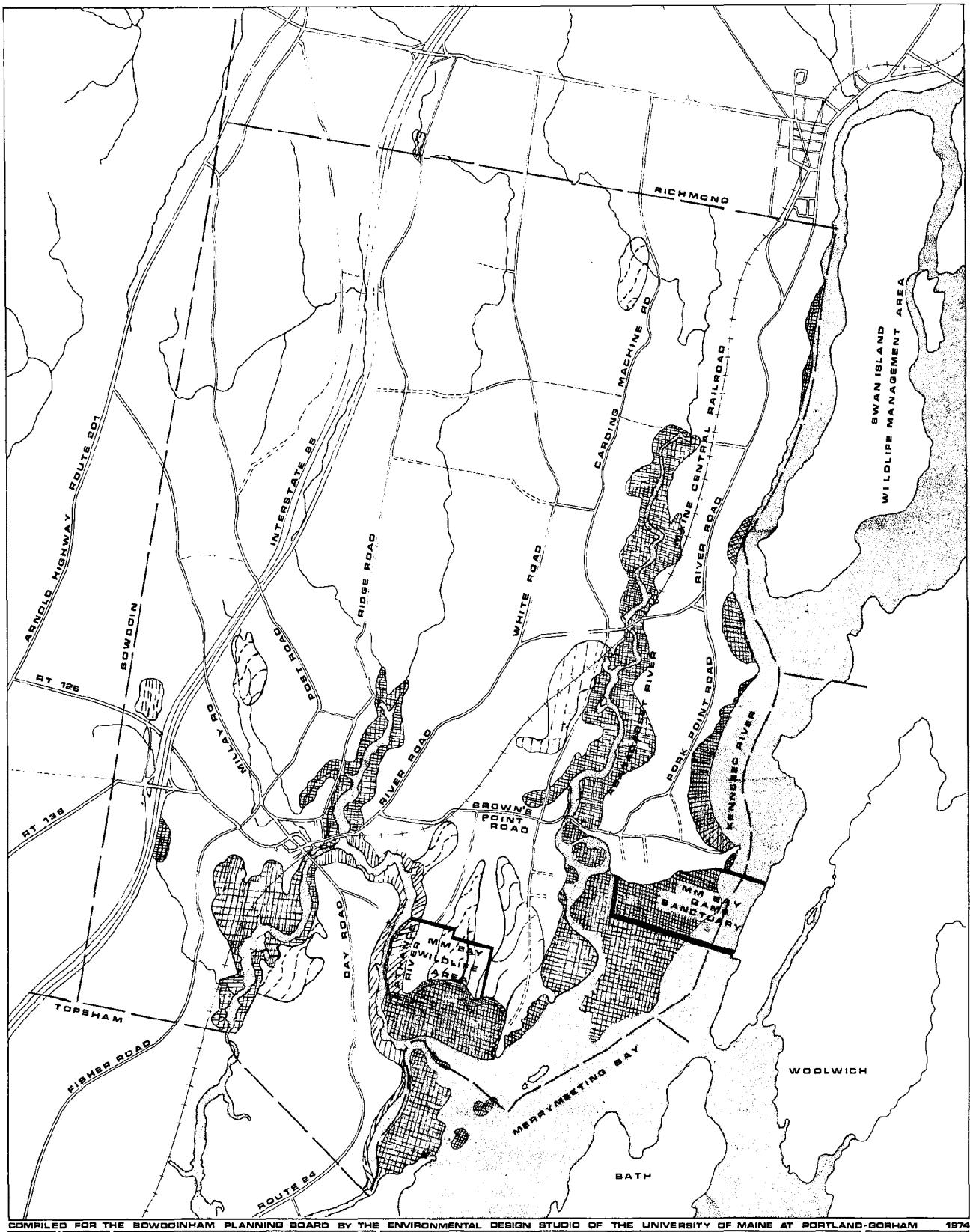
BOWDOINHAM

TOWN 6

APPENDIX 9

This map shows the wetlands areas in Bowdoinham classified as important wildlife habitats. Bowdoinham is considered a prime wildlife area because of its variety of environments: wetlands, agricultural lands, reverting fields, and woods for food and cover. More deer were taken in Bowdoinham one square mile from 1968 to 1972 than in any of the surrounding towns. Bowdoinham's wetlands include the marshes, swamps, bogs, streams, wet meadows, ponds and potholes. They not only store groundwater, but are important wildlife habitats. Many wild animals, such as waterfowl, muskrats and fish, directly depend on the wetlands for their food and shelter. Deer, hare and woodcock will be found in areas bordering wetlands habitats.





COMPILED FOR THE BOWDOINHAM PLANNING BOARD BY THE ENVIRONMENTAL DESIGN STUDIO OF THE UNIVERSITY OF MAINE AT PORTLAND-GORHAM 1974

NORTH

0 2000 4000 FEET

EXISTING	POTENTIAL
FAIR	FAIR
GOOD	GOOD
PRIME	PRIME

WETLANDS
SUITABILITY FOR WILDLIFE

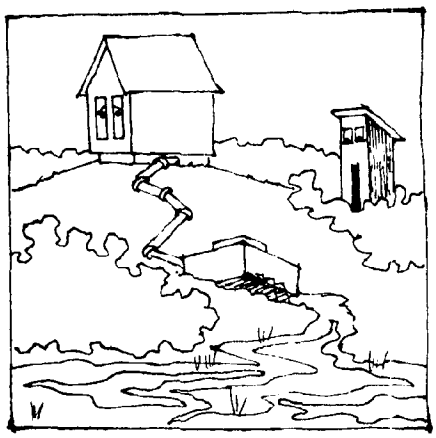
SOURCE: ME. DEPT. INLAND FISHERIES & GAME - USGS - AERIAL PHOTOS

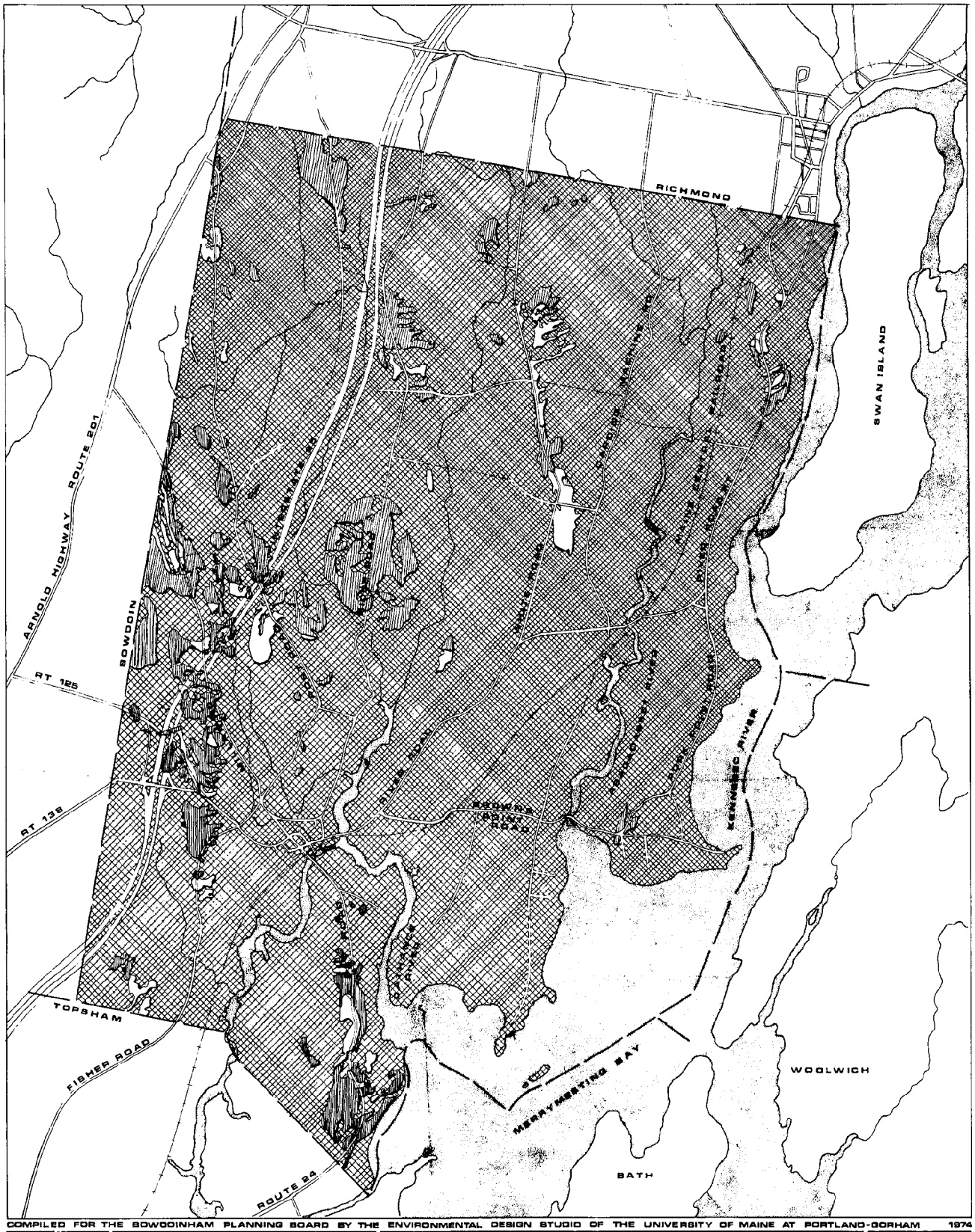
BOWDOINHAM

TOWN 7

APPENDIX 10

Soils limitations for septic tanks depend on the permeability of the subsoil and substratum, the depth to the water table, slope, the flood hazard, depth to bedrock, and stoniness. Degrees of limitation: Slight indicates that limitations, if any, are easily overcome. Moderate indicates that overcoming limitations is generally feasible. Severe indicates that limitations are difficult to overcome and the use of the soil for this purpose is questionable. Compiled from the Soil Survey of Androscoggin and Sagadahoc Counties, it is emphasized that this map is for generalized planning purposes and cannot replace on-site evaluation.





COMPILED FOR THE BOWDOINHAM PLANNING BOARD BY THE ENVIRONMENTAL DESIGN STUDIO OF THE UNIVERSITY OF MAINE AT PORTLAND-GORHAM 1974

NORTH

0 2000 4000 FEET

LIMITATIONS OF SOILS FOR SEPTIC TANKS

- SLIGHT
- MODERATE
- SEVERE

SOILS

SUITABILITY FOR SEWAGE DISPOSAL

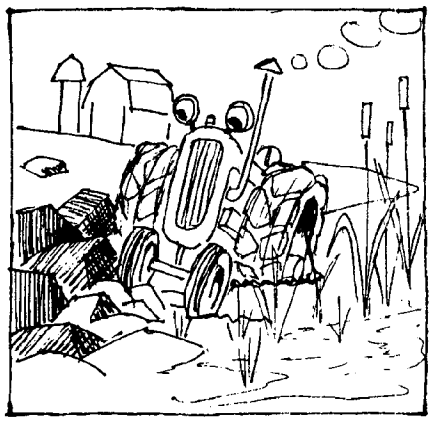
SOURCE: U.S.D.A. SOIL CONSERVATION SERVICE

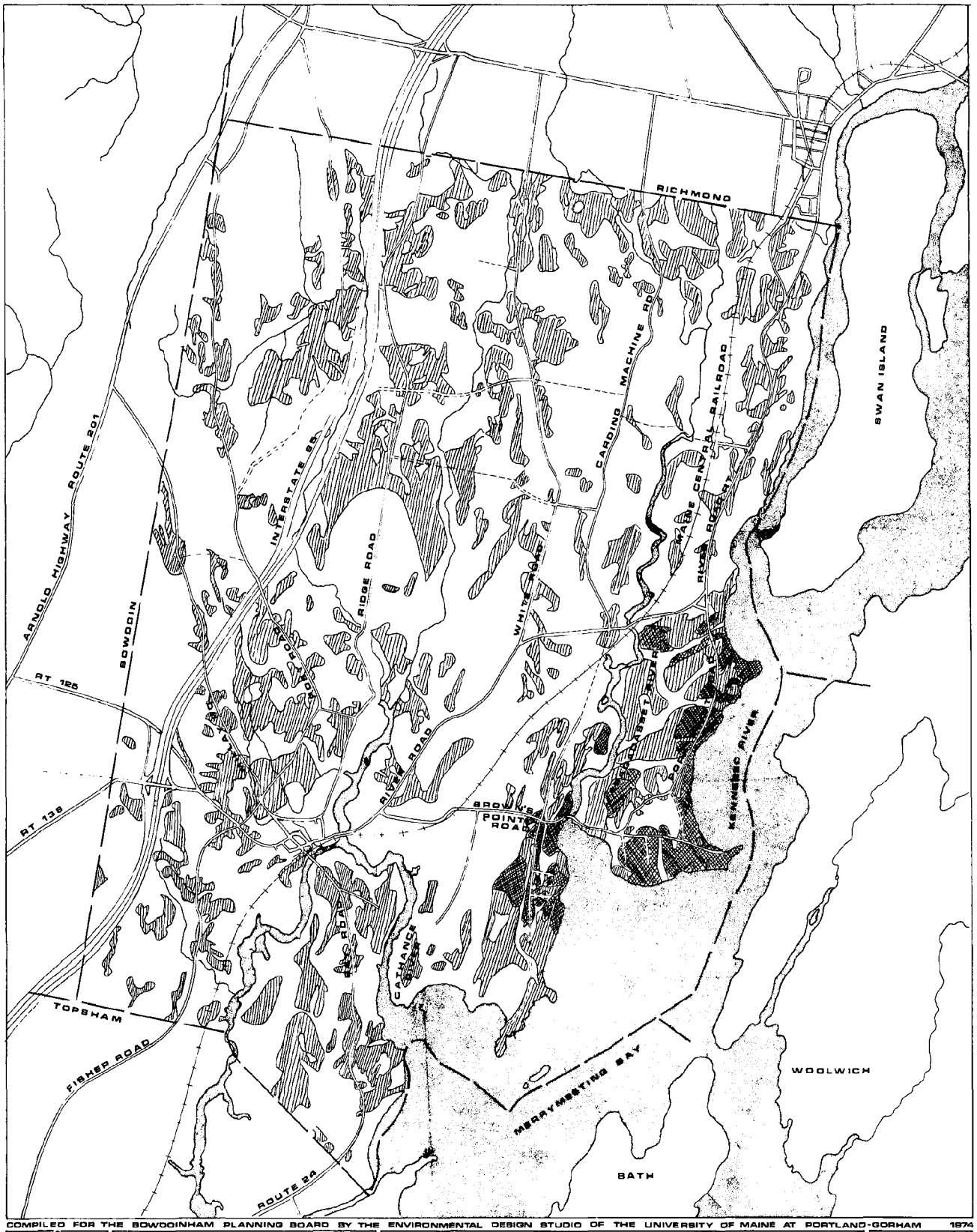
BOWDOINHAM

TOWN 11

APPENDIX 11

Agricultural capacity is based on the limitations of the soils, the risk of damage when they (the soils) are used, and the way they respond to treatment when used for the common field crops and pasture plants. Class I is soils that have few limitations, the widest range of use, and the least risk of damage when they are used. Class II is soils that have some limitations that reduce the choice of plants or that require moderate conservation practices. All other classes have severe limitations. Compiled from the Soil Survey of Androscoggin and Sagadahoc Counties, it is emphasized that this map is for generalized planning purposes and cannot replace on-site evaluation.





COMPILED FOR THE BOWDOINHAM PLANNING BOARD BY THE ENVIRONMENTAL DESIGN STUDIO OF THE UNIVERSITY OF MAINE AT PORTLAND-GORHAM 1974

NORTH

0 2000 4000 FEET

LIMITATIONS OF SOILS FOR AGRICULTURE

- SLIGHT (CLASS I)
- MODERATE (CLASS II)
- SEVERE (CLASS III-IX)

SOILS
SUITABILITY FOR AGRICULTURE

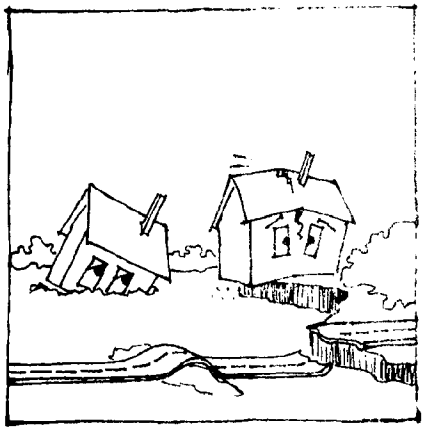
SOURCE: U.S.D.A. SOIL CONSERVATION SERVICE

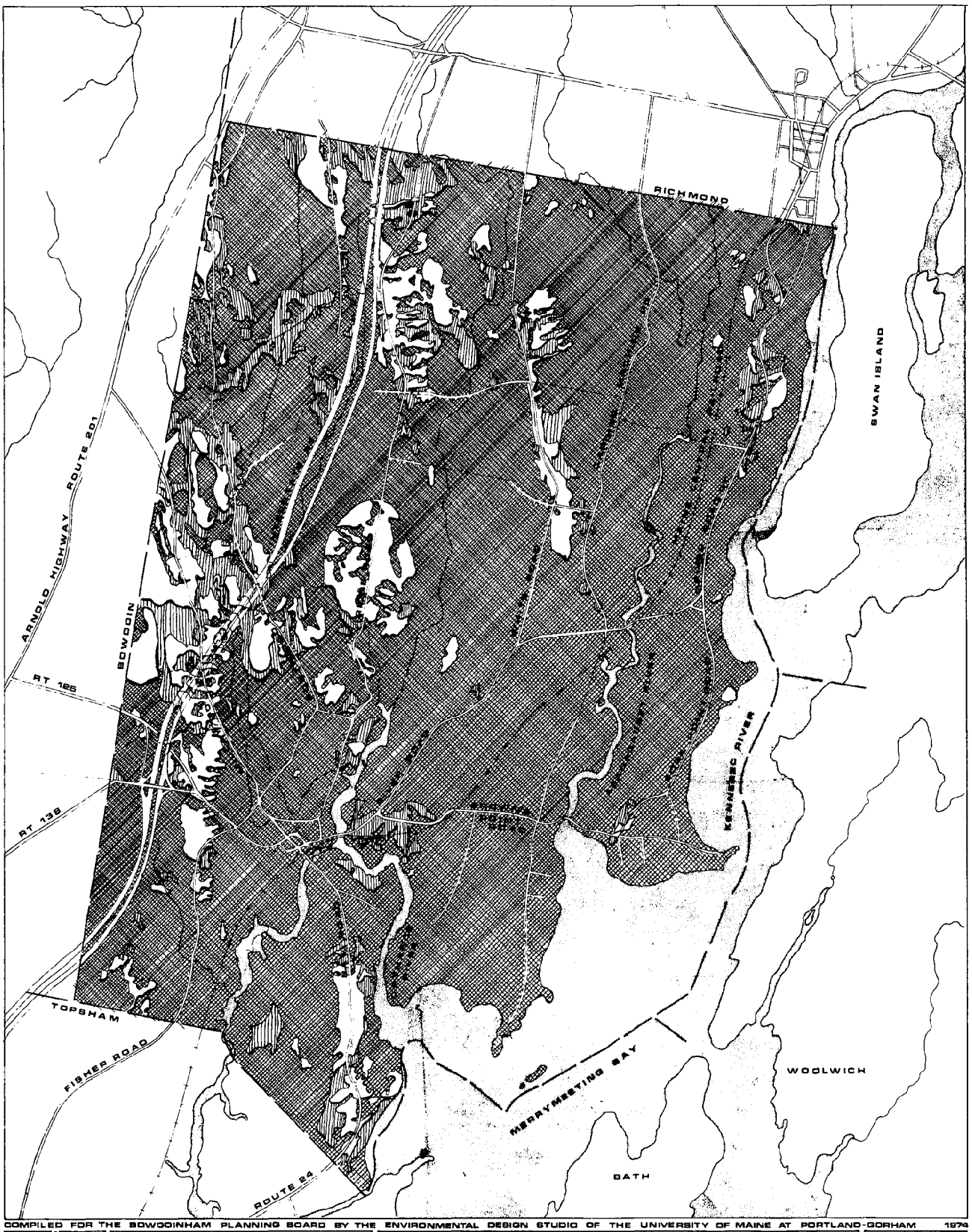
BOWDOINHAM

TOWN 9

APPENDIX 12

Soils limitations for foundations relate to buildings with basements and not more than three stories high. It is dependent upon slope, depth to water table, depth to bedrock, erodibility, bearing strength, drainage, stoniness and flood hazard. Degrees of limitations: Slight indicates that limitations, if any, are easily overcome. Moderate indicates that overcoming limitations is generally feasible. Severe indicates that limitations are difficult to overcome and the use of the soil for this purpose is questionable. Compiled from the Soil Survey of Androscoggin and Sagadahoc Counties, it is emphasized that this map is for generalized planning purposes and cannot replace on-site evaluation.





COMPILED FOR THE BOWDOINHAM PLANNING BOARD BY THE ENVIRONMENTAL DESIGN STUDIO OF THE UNIVERSITY OF MAINE AT PORTLAND-GORHAM 1974

NORTH

0 2000 4000 FEET

LIMITATIONS OF SOILS FOR FOUNDATIONS

- SLIGHT
- MODERATE
- SEVERE

SOILS

SUITABILITY FOR BUILDING

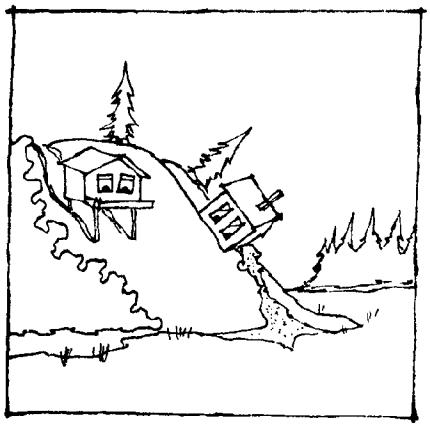
SOURCE: U.S.D.A. SOIL CONSERVATION SERVICE

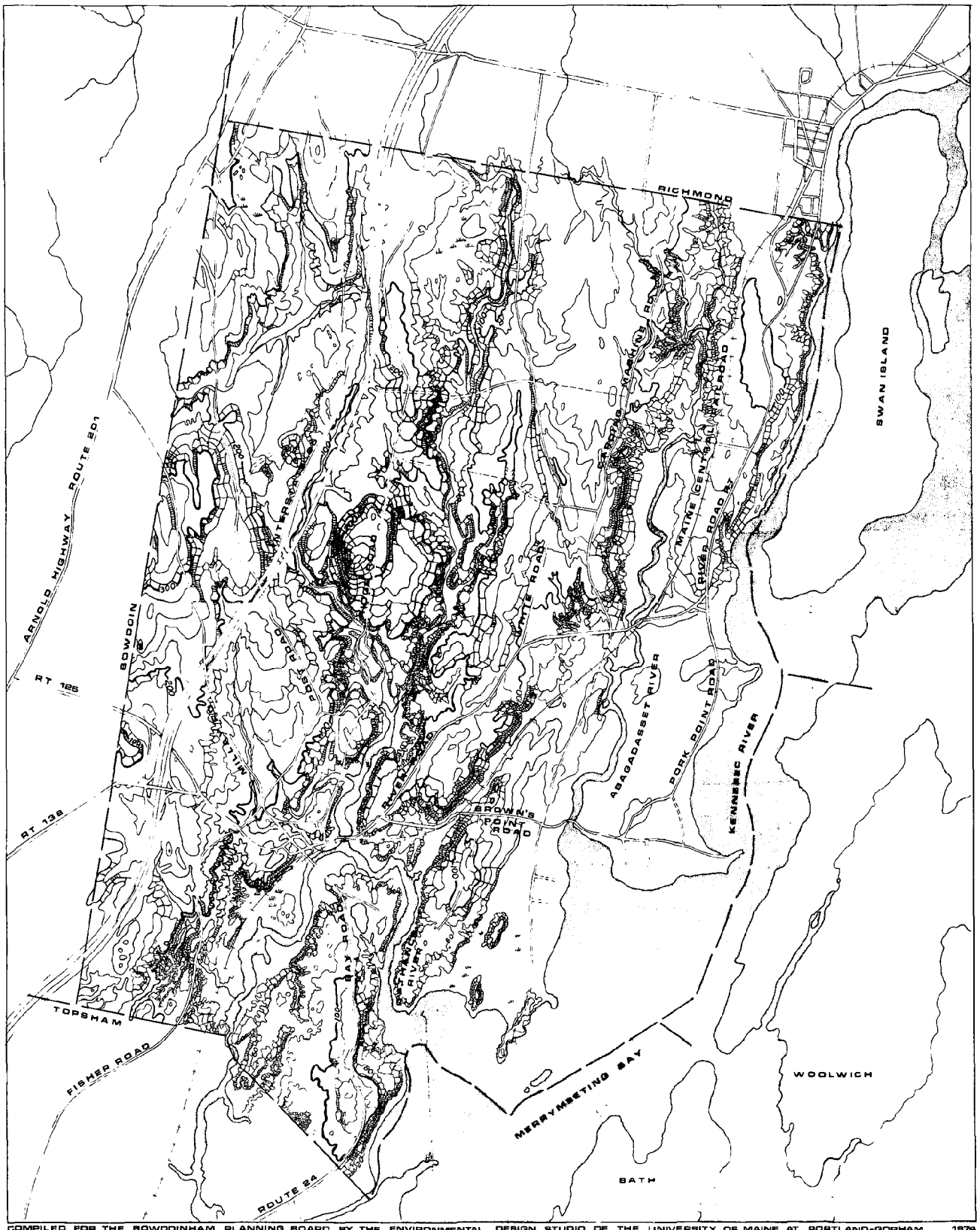
BOWDOINHAM

TOWN 10

APPENDIX 13

The topographic map offers a feeling for the shape of the land with a defined degree of slope.





COMPILED FOR THE BOWDOINHAM PLANNING BOARD BY THE ENVIRONMENTAL DESIGN STUDIO OF THE UNIVERSITY OF MAINE AT PORTLAND-GORHAM 1974

NORTH

0 2000 4000 FEET

SLOPE

15% +

8 - 15%

0 - 8%

TOPOGRAPHY

SOURCE: U.S.G.S. CONTOUR INTERVAL 20 FT.

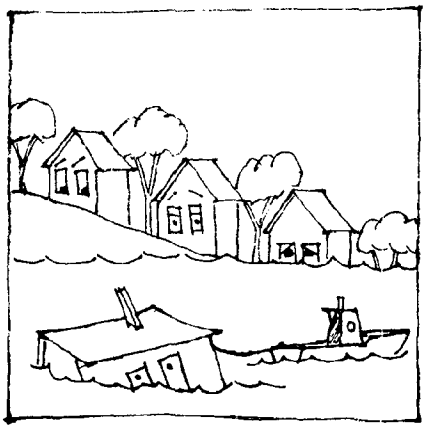
BOWDOINHAM

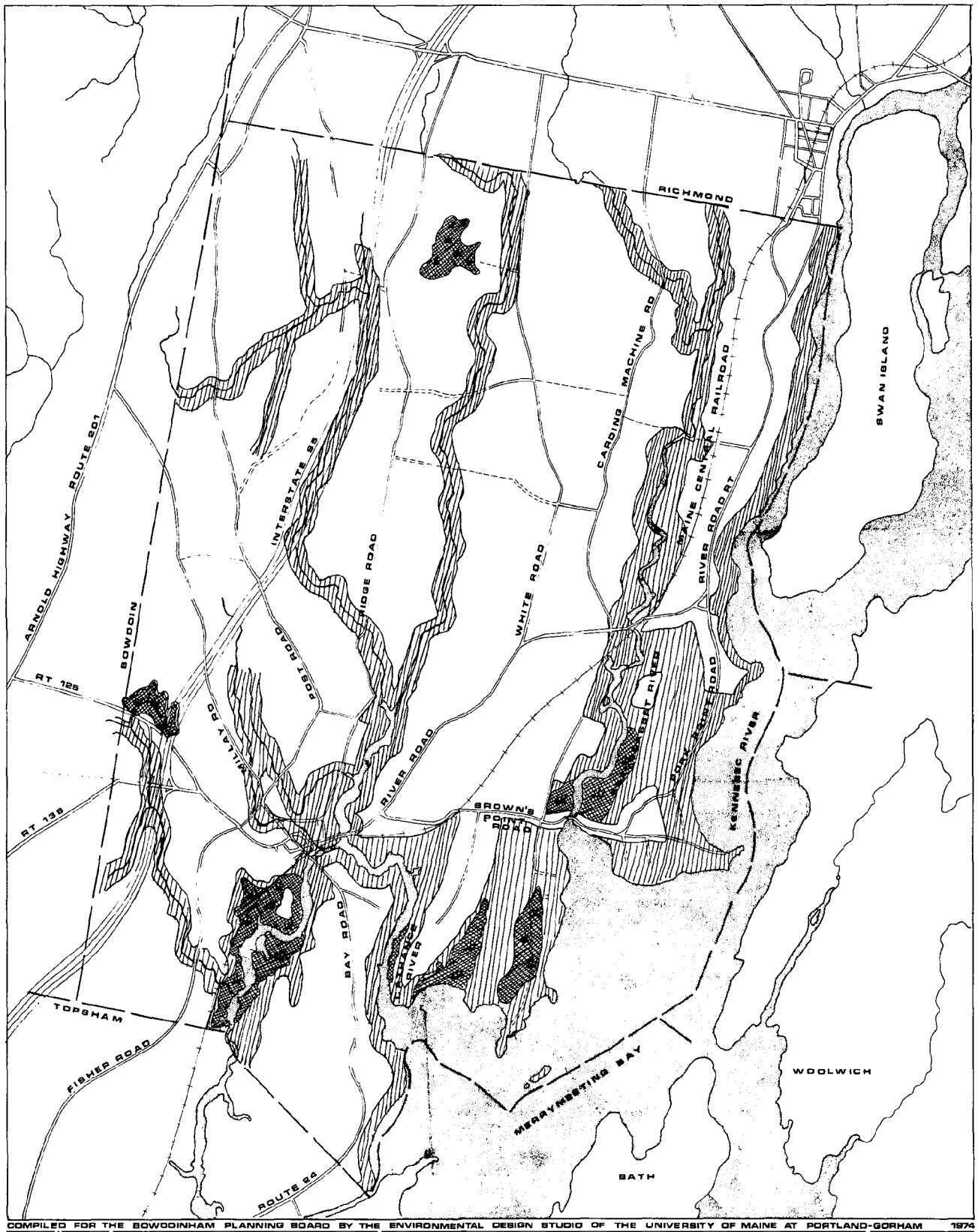
TOWN

8

APPENDIX 14

Flood prone areas are taken directly from the Federal Insurance Administration Flood Hazard Boundary Maps and may not include all Special Flood Hazard areas in the community. After a more detailed study, the Special Flood Hazard Areas shown on this map may be modified, and other areas added.





COMPILED FOR THE BOWDOINHAM PLANNING BOARD BY THE ENVIRONMENTAL DESIGN STUDIO OF THE UNIVERSITY OF MAINE AT PORTLAND-GORHAM 1974

NORTH

0 2000 4000 FEET

MARSH

FLOOD-PRONE AREA

HYDROLOGY

FLOOD-PRONE AREAS

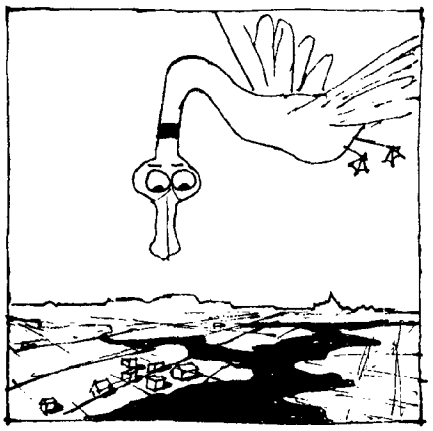
SOURCE: U.S.G.S.- H.U.D. FEDERAL INSURANCE ADMINISTRATION

BOWDOINHAM

TOWN 12

APPENDIX 15

This aerial map shows in greater detail the village of Bowdoinham. This shows open spaces, woodlands, and buildings, as well as the location of swamps and wetlands.



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NORTH

0 500 1000 FEET

WOODLANDS
BUILDINGS
OPEN SPACES
WETLANDS

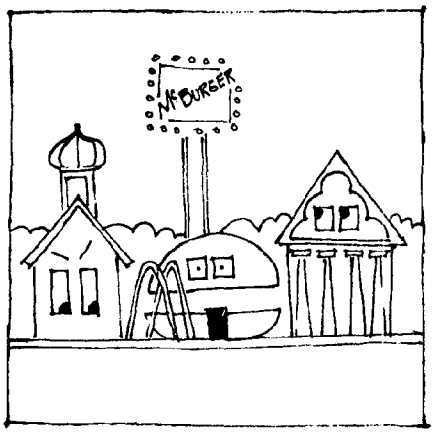
DUCK'S EYE VIEW

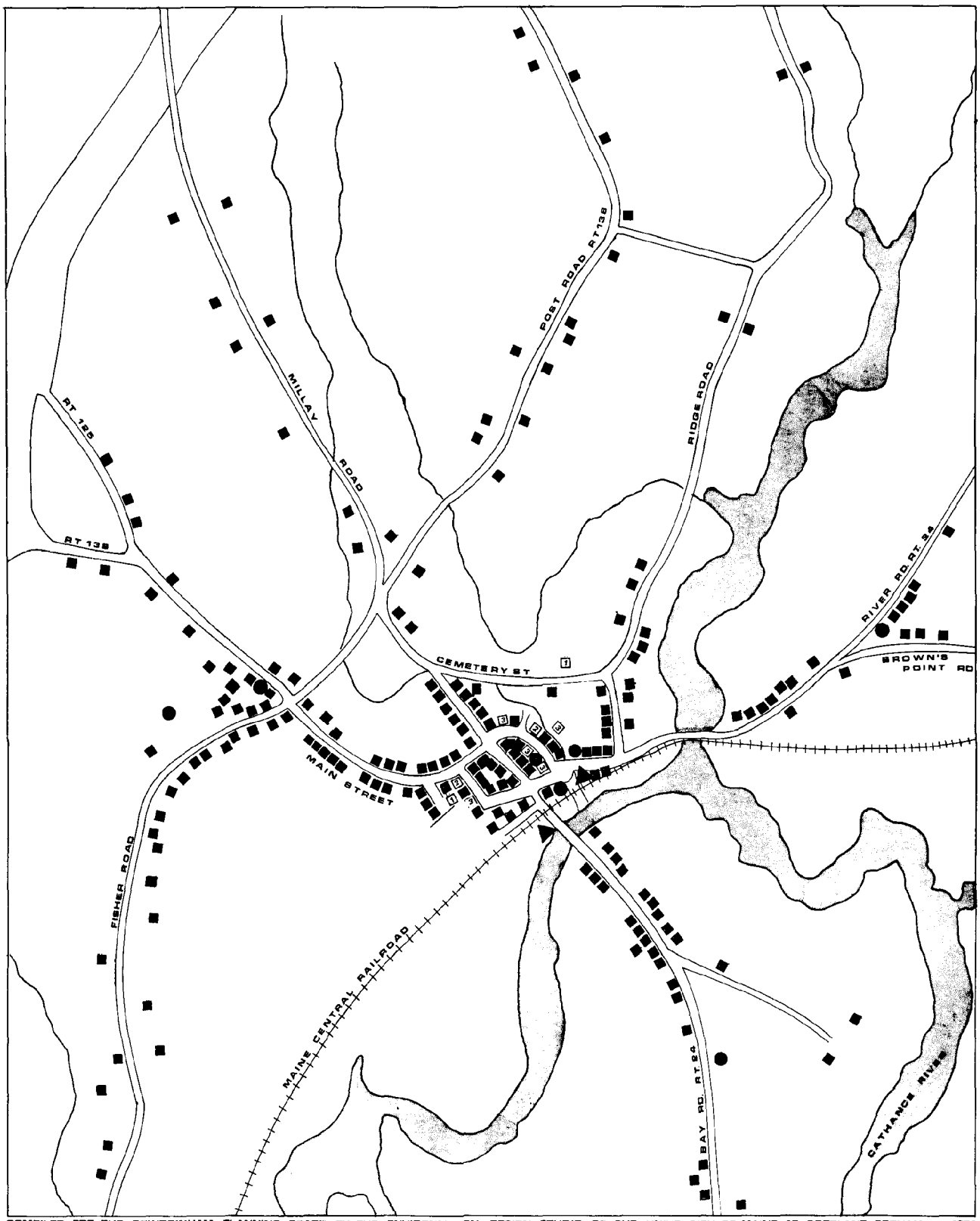
BOWDOINHAM

VILLAGE 13

APPENDIX 16

This map demonstrates, in greater detail, the more intensively developed areas of Bowdoinham. The Patterns of Development and Trends become apparent.





COMPILED FOR THE BOWDOINHAM PLANNING BOARD BY THE ENVIRONMENTAL DESIGN STUDIO OF THE UNIVERSITY OF MAINE AT PORTLAND-GORHAM 1974

NORTH

0 500 1000 FEET

RESIDENTIAL
COMMERCIAL
INDUSTRIAL
PUBLIC
1 SCHOOL
2 CHURCH
3 TOWN BUILDINGS

LAND USE

SOURCE: AERIAL PHOTOS AND U.S.G.S.

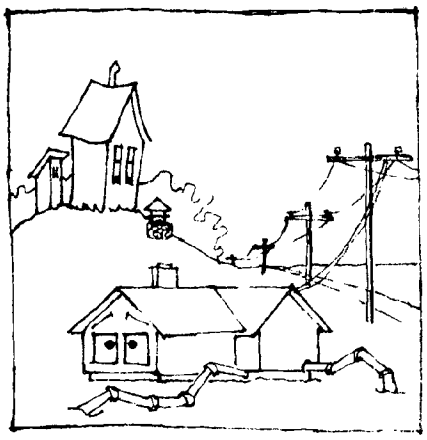
BOWDOINHAM

VILLAGE

14

APPENDIX 17

This map illustrates the extent of the existing water mains and the proposed sewage system. Town water insures a pollution-free source of water with an adequate volume. The sewage system will allow residential development of land not permitted by the Maine State Plumbing Code for individual disposal systems. The Site Location of Development Law requires adequate provisions for solid waste disposal before it will approve a site for industrial development. More intensive development is possible in areas served by sewage and water systems because pollution is minimized.



APPENDIX 18

Maine Revised Statutes Title 30,
section 4956 (Land Subdivisions)

1. Defined. A subdivision shall be the division of a tract or parcel of land in three or more lots for the purpose of sale, development, or building.

2. Local regulation. When a municipality has established a planning board, agency or office, such board, agency or office may adopt regulations governing subdivisions which shall control until superseded by provisions adopted by the legislative body of the municipality. Where a municipality has not established a planning board, agency or office, the municipal officers may adopt subdivision regulations which shall control until superseded by provisions adopted by the legislative body of the municipality.

3. Guidelines. When promulgating any subdivision regulations and when reviewing any subdivision for approval, the planning board, agency or office, or the municipal officers, shall consider the following criteria and before granting approval shall determine that the proposed subdivision:

A. Will not result in undue water or air pollution. In making this determination it shall at least consider: The elevation of land above sea level and its relation to the flood plains, the nature of soils and subsoils and their ability to adequately support waste disposal; the slope of the land and its effect on effluents; the availability of streams for disposal of effluents; and the applicable state and local health and water resources regulations;

B. Has sufficient water available for the reasonable foreseeable future needs of the subdivision.

C. Will not cause an unreasonable burden on an existing water supply, if one is to be utilized.

D. Will not cause unreasonable soil erosion or reduction in the capacity of the land to hold water so that a dangerous or unhealthy condition may result;

E. Will not cause unreasonable highway or public road congestion or unsafe conditions with respect to use of the highways or public roads existing or proposed;

F. Will provide for adequate solid and sewage waste disposal;

G. Will not cause an unreasonable burden on the ability of a municipality to dispose of solid waste and sewage if municipal services are to be utilized;

H. Will not place an unreasonable burden on the ability of the local governments to provide municipal or governmental services;

I. Will not have an undue adverse effect on the scenic or natural beauty of the area, aesthetics, historic sites or rare and irreplaceable natural areas;

J. Is in conformance with a duly adopted subdivision regulation or ordinance, comprehensive plan, development plan, or land use plan, if any; and

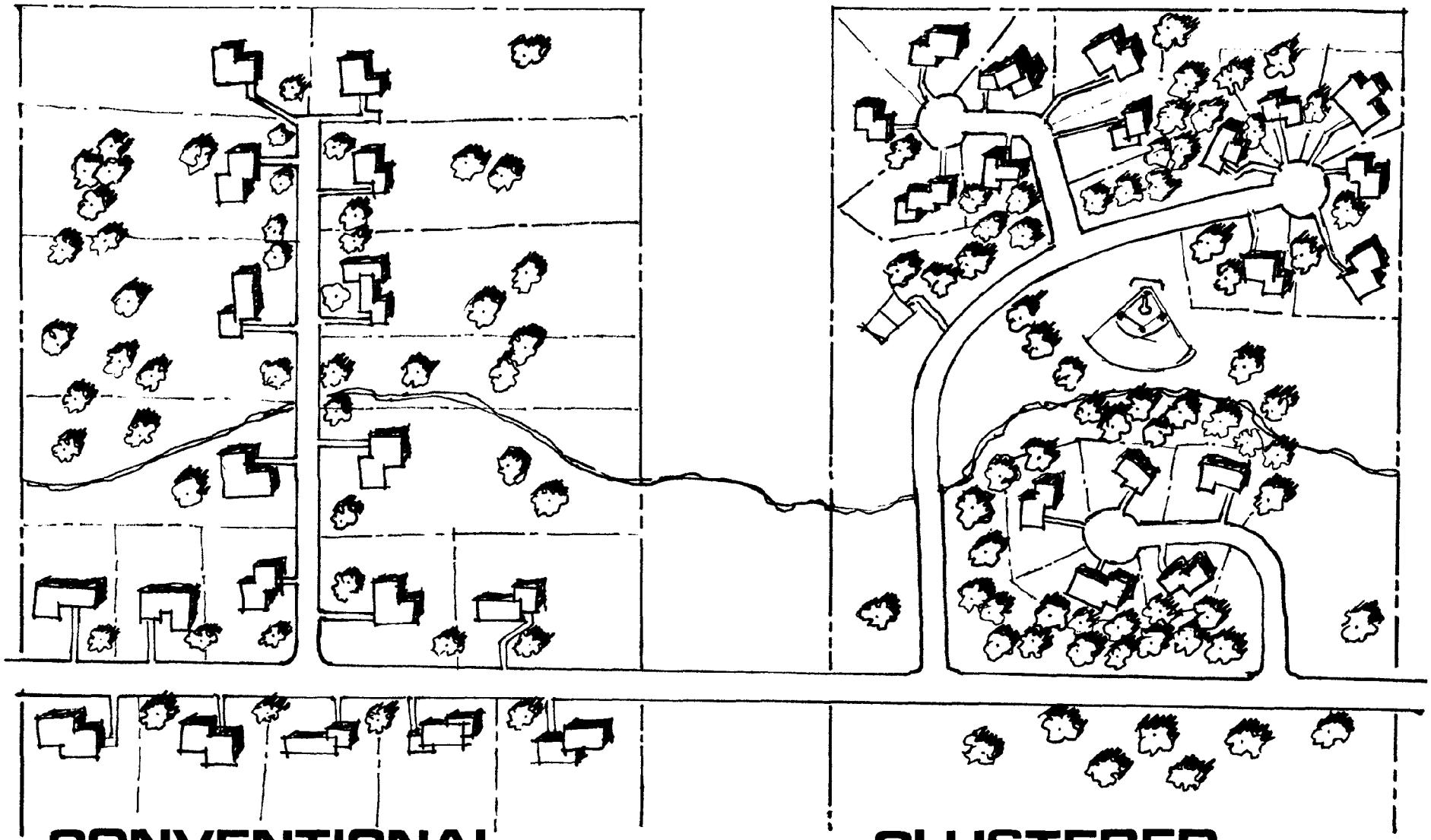
K. The subdivider has adequate financial and technical capacity to meet the above stated standards.

L. Whenever situated, in whole or in part, within 250 feet of any pond, lake, river or tidal waters, will not adversely affect the quality of such body of water or unreasonably affect the shoreline of such body of water.

The planning board, agency or office, or if none, the municipal officers, shall issue an order denying or granting approval of the proposed subdivision or granting approval upon such terms and conditions as it may deem advisable to satisfy the criteria listed in this subsection, and to protect and preserve the public's health, safety and general welfare. In all instances the burden of proof shall be upon the person proposing the subdivisions.

4. Enforcement. No person, firm, corporation or other legal entity may convey, offer or agree to convey any land in a subdivision which has not been approved by the planning board, agency or office, or if none exists, by the municipal officers in the municipality where the subdivision is located, and recorded in the proper registry of deeds. No subdivision plat or plan shall be recorded by any register of deeds which has not been approved as required. Approval for the purpose of recording shall appear in writing on the plat or plan. No public utility, water district, sanitary district or any utility company of any kind shall serve any lot in a subdivision for which a plan has not been approved.

Any person, firm, corporation or other legal entity who conveys, offers or agrees to convey any land in a subdivision which has not been approved as required by this section shall be punished by a fine of not more than $1,000 for each such conveyance, offering or agreement. The Attorney General, the municipality or the appropriate municipal officers may institute proceedings to enjoin the violation of this section.



CONVENTIONAL

18 HOUSES : 13 ACRES
PUBLIC LAND : 0 ACRES

CLUSTERED

18 HOUSES : 8 ACRES
PUBLIC LAND: 5 ACRES

SUBDIVISIONS

DATE DUE

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