



Readfield Comprehensive Plan

2009 Update

Adopted June 11, 2009

Table of Contents

	<u>Page</u>
INTRODUCTION.....	i
Background and Purpose of the Plan.....	i
Summary of Findings and Goals.....	ii
SECTION ONE. IMPLEMENTATION OF THE GOALS AND POLICIES	
Part I. Implementation of General Policies	1
Part II. Implementation of the Future Land Use Plan	10
Implementation: Other Revisions to Land Use Ordinance	20
Part III. Capital Investment Plan	23
SECTION TWO. INVENTORY AND ANALYSIS; GOALS AND POLICIES	
Chapter 1. Historic and Archaeological Resources	26
Goals and Policies	30
Chapter 2. Demographic Profile	32
Chapter 3. Local Economy	39
Goals and Policies	48
Chapter 4. Housing Opportunities	50
Goals and Policies	57
Chapter 5. Public Facilities and Services	59
Goals and Policies	69
Chapter 6. Transportation	73
Goals and Policies	81
Chapter 7. Outdoor Recreation	83
Goals and Policies	89
Chapter 8. Rural Economic Resources	91
Goals and Policies	95
Chapter 9. Land and Water Resources	96
Goals and Policies	111
Chapter 10. Land Use and the Built Environment	116
Goals and Policies (See Section One, Part II, p.10, Implementation of the Future Land Use Plan)	
APPENDIX.....	121

INTRODUCTION

Background and Purpose of the Plan

This Comprehensive Plan is an update of the 1993 Comprehensive Plan. The primary impetus for the update came from the Planning Board in 2003. The Board decided changes were needed to the Land Use Ordinance to better address the sprawling development pattern, the costs associated with serving such a pattern of development, the loss of rural character and important natural resources and other land use issues. Since state law requires that land use ordinances be consistent with local comprehensive plans, it was apparent that an updated plan was needed.

The Comprehensive Planning Committee has been working on this Plan for the past several years and the Planning Board has more recently been doing final review and revision. During this time-period the Conservation Commission has been working to develop an **Open Space Plan**, which is designed to dovetail with the recommendations of this **Comprehensive Plan**, in particular the **Future Land Use Plan**. Additional plans and documents completed during this comprehensive planning process and referenced herein are the **Readfield Corner Revitalization Study** (August 2004), the **Maranacook Lake Watershed Management Plan** (February 2008), and the **Source Water Assessment Report (May 2003)** for the groundwater-fed public water supplies. These plans along with the **Capital Investment Plan**, also included in this document, provide a coordinated approach to guiding future growth and change within the community.

This updated Comprehensive Plan follows the goals and topical areas of the existing plan fairly closely, but many of the policies and recommendations have been updated to better address future growth and development. These recommendations are based on an analysis of demographics, housing, land use, municipal facilities and services, transportation systems, natural resources and other topic areas including recent trends identified in the inventory and analysis of the Plan (Section Two). Implementation of the Plan in Section 1 contains a summary of the specific recommendations and strategies to carry out this Plan.

The Readfield Comprehensive Plan (“Plan”) is a planning document that describes and inventories town features and resources, and establishes a plan and direction for future town processes and activities. The Plan does not establish any new regulations or standards, and does not approve new spending. The recommended policies in the Plan are conceptual and broad. Discussion and debate on the specifics of how these policies should be implemented will occur during town ordinance revision or budgetary process. Any changes to town ordinances or the town budget that may be recommended in the Plan must be proposed, reviewed, and approved by Readfield voters using the regular, established process that is in place for making those types of municipal decisions.

The Plan, in and of itself, has no regulatory force. It is a planning tool that guides future activities of the Town and forms the foundation for town ordinances. Any ordinance revisions that are made in the future must be consistent with the provisions of the Plan. It is likely that many of the proposals and recommendations made in the Plan will result in ordinance revisions or budgetary

actions as the Plan is being implemented. It is also possible that certain provisions of the Plan, for a variety of possible reasons, may not ultimately be implemented.

The most significant findings and trends are summarized in the following paragraphs along with the major Goals of this Plan.

Summary of Findings and Major Goals

Population Growth: Readfield has been growing dramatically. The population is double what it was in 1980. Most population growth is the result of people moving into town. At the current growth rate by 2020 there will be 510 more people with 304 new houses and a demand for 313 new jobs. **The recommendations of this Plan are designed to address the needs and changes that will result due to this level of growth.**

Economy: Readfield has a healthy local economy. The labor force grew by 200 workers between 1993 and 2003. Most residents work outside of Readfield generally in the Augusta area. There are, however, more than 100 small commercial and home occupation establishments in the town. These economic activities provide goods and services used by the residents as well as local jobs. At the same time these activities can have undesirable impacts on neighbors and the environment such as noise, dust, traffic, visual degradation or loss of privacy. Mitigating these impacts can assure that the community's character is maintained. The Plan's recommendations are aimed at maintaining this balance with the following **goal: allow for new commercial, service and clean light industrial growth in designated areas to diversify the tax base, promote local job opportunities and make important services available for local citizens. The scale of new uses should be in keeping with existing community character.**

Housing: Readfield has experienced considerable residential development as a result of economic growth in the region. The number of housing units has increased from 870 homes in 1980 to over 1,200 in 2004. An additional 300 units are projected by 2020 which will bring the total number of units to over 1,500. Housing prices have also increased dramatically. In 2000 the average price of a single-family home was \$105,000. Today housing prices are well over \$150,000. The Plan's housing recommendations seek to address the need for affordable, decent housing opportunities through the following **goal: achieve at least two new housing units per year to be affordable to households earning less than 80 percent of the median income for the Augusta Housing Market Area.**

Public Facilities and Services: Readfield's public infrastructure is well managed and extensive for a town its size. Growth-related impacts have driven school improvements, solid waste disposal and other public facility needs as well as general government costs. Even though taxes have been kept fairly stable, unplanned growth may at any time trigger unexpected budgetary or capital improvement costs. This Plan contains the following **goals: 1) provide a range of public services in a cost-effective manner; 2) encourage citizen participation; and 3) maintain taxes as low as practicable.**

Transportation: Traffic on major roads has increased by an average of about 3 to 4% per year since 1980. The largest increase in traffic has occurred on Route 17 while traffic has doubled on

portions of Routes 135 and 41. Increasing traffic combined with continuing development along roadways create the potential for future problems. Continued reliance on automobiles, together with sprawl and the focus on new jobs in Augusta, will eventually make travel on Readfield's rural roads very uncomfortable. Additionally, the Town could soon be falling behind in its maintenance responsibilities. To address these concerns this Plan has the following **goal: protect the safety, character and traffic bearing capacity of the Town's transportation systems.**

Outdoor Recreation: Readfield has many recreational opportunities ranging from school-based youth recreation programs, to public beaches, open space and conservation lands. Development threatens the future availability of open space for recreation and increasing costs may force program cutbacks. This Plan contains the following **goals: 1) provide for a wide range of recreation opportunities, and 2) protect significant view corridors and parcels of recreational and open space land.**

Rural Economic Resources: Farming and forestry are not only economic assets, they are essential aspects of rural character. There are several farms in town including dairy, apple and greenhouse operations. As of 2007, there were 23 parcels (1468 acres) enrolled in the Farm and Open Space Property Tax Program. Forests provide multiple values in addition to providing a source of wood and income to landowners and residents. There are several large land holdings of both managed and natural forest. In 2007 there were 82 parcels (3,742 acres) enrolled in the Tree Growth Property Tax Program. This Plan promotes the preservation of the rural economy as expressed in the **goal: promote the conservation and sound management of forest, agricultural and mineral resources and the continued viability of businesses that rely upon them.**

Land and Water Resources: Readfield has an abundance of high quality natural resources. Perhaps the most threatened resources are the five lakes. Development and other activities that produce surface water runoff and soil erosion within the watersheds of these water bodies are the greatest threats along with invasive plant and animal species. Groundwater is another essential resource that everyone relies on. Even the small part of Readfield Corner served by a community water system relies on a ground-fed water well. Water supplies serving schools, restaurants and camps are of particular concern. Readfield possesses critical natural habitats for many species of fauna and flora including at least a couple of rare species. This Plan seeks to protect important natural resources through the following **goals: 1) protect the quality and quantity of significant natural resources and rural landscapes, 2) ensure that the density of new development is compatible with the natural capacities of the soil to treat waste water and runoff adequately and to protect ground and surface waters, and 3) protect lakes from the effects of soil erosion, phosphorus loading and malfunctioning septic systems.**

Land Use and the Built Environment: Readfield used to consist of three villages – the Corner, the Depot, and Kent's Hill – and a lot of open farm and forestland. Over the past few decades that has changed dramatically with over a dozen new homes built each year and very few of them within or near a village. This appears to be a continuing trend. At the current growth rate there will be another 300 new houses in 20 years. With lot sizes now averaging three acres, that could mean another 1,000 acres of rural land developed in the near future. This will affect the community not just aesthetically but economically. Houses built in a "sprawl" pattern cost more to service – more school busses, longer runs for emergency services, more rural roads to plow,

etc. The current development pattern is at least partially responsible for rising taxes. Readfield has a Land Use Ordinance intended to guide development, but it has not been effective in preventing development sprawl. This Plan proposes two basic approaches: to identify more land as a designated *growth area* (to accommodate projected growth) and to try to slow development in the *rural area* (where it costs more to provide services.) The Plan sets out three primary goals: **1) encourage orderly growth and development in appropriate areas of the community while protecting the rural character, making efficient use of public services and preventing development sprawl; 2) promote and maintain the character of Readfield's villages; and 3) assure that new commercial and industrial uses are well designed, do not negatively impact the environment or neighboring properties, do not overtax roads, and other public facilities and services and are harmonious with the visual environment.**

Historic Resources have not changed much in the past 15 years, but the approach to preserving them has changed. This Plan has the following goal: **identify, preserve, and enhance Readfield's significant historic, archaeological and cultural heritage sites.**

SECTION ONE. IMPLEMENTATION OF THE GOALS AND POLICIES

This section of the Comprehensive Plan is based on the inventory and analysis and goals and policies set forth in Section Two of this Plan. The following recommended implementation strategies include a reference to Section Two - chapter and policy where it originated.

These implementation strategies recommend specific actions, the entities responsible for carrying out the actions, and when these actions should occur. The person or entity suggested in these strategies is not intended to be limiting. The Select Board, for example, is not expected to be able to carry out all of the recommendations assigned it. The Board may choose to delegate some tasks to a person or newly appointed or existing committee.

The timetable is expressed in the terms “short-term” (within 18 months from the adoption of the plan), “mid-term” (18 months to 4 years from adoption) and “long-term” (beyond 4 years from adoption). These, too, are intended as guidance and not as binding. There will be opportunities to carry some recommendations forward faster than originally planned, and there will be complications to force other strategies onto longer paths. Some strategies are also listed as “ongoing.” These are usually actions already happening which the Plan is endorsing as important to continue.

Additionally, it is recommended the Select Board should appoint a representative from each of the committees with implementation responsibilities to serve on an implementation committee. This Committee would be responsible for coordinating and monitoring implementation of the Plan.

Part I. Implementation of the General Policies (Based on Section Two, Chapters 1 through 9)

Responsibilities of the Select Board:

Short-term

1. Implement the recommendations of the *2004 Readfield Corner Revitalization Study* to make new commercial development in the village more attractive. (Policy 3.3) Investigate special assessments as a means to raise revenue. (5.12)
2. Create a committee and appropriate funds for a study to determine municipal building needs. (5.1)
3. Improve planning for capital expenditures through an annually updated Capital Improvements Program (CIP). (5.11)

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4. Finance open space acquisition and improvements through impact fees or other sources as recommended in the Open Space Plan. (5.12)
 5. Review and consolidate the town's two Road Ordinances (6.1). Modify the ordinances, as necessary, to reduce impacts on visual character and the natural environment. (9.7)
 6. Petition the Federal Emergency Management Agency to amend Readfield's floodplain maps to reflect more accurately the location of floodplains in the community when new floodplain information becomes available. (9.3)
 7. Participate in and implement the Maranacook Lake Watershed Management Plan. (9.14)
 8. Seek funding to create a Torsey Pond Watershed Management Plan. (9.14)
 9. Update Readfield's Floodplain Management Ordinance. (9.3)

Mid-term

1. Seek partnerships with Manchester and other municipalities to pursue regional housing projects that will benefit Readfield citizens. (Policy 4.2)
2. Provide land or other incentives, as applicable, for the construction or rehabilitation of affordable housing. (4.2)
3. Adopt standards governing the conversion of seasonal dwellings to year-round dwellings and single-family dwellings to multi-family (or accessory) units. (4.4)
4. Review each of the town's ordinances and regulations. Repeal or update ordinances as appropriate. (5.6)
5. Annually recognize individual volunteers who have made significant contributions of their time to town activities. (5.9)
6. Promote the development of a park-and-ride lot in a central location in Readfield perhaps in conjunction with other traffic and parking improvements. (6.3)
7. Work with the state to establish reasonable controls on motorized traffic on Maranacook Lake, Torsey Pond, Echo Lake and Lovejoy Pond. (7.1)
8. Prepare for implementation prior to July 1, 2012 of the statewide Maine Uniform Building and Energy Code.

Long-term

1. Work with the school board to undertake long-term school facilities planning. (Policy 5.12)
2. Investigate the feasibility of turning some solid waste activities over to the private sector. (5.5)

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3. Establish a protocol for the acquisition and management of dams in coordination with other towns as appropriate. (9.16)
 4. Consider acquisition of the Augusta Water District property if, and when, the District (or its successor) decides to divest. (9.15)

Ongoing

1. Support the Historical Society financially and in-kind in its educational and research efforts by assisting in finding exhibition and research space, assisting in additional inventory efforts and assisting in nominations for buildings or sites to the National Register of Historic Places. (Policy 1.3)
2. Continue to support the Economic Development Committee. (3.3)
3. Support efforts to establish a local or regional community land trust for affordable housing. (4.2)
4. Establish written job descriptions for boards and committees to be distributed by the Select Board or the Town Manager. Require that boards and committees utilize these descriptions. (5.6)
5. Strongly suggest that each board and committee periodically review its administrative procedures to assure predictable timeframes and cost-effective decision-making. (5.6)
6. Encourage residents to volunteer for local boards, committees and activities. (5.9)
7. Request from the Fire Department an annual assessment of fire equipment and the need for future replacements or upgrades. (5.12)
8. Continue to plan for long-range solid waste disposal and recycling needs. (5.12)
9. Work closely with the Maine Department of Transportation to set appropriate speed limits on state and local roads. (6.2)
10. Continue to support the expansion and maintenance of the snowmobile trail network through snowmobile registration fee reimbursements from the state, donations from individuals and businesses and state and federal grant funding. (7.2)
11. Maintain communications with owners of private recreation resources and work cooperatively to address issues of public use. (7.4)
12. Retain public easements for recreational purposes on discontinued town roads in the future. (6.4, 7.6)
13. Encourage owners of farmland, significant open space and forestlands to participate in the farm, open space and tree growth tax programs. (8.2)

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14. Work with adjoining communities to address issues of common concern such as watershed and open space protection and minimizing conflicts in growth and rural area designations. (9.10, 9.16)
 15. Continue membership in the Cobbossee Watershed District (CWD) and Kennebec Land Trust (KLT) and continue to work with other organizations devoted to protection of natural resources in Readfield. (9.10, 9.13, 9.16)
 16. Hold the Readfield Heritage Days on an annual basis, in conjunction with the Heritage Days Committee (5.10)
 17. Encourage the use of and pride in historic sites such as the Union Meeting House and the Jesse Lee Church. (1.2)

Responsibilities of the Town Manager:

Short-term

1. Establish a system for monitoring and reporting on the number of new housing units that meet the town's affordability goals. (Policy 4.1)
2. Provide written materials at the Town Office about the benefits of energy conservation, creative site and building design and the use of alternative energy technologies. (4.4)
3. Follow up on recommendations of regionalization studies. (5.3)
4. Engage neighboring towns in planning for disaster mitigation. (5.4)
5. Investigate the practice of contracting for a sheriff's deputy for dedicated, part-time coverage. (5.5)
6. Investigate user fees based on volume or weight for trash disposal. (5.5)
7. Annually publish a directory of all local officials, organizations, businesses, and services perhaps as a pullout section in the Town Report. (5.8)
8. Seek greater investments for sidewalks and bike paths within designated growth and village areas. (6.1)
9. Establish and use a system for prioritizing local road needs with input from the Road Committee. (6.4)
10. Work with the Road Committee to develop and maintain a Road Improvements Plan to assist in estimating, timing and allocating costs and priorities for local road improvements and establishing a transparent decision-making process. (5.12, 6.4) The plan should:
 - give preference to road improvements within growth areas (other factors being equal). (6.1)

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- ensure that road maintenance and improvement operations minimize erosion, phosphorous runoff, protect groundwater and maintain safety. (6.3)
 - take into consideration scenic road corridors when planning, designing and executing roadway improvements. (6.3)
 - utilize a Road Surface Management System or some other objective analysis for determining road needs. (6.4)
11. Seek funds to assist homeowners in voluntary upgrading of inadequate septic systems. (9.14)

Mid-term

1. Establish a protocol to look at opportunities for equipment sharing including purchases of new fire equipment. (Policy 5.4)
2. Seek opportunities to cooperate with Wayne and other communities for a regional solution to disposal of solid waste, demolition materials, white metal goods, stumps and tires. (5.6)
3. Provide wider distribution of the town and school newsletters to the community. (5.8)
4. Establish a "people resource" bank of volunteers with special skills. (5.9)
5. Map existing discontinued and abandoned roads that may retain public rights-of-way with assistance from the Conservation Commission and Trails Committee. (6.4)
6. Investigate and report on whether the town should participate in the FEMA Community Rating System (CRS). (9.3)
7. Develop and maintain a display area at the Town Office with educational materials on preserving lake water quality. (9.12)

Long-term

1. Research discontinued and abandoned roads to determine present public rights. (Policy 7.6)
2. Establish a town policy for retaining unpaved roads, reverting paved roads to gravel and/or discontinuing roads in those areas of the community where growth is discouraged. (6.1)

Ongoing

1. Encourage housing-mission groups such as the Maine State Housing Authority, Kennebec Valley Community Action Program and Habitat for Humanity to conduct activities in Readfield. (Policy 4.2)
2. Continue to explore grant opportunities to improve the quality of the existing housing stock. (4.4)

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3. Continue to work with local employers to encourage volunteer employee participation in the Fire Department. Target the recruitment of volunteers who are available during weekdays. (5.3)
 4. Continue to work on recycling including better separation of recyclables, disposal of hazardous waste, home composting and periodic opportunities for disposal of items not normally accepted at the transfer station. (5.6)
 5. Enforce a stiff fine for illegal dumping. (5.6)
 6. Issue a periodic newsletter with a synopsis of town board actions and news of other community activities. (5.8)
 7. Maintain a central file and record system of board and committee minutes and materials for convenient public inspection at the Town Office. (5.10)
 8. Inform forestland owners of opportunities for professional management planning. (8.2)
 9. Continue to require the upgrading of nonconforming septic systems for seasonal conversions or substantial improvements to shoreland properties. (9.14)

Responsibilities of the Planning Board:

Short-term

1. Prepare and present revisions to the *Land Use Ordinance* within the next two years. This could be accomplished through a subcommittee of the Planning Board. (See Future Land Use Plan (Chapter 10) and Part Two of this chapter.)
2. Oversee the creation and operation of a Development Tracking System in cooperation with the Code Enforcement Officer. (Policy A.13)
3. Inventory all existing development located within the floodplain and develop plans to protect development and surface water quality from the effects of flooding. (9.3, 9.14)

Mid-term

1. Conduct an inventory and assessment of existing private roads and make recommendations concerning maintenance, design and cost to alleviate impact on public roads, water bodies and other resources. (Policy 6.5)
2. Encourage and assist operators of state-identified public water supplies to institute wellhead protection plans. (9.11)
3. Propose an ordinance requiring that private roads within lake watersheds be improved to a standard consistent with Best Management Practices for Water Quality (BMPs). (9.13)

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4. Prepare for implementation prior to July 1, 2012, the Maine Uniform Building and Energy Code.
 5. Establish a process for municipal officials to learn about preservation of historic and archaeological resources. Coordinate with recommendations in the Natural Resources Goals and Policies. (Policy 1.2)
 6. Seek funding from the Maine Historic Preservation Commission, Maine State Archives and other sources to complete the inventories of significant archaeological and historic resources. (1.4)

Ongoing

1. Assure that the town's development regulations do not result in unnecessary development costs beyond those required to assure the public is protected. (Policy 4.1)
2. Maintain an ongoing review of land use ordinances to assure compliance with all applicable state land use laws and rules. (9.6)

Responsibilities of the Conservation Commission:

Short-term

Implement and update the Open Space Plan to preserve significant natural and cultural resources and public access to passive recreational resources, as follows:

- include important archaeological and historic resources; (Policy 1.1)
- determine appropriate levels of preservation and locations for open space and recreation land; (7.3)
- incorporate trail networks in conjunction with the Trails Committee; (7.3)
- identify and promote greenbelts for wildlife habitat, open space and recreation that can be established in cooperation with public and private landowners; (7.3)
- add to the Open Space Fund which was established for future acquisition of natural lands through fund-raising, grants and impact fees (See Open Space Plan); (7.3)
- seek to protect lands with critical wildlife habitat values. (9.5)

Mid-term

1. Investigate special assessments or impact fees as a means to raise revenue for phosphorous mitigation in lake watersheds. (Policy 5.12)
2. Secure permanent, legal public access to the Town Forest from within the town. (7.6)
3. In conjunction with the Trails Committee, map discontinued and abandoned roads that may still retain public rights-of-way, with assistance from the Town Manager. (6.4)

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4. Identify and list prospective stormwater management projects on public and private roads that may be eligible for federal grants or cost-share funding. Pursue funding when available. (9.15)

Ongoing

1. Cooperate with the state and other communities to protect lakes and lands from invasive species. (Policy 7.1)
2. In conjunction with the Trails Committee and Planning Board, encourage cooperative arrangements with private landowners and developers to maintain controlled access to open land for summer and winter hiking, cross-country skiing, walking, snowmobiling and water recreation. Formalize these arrangements with easements or licenses whenever possible. (7.2)
3. Evaluate the benefits and costs of proposed offers of property to the town. (7.6)
4. Encourage the responsible use and stewardship by residents of all town recreational and conservation resources. (7.6)
5. Continue an active program of public education about natural resources, their importance to the community, the types of activities that can jeopardize them and what landowners can do to protect them. (9.1)
6. Encourage owners of unique natural areas, wildlife and critical habitats, agricultural lands and high productivity forestlands to manage their land in an environmentally sensitive manner and, where appropriate, to protect them with conservation easements and/or to participate in programs designed to retain undeveloped land. (9.5)

Responsibilities of the Trails Committee:

Short-term

1. Pursue the immediate opportunity to develop a pathway that parallels the access road to the middle and high schools. (7.2)
2. Pursue the immediate opportunity to develop a pathway connecting the middle and high schools to the Church Road through the Readfield Fairgrounds property. (7.2)

Mid-Term

1. The Trails Committee in conjunction with the Conservation Commission should research remaining public rights that may yet exist in discontinued and abandoned roads to determine their availability as potential trail corridors. (7.6)
2. Develop a walking tour of Factory Square. (Policy 7.2)

Ongoing

1. Work in conjunction with the Conservation Commission to find opportunities to create new, permanent system(s) of trails throughout Readfield to accommodate diverse uses including snowmobiling, hiking, bicycling and skiing and to connect key conservation lands to other significant areas (such as schools) through landowner agreements and/or donated or purchased easements or lands. (7.2) (7.3) (7.6)
2. In conjunction with the Planning Board, work with developers to incorporate trail corridors as part of their subdivision plans. (7.2)
3. Maintain existing trails. (7.3)

Responsibilities of the Recreation Board:

Mid-term

1. Consider long-range public beach needs and explore the acquisition of additional shorefront area(s) for public use. (Policy 7.1)
2. Explore opportunities to provide recreational access to the Augusta Watershed District lands surrounding Carleton Pond. (7.4)

Ongoing

1. Continue to support and expand town recreation programs. Continue to encourage volunteer participation and improve coordination of volunteers. (Policy 7.5)

Responsibilities of the Economic Development Committee:

Short-term

1. Initiate a study to develop a proposal for the siting and needed infrastructure for a new, small business development area. (Policy 3.3)
2. Promote traditional summer campgrounds. (7.5)
3. Seek opportunities to promote local forestry and farming. (8.2)

Ongoing

1. Investigate avenues for greater small business assistance including financing, technical assistance and/or incubator facilities. (Policy 3.3)

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2. Assure that town regulations allow reasonable economic use of forest resources. (8.2)

Responsibilities of the Fire Department:

Short term

1. Inventory and assess the value of existing sources of water for firefighting. (5.2)
2. Develop a plan for desired new locations of water sources. (5.2)
3. Develop and adopt a policy for accepting or acquiring the easement or ownership rights to develop new sources of water supply. (5.2)

Mid-term

1. Expand the Fire Station for potential housing of the Emergency Medical Service.
2. Complete work on the Disaster Response/Hazard Mitigation Plan.

Ongoing

1. Explore the feasibility of regionally-supported, full-time firefighters.
2. Establish a regional firefighting training facility.
3. Incorporate data useful in emergency preparedness into the town's Geographic Information System mapping program.

Part II: Implementation of the Future Land Use Plan: Revisions to the Land Use Ordinance

The Planning Board with extensive public participation should revise the 1999 Land Use Ordinance to bring it into conformance with the goals and policies of this Plan. The revised ordinance should be adopted within two years of adoption of this plan. These revisions should incorporate the policies and recommendations set forth in the following Future Land Use Plan.

The Future Land Use Plan

The Future Land Use Plan is perhaps the most important part of the Comprehensive Plan. The Plan designates areas suitable for future growth and development due to their location near existing development and necessary facilities and services. The Plan also designates rural areas where agriculture, forestry and other resource-based uses should be encouraged. A pattern of development that facilitates the efficient delivery of public services is a key goal. Other goals of

the Plan are to protect property values and to preserve the town's rural character, and natural and cultural assets.

The Future Land Use Plan utilizes both regulatory (ordinances) and non-regulatory approaches to direct future growth and development and protect the rural character of the town. This approach enables the town to control more effectively land use while at the same time being sensitive to the needs and desires of individual landowners.

This Future Land Use Plan is an update to Readfield's current Land Use Plan last updated in 1993. This Plan is based on an analysis of trends and practices over the past 15 years and proposes the changes on the following pages.

The Future Land Use Map, incorporated into this Plan, is an essential part of this Future Land Use Plan. (See Appendix)

Goals:

Encourage orderly growth and development in appropriate areas of the community while protecting the rural character, making efficient use of public services and preventing development sprawl.

Promote and maintain the character of Readfield's villages.

Assure that new commercial and industrial uses are well designed, do not negatively impact the environment or neighboring properties, do not overtax roads, and other public facilities and services and are harmonious with the visual environment.

General Policies:

- A.1 Direct projected growth to areas most suitable for development and that possess relatively few severe or significant natural resource constraints.
- A.2 Promote a pattern of development that does the following:
 - includes a sufficient amount of developable land in growth areas to accommodate projected growth;
 - assures ample opportunity for affordable housing within growth areas; and
 - minimizes the impact of proposed regulations on rural landowners.
- A.3 Promote development designs that allow for densities consistent with the existing patterns of development and that result in attractive village and rural environments.
- A.4 Require developers of proposed subdivisions of ten or more lots to prepare a design option incorporating both village and open space ("cluster") design elements. This should occur prior to formal submission of a development plan to save permitting time and costs.

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- A.5 Provide information to prospective purchasers that may assist them in determining whether a lot conforms to the Land Use Ordinance and is developable.
- A.6 Protect residential neighborhoods and existing commercial areas from potentially incompatible commercial and industrial uses. Either direct incompatible uses to areas where they will have little impact or require that they be designed to be compatible with existing areas. Performance and design standards should assure that new development minimizes environmental impacts both on-site and off-site.
- A.7 Continue to have development served by individual subsurface wastewater disposal systems or engineered community systems. A centralized public sewer system is not needed or desired.
- A.8 Protect scenic resources and important open spaces identified in this Plan as follows: require that new subdivisions and commercial developments be designed to protect view corridors, scenic vistas and important open spaces (as identified in this Plan) to the maximum extent possible. Additionally, encourage individual lot owners to site their developments to preserve view corridors, scenic vistas and important open space.
- A.9 Continue to allow small nursery schools and day care facilities in all areas of the town.
- A.10 Eliminate the current system of review and approval of home occupations. Adopt a new system where the CEO handles all licensing. Include the following:
- require annual licensing by the CEO, rather than permitting;
 - require retention of residential character;
 - prohibit certain activities that are too intensive to be regulated as home occupations; and
 - require operating standards to prevent environmental degradation or neighborhood nuisances (e.g. pollution, noise, etc.).
- A.11 Continue to allow nursing homes, boarding homes, congregate care housing and housing for the elderly in a number of locations in town. Revise or eliminate regulations that discourage these types of developments.
- A.12 Provide a high level of protection to lakes and ponds through a watershed approach that requires that development be designed to minimize stormwater runoff and water degradation due to excessive phosphorus and other contaminants.
- A.13 Monitor growth and development through a development tracking system to evaluate the effectiveness of the growth management program in meeting the goals of this Plan. Adjust implementation strategies as needed. The CEO should summarize and report on the nature and location of building permits each year to the Planning Board. The Board should discuss whether the results of the report warrant changes to the Land Use Plan or Ordinances.

Designation of Growth and Rural Areas

Maine's Growth Management Act defines growth areas as areas suitable for orderly residential, commercial or industrial development or any combinations of these types of development and into which most development projected over the next ten years is directed. The town should encourage development in growth areas and discourage, but not prohibit, development outside of the growth areas. In implementing this policy the town should consider an array of measures including land use regulation (Future Land Use Plan), open space planning and conservation (Open Space Plan) and enhanced facilities and services in growth areas (Capital Investment Plan).

Growth Areas:

There is a need for an additional 900 acres of land designated for growth based on this Plan's projections for continuation of past growth rates of one-percent per year for the next twenty years. Most of the projected growth is expected to be residential.

Future growth areas should be adjacent to existing villages and readily served by existing public roads and should be located on developable land with few environmental constraints. The existing Village Residential Districts, generally adjacent to the existing Village Districts, should be expanded to accommodate this projected growth.

A third limited growth area should be designated. This should be the Academic District, which should include educational facilities and uses accessory to those facilities such as commercial, service, recreation and accommodation facilities.

Rural Areas:

Rural areas are defined by Maine's Growth Management Act as areas deserving of some level of regulatory protection from unrestricted development for purposes that may include, but are not limited to, supporting agriculture, forestry, mining, open space, wildlife habitat, fisheries habitat, and scenic lands and away from which most development projected over ten years is diverted.

Existing rural area designations in Readfield include: the Rural Residential District, the Rural District and the three Shoreland Zoning Districts (Shoreland Residential, Resource Protection and Stream Protection).

This Plan recommends maintaining the existing Rural Residential District and splitting the existing Rural District into two districts as follows:

- the Rural Resource District would include areas with important natural resource values that are generally inaccessible to public services and facilities and/or that are managed as open space or for farming or forestry uses; and
- the Rural District would generally consist of areas where there is already a mixture of residential and commercial uses at lower densities than in the growth districts.

GROWTH AREA DESCRIPTIONS AND POLICIES

Village Districts:

The two existing Village District areas will be retained:

- Readfield Corner, and
- Readfield Depot.

Village Districts are designed to accommodate higher density, village-scale development that include areas where many of the town's commercial, social and cultural activities can take place. This designation is intended to encourage the preservation, revitalization and expansion of the two villages and to protect these areas from encroachment by incompatible uses. The following policies are designed to promote this designation:

- B.1 Eliminate the current 40,000 square foot minimum lot size requirement to encourage growth that is consistent in density with the existing village areas. Require compliance with other state and local requirements including the 20,000 square foot minimum lot size for subsurface wastewater disposal from single-family residences (12 MRSA 4807-A), town dimensional standards (setbacks and lot coverage) and performance standards (provision for adequate subsurface waste disposal and stormwater management).
- B.2 Assure that dimensional and performance standards including setback and frontage requirements support higher density development and existing building patterns.
- B.3 Promote a range of compatible mixed uses in both villages including: higher density residential uses; village-scale commercial uses such as business, office, retail and industrial uses of 5,000 square feet or less; community facilities such as governmental uses (Post Office and Town Hall, in particular) and quasi-governmental facilities.
- B.4 Assure that future commercial development is designed to be compatible with existing neighborhoods by: 1) controlling the placement of buildings, parking and storage; 2) requiring sufficient off-street parking and safe vehicular access; and 3) protecting adjacent residential areas from any potential adverse impacts.
- B.5 Require that proposed commercial/light industrial developments with structures larger than 5,000 square feet be approved under the "commercial/light industrial district" process at Town Meeting. Assure that this process allows for community assessment of the proposed use, its scale, impacts and location, and its compatibility with the character of the community.
- B.6 Implement as expeditiously as possible the recommendations of the *Readfield Corner Revitalization Study* (August, 2004) to include improved safety, pedestrian, and traffic circulation, accommodation of new and existing businesses and improvements to the visual appeal and livability of Readfield Corner.

Village Residential Districts:

The following three existing Village Residential District areas will be retained:

- Kents Hill
- The area surrounding Readfield Corner
- The area surrounding Readfield Depot

The Village Residential District should be expanded to accommodate the projected growth which will require an additional 900 acres. The expanded growth areas will include roughly 530 acres mostly to the north and west of the Readfield Corner Village District and 370 acres mostly west and north of the Readfield Depot Village District (See Future Land Use Map).

Village Residential Districts have traditionally accommodated a higher density of development than other areas of the town. These areas are intended to provide for higher density residential neighborhoods generally adjacent to the mixed-use Village Districts.

The following policies are designed to promote this designation:

- B.7 Prohibit or limit most new or expanded commercial and industrial uses.
- B.8 Assure that standards for new development, conversions and renovations are designed to promote consistency in the character of existing neighborhoods including consistency in frontage, setback, building height and other characteristics.
- B.9 Retain the existing 40,000 square foot minimum lot size for single lot divisions.
- B.10 Retain an average of 40,000 square feet per dwelling unit for subdivisions. Encourage or require clustered housing designs that include open space set asides and allow lot sizes as small as 20,000 square feet. Developers may also propose densities as high as 20,000 square feet per unit, if the developers can provide sufficient land in open space on a separate tract to attain the 40,000 square foot-per-unit target. Open space tracts need not be contiguous to the proposed subdivision or even in the growth area but should be in accordance with the town's Open Space Plan. Dedication of these open space tracts could be in-fee-simple or just in development rights. In these instances any impact fee for the acquisition of open space that the town institutes should be waived.
- B.11 Maintain the visual quality of the Village Residential areas, including Kents Hill, by encouraging new development to be compatible with existing built-up areas.
- B.12 Allow mobile home parks within the Mobile Home Park Overlay(s) District, only. Require that mobile home parks are designed and located to fit harmoniously with existing development. Include consideration for roadway buffers, setbacks, landscaping and buffering from adjacent residential uses.
- B.13 Continue to explore the possibility of additional incentives to direct growth to the designated growth areas.

Academic District:

The Academic District is a new district designation. The Academic District is comprised of land areas that support development of educational institutions and effective delivery of their programs and activities including housing, health care, and food services. The purpose of this designation is to ensure a homogeneous pattern of development on land now occupied by educational institutions focused exclusively on accommodation of the institution's development needs and excluding unrelated residential, commercial and industrial uses.

The Academic District consists of lands now owned or occupied by:

- Maranacook Community School;
- Kents Hill School; and
- Readfield Elementary School.

The following policies are designed to promote this designation:

- B.13 Restrict non-institutional uses by limiting development to that which is undertaken in direct support of the institutions' missions, programs and services.
- B.14 Continue to permit schools in all other growth districts.

RURAL AREA DESCRIPTIONS AND POLICIES

General Rural Area Policies:

- C.1. Maintain the relatively open and rural character of rural areas.
- C.2. Encourage resource-based uses such as agriculture, forestry and gravel/sand mining.
- C.3. Require that new construction including expansions meet performance and site design standards designed to preserve rural character to the greatest extent practicable. For example, encourage development designs that preserve scenic beauty and the natural landscape by locating buildings in or adjacent to wooded areas (as opposed to open fields).
- C.4. Minimize direct access to primary public roads by requiring, as feasible, the utilization of shared driveways or access roads in the subdivision and site review process. Preserve natural landscapes alongside rural roadways through the use of vegetative buffers where feasible.
- C.5. Require that new residential development be compatible with the natural capacities of the soil and other natural resources to treat wastewater adequately and preserve significant wetlands, farmland and woodland, unique natural areas, lake water quality and wildlife habitat. Seek to have resulting open spaces interconnected and consistent with the Open Space Plan as applicable.
- C.6. Assure that town practices, standards and regulations encourage, or provide incentives for, the protection of sensitive natural resources and the continued use of lands for farming, forestry and as open space. Consider the following:
 - Encourage enrollment in current use property tax programs (Tree Growth, Farm and Open Space).
 - Encourage use of conservation easements or other mechanisms for long-term land preservation that usually entail working with a land trust.
 - Recognize established "right to farm" and "right to forest" laws and policies.
 - Allow or permit farming and forestry activities in all rural areas.
- C.7. Establish an advisory group of interested parties to develop recommendations for consideration by the Planning Board concerning the establishment of a "rural resource district."

Rural Residential District:

The Rural Residential District is generally located along major roadways and serves primarily low-density residential housing. The district severely limits commercial activities that are not related to natural resource use. The Rural Residential District will generally extend 500 feet perpendicularly from the centerline of roads except when drawn to follow existing parcel boundaries as displayed on the Future Land Use Map. The following policies are designed to promote this designation:

- C.8. Require a minimum lot size of 80,000 square feet or an equivalent density. Encourage or require clustered development depending on the situation. Permit accessory apartments

without a requirement for additional land to meet density or minimum lot size requirements to avoid excessive consumption of land.

- C.9 Require that new subdivisions be designed to protect view corridors, scenic vistas, wildlife habitat and important open space to the extent practicable. Encourage individual lot owners to site their homes so as to preserve scenic vistas, wildlife habitat and open space.

Rural District:

This designation is intended to preserve existing rural development patterns of mixed, lower density land use. This is the portion of the current Rural District that is already developed to some extent (See Land Use Map). The following policies are designed to promote this designation:

- C.10 Require a minimum lot size of 80,000 square feet. Allow for a reduction in the minimum lot size to 40,000 square feet for cluster subdivisions provided that the overall density is 80,000 square feet per lot and all other standards are followed.
- C.11 Allow the following land uses: agricultural and forestry activities, mineral extraction, single and two-family residences, cluster development, manufactured housing and mobile homes, small-scale commercial and industrial uses, governmental uses, institutional uses, parks, recreation areas, common shoreland accesses, campgrounds, public utilities and automobile graveyards.
- C.12 Accommodate larger commercial and industrial development under the special Commercial/Industrial District provisions as long as the development is designed to preserve the rural character of the area.
- C.13 Require that new subdivisions be designed to protect view corridors, scenic vistas, wildlife habitat and important open space to the extent practicable. Encourage individual lot owners to site their homes so as to preserve scenic vistas, wildlife habitat and open space.

Rural Resource District:

A Rural Resource District would be particularly notable in terms of its natural resource characteristics and is deserving of special consideration. Such a District designation would seek to provide special protection to areas including but not limited to the following: land in or eligible to be in Tree Growth, Farmland or other open space programs; significant wildlife habitat; substantial areas of soils rated as prime for agriculture or poor for development; scenic views; conservation areas and significant acreages of undeveloped land.

Shoreland Districts:

Three classifications of shoreland areas will be retained:

- Shoreland Residential
- Resource Protection
- Stream Protection

These areas and their requirements will remain essentially unchanged from the existing Land Use Ordinance except as required from time to time to comply with changes in the state guidelines. The overall purpose of the Shoreland Zoning designation is to protect water quality, productive fish or wildlife habitat and scenic and natural areas. The following policies shall apply:

- C.16. Allow low-intensity residential and recreational development and home occupations in the Shoreland Residential District with a minimum lot size requirement of 80,000 square feet. Include standards to protect water quality, productive fish or wildlife habitat and scenic and natural areas.
- C.17. Prohibit development in the Stream Protection District to preserve water quality, productive fish or wildlife habitat and scenic and natural values.
- C.18. Prohibit or restrict most development in the Resource Protection District to preserve water quality, productive fish or wildlife habitat and scenic and natural values.
- C.19. Retain as a designated Resource Protection District an area within 1,000 feet of Carleton Pond in recognition of the area's multiple unique resource qualities and the status of the pond as either a primary or secondary public drinking water supply.

Commercial/Industrial District Area and Description

The Commercial/Industrial District is a "floating zone" which is not depicted on the Land Use Map or Zoning Map or designated as a growth or rural area. The Commercial/Industrial District may only be used in the Village District and the Rural District. It is a mechanism that allows the community the opportunity to assess on a case-by-case basis the scale, impacts and location of a proposed use as part of an evaluation of whether it is in keeping with Readfield's community character. The following policies apply:

- D.1. Require Town Meeting approval for the development of commercial or light industrial uses proposing a structure greater than 5,000 square feet in size.
- D.2. In addition to Town Meeting approval, require Planning Board review under the site location provisions of the Land Use Ordinance. Any development proposed and accepted under this standard must be designed and constructed essentially as presented at Town Meeting.
- D.3. Exempt buildings for the storage of agricultural or forest machinery or products from the requirements of this district.
- D.4. Prohibit the use of the Commercial/Industrial District in all districts other than the Village District and the Rural District.

Implementation: Other Revisions to Land Use Ordinance

The revisions to the Land Use Ordinance should also take into account recommendations for review and changes to the Ordinance as set forth in Section Two, Chapters 1 through 9. These recommendations are set forth below:

1. Include sensitive archaeological areas identified by the Maine Historic Preservation Commission (MHPC) in Rural Resource or Resource Protection zones. (Policy 1.5)
2. Require consideration of significant historic and archaeological resources in the review of new developments. (1.5)
3. In situations where significant historic or archaeological resources may be impacted, require that the MHPC and the Readfield Historical Society be given an opportunity to review and comment on the development early in the permitting process. (1.5)
4. Consider the development of historic preservation standards to protect the integrity of historic properties. (1.6)
5. Maintain provisions that allow legally existing nonconforming industrial and commercial activities to continue and expand current operations with limitations. (3.1)
6. Direct industrial, commercial (excluding home occupations) and retail land uses to village or commercial/industrial areas and away from incompatible land uses. (3.1)
7. Maintain performance and design standards for commercial and industrial developments. These standards should assure that development subject to review is well planned, minimizes environmental impacts, makes good use of the site, provides adequate and safe vehicular access and protects adjacent residential neighborhoods and commercial establishments. (3.1)
8. Maintain the provision that non-conforming uses may be changed to other non-conforming uses with conditions. (3.1)
9. Continue to allow nursery schools and day care facilities throughout the town. (3.2)
10. Eliminate the current system of review and approval of home occupations in favor of a licensing system. (3.2)
11. Allow the conversion of single-family homes to multifamily units at greater densities than now permitted in growth (village) areas provided the capacity for such increased density is available. (4.1)
12. Provide incentives for the development of affordable housing in growth areas and require that legal mechanisms are in place to maintain long-term affordability. (4.1)

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13. Continue to require that accessory apartments and two-family dwellings meet the same dimensional standards as single-family dwellings. (4.1)
 14. Provide appropriate locations for nursing homes, boarding homes, congregate housing and other housing for the elderly. Revise or eliminate current standards that may discourage these types of uses. (4.2)
 15. Allow mobile home parks within the Mobile Home Park Overlay District, only. Include specific standards with regard to suitable locations within the Village Residential District. (4.3)
 16. Require that mobile home parks be designed and sited to coexist harmoniously with existing development. Include consideration for roadway buffers, setbacks, landscaping and buffering from adjacent residential uses. (4.3)
 17. Continue as a part of the review process to require necessary public improvements and financial guarantees to ensure proper construction. (5.15)
 18. Incorporate options for designation of open space and affordable housing into subdivision review. (5.15)
 19. Adopt standards for development of sidewalks and bike paths within designated growth and village areas. (6.1)
 20. Update access management standards, including coordination with state standards, for access to arterial and collector routes. (6.2)
 21. Adopt up-to-date mineral extraction standards. (8.3)
 22. Work to protect important farm and forestland through consideration of techniques such as required clustering of development, public purchase of development rights, conservation easements and minimum setbacks from working farmlands. (8.1)
 23. Review and, if necessary, update the requirements for developers to identify and protect aquifers, wetlands, natural areas, rare plant and animal species, critical habitat, vernal pools and other significant natural resources. (9.2)
 24. Retain standards for undeveloped buffer strips and minimum building setbacks along lakes, streams and tributary streams. (9.4)
 25. Regulate earthmoving, land clearing, tilling and other land disturbances in Resource Protection Districts and lake watersheds. (9.4, 9.13)
 26. Continue to prohibit permanent docks in shoreland areas. (9.4)
 27. Give the Planning Board authority to request additional biological information or studies where critical natural areas or species may be affected by proposed development. (9.5)

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28. Encourage the innovative use of easements and other conservation tools when property is developed in critical resource areas. (9.5)
 29. Include freshwater wetlands of one or more acres and land within 250 feet of "moderate" or "high" value wetlands as defined by the Maine Department of Inland Fisheries and Wildlife in the Resource Protection District. (9.7)
 30. Include standards for the protection of forested wetlands. (9.7)
 31. Develop standards to protect wetlands that allow the Planning Board to consider the following hierarchy of protection measures:
 - Avoid the impact by not allowing incompatible activities to occur.
 - Minimize the impact by limiting the magnitude, duration, location or timing of the activity.
 - Restore the affected area.
 - Reduce impact through preservation and/or maintenance operations during the life of the project.
 - Compensate for the impact by creating new wetlands elsewhere. (9.2)
 32. Protect wetlands from sources of excess nutrients through buffering to include maintaining areas of uncut vegetation and limiting the amount of timber harvesting. (9.2)
 33. Require that areas of one or more acres with sustained slopes of 20% or greater be designated Resource Protection. (9.8)
 34. Maintain performance standards to regulate disturbance of slopes greater than or equal to 20%, or on sites with soils having high erosion potential, or limitations for on-site sewage disposal or structural development. (9.8)
 35. Establish standards that prohibit potentially harmful land use activities within 300 feet of public water supply wells. (9.11)
 36. Maintain groundwater protection standards for use and storage of toxic or hazardous materials and mineral extraction. (9.11)
 37. Require that developers demonstrate that project designs manage the rate of stormwater runoff to a level that can be accommodated by downstream systems. (9.13)
 38. Utilize the Department of Environmental Protection's handbook, *Phosphorus Control in Lake Watersheds*, or best available documents, to aid in establishing density, design and development standards to meet lake water quality goals. Periodically review standards to ensure they are the best available practices. (9.13)
 39. Retain as a designated Resource Protection District all shoreland areas within 1,000 feet surrounding Carleton Pond. Additional land should also be zoned Resource Protection if necessary to protect the resource. (9.17)

Part III: Capital Investment Plan

(Based on Section Two. Chapter 5)

This Comprehensive Plan strongly supports programming and scheduling of capital improvements as part of the town's annual budgeting and administrative process (Policy 5.12). A Capital Improvements Plan (CIP) is a process for identifying public facilities that will require major investment over the coming years either due to growth or due to capital deterioration. The CIP determines the priority, and when each investment will be necessary and how to pay for it. This Capital Investment Plan establishes an approach for the development of a formal Capital Improvements Plan.

Why a CIP?

- The CIP allows Readfield to predict upcoming major expenses – no surprises.
- The town can have a reasoned discussion about priorities.
- Having a pre-planned list enables Readfield to take advantage of unexpected opportunities like grants and low interest rates.

The CIP Process:

- The town determines the scope of the CIP. A CIP includes only items above \$10,000 and does not include expenditures such as normal road maintenance and paving. It also sets a plan window of ten years.
- Items and prospective costs are identified for inclusion. In Readfield's case, items range from replacement of existing facilities (e.g. the library), to acquisition of new facilities (e.g. open space land), to acquisition of new or replacement equipment (e.g. a baler for the transfer station). Costs are estimated - "ballpark" – and priorities are set.
- The source of funding is identified. (*See below*) There may be more than one alternative.
- Timing and priorities are assigned. Generally a high priority is reserved for items affecting public health or safety. Conversely low priorities are "wish list" items. Timing can be consistent with priority, but the purpose of the plan is to balance costs over time so if too many items are coming from a single funding source, they may have to be staggered. In Readfield's case, a target date has been set but not limited by an ability to act sooner, if funding becomes available.
- In some cases, the cost, priority or timing of improvements is contingent on decisions that require greater scrutiny and public input. Examples include the library, transfer station and fire station. Where the town needs to decide whether the building should be renovated or the Library should be relocated to another building.

Financing the CIP:

A source of funding for each item has been identified on the CIP matrix table, following. The more "iffy" the item is, the more speculative the funding can be.

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- Annual appropriations: While funding a major purchase in a one-time annual appropriation can be too disruptive to the budget, it works for lower-priced equipment or when a continuing monetary stream can be tapped for regular needs. Such is the case for road equipment in Readfield's CIP.
 - Reserve Accounts or Bonding: Readfield in the past has used both reserves (saving for a number of years for a future purchase) and bonding (borrowing over time for an immediate purchase). Both of these techniques allow the cost of major expenditures to be spread out over time.
 - Grants: Grants are generally competitive and, therefore, not assured. A grant is acceptable for "wish list" items, but not for essentials. A grant search should be part of the annual CIP update process.
 - Outside contributions: In many cases other organizations may join with the town to contribute to a project of joint benefit. This may include other towns (such as for transfer station improvements) or associations (such as for construction of a new ballfield). While this source of funds may be more reliable than grants, it requires coordination with timetables outside of the town's control. Funding for some items, such as open space acquisition, may come from fees assessed by the town, but would be limited to the rate at which fee revenue is accrued.

The financing of the CIP may come from any of a mix of sources, but the most important element is to ensure that the impact on the annual town budget is spread out over time. Under this Plan, the major impacts will come from bonding. Readfield is fortunate in that it will be paying off some of the \$1.2 million in bonds (including school construction) over the next few years so that it will have the capacity to absorb more debt within the current mill rate. Items in the planning matrix (*below*) proposed for bonding include:

- By 2010, replacement of Woolen Mill Bridge: \$150,000
- In 2010, new engine for the Fire Department: \$300,000
- By 2011, expansion of the Fire Station: \$250,000
- By 2011, Readfield Corner Improvements: \$80,000
- By 2015, repairs to the Factory Square Dam (\$150,000, low priority)

Readfield Capital Investment Planning Matrix (Preliminary):

The table on the following page provides a suggested approach to the CIP based on recommendations of the Comprehensive Plan. The formal Capital Improvements Plan should be established and revised annually by the Select Board.

Readfield Capital Investment Planning Matrix (Preliminary)				
ITEM	PRIORITY	DATE	ANTICIPATED COST	SOURCE OF FUNDING
Fire Department: Apparatus Replacement ¹	High	Every 7-10 years (2011)	\$250,000	Grant or Bond, Reserve
Fire Department: Expand Fire Hall to accommodate new equipment and functions ²	Medium	By 2011	\$250,000	Bond
Library and/or community building expansion/improvements²	Medium	By 2010	\$100,000	Grants, Contributions, Taxes, Reserve
Emergency Response: Shelter generator and equipment	Medium	By 2010	\$25,000	Grants, taxes
Transfer Station: Expansion, improvements for efficiency and safety ²	Medium	By 2012	\$ 250,000	Grants, Bond, Taxes, Reserve
Readfield Sidewalks, traffic calming	Medium	By 2011	\$100,000 (20% share of \$500K cost)	ME DOT Grant or Bond
Public Works equipment	High	Every 5-7 years	\$25,000 per year	Taxes, Reserve
Public Works facility ²	High	By 2010	\$300,000	Bond, Grants
Woolen Mill Bridge Replacement	Medium	By 2010	150,000	Bond, Grants, Contributions
Beaver Dam Road culvert replacement	Medium	By 2009	\$60,000	Taxes
Acquisition/Development of open space, trail system	Medium	See Open Space Plan	See Open Space Plan	
Factory Square Dam repair (Historic structure)	Low	By 2015	\$150,000	Contributions, Grants
Fairgrounds Improvements	Low	Determined through planning process	unknown	Grants, Contributions
Notes: ¹ Contingent on space ² Based on Building Committee study				

SECTION TWO. INVENTORY AND ANALYSIS, AND GOALS AND POLICIES

Chapter 1: Historic and Archaeological Resources

Historic and archaeological resources contribute significantly to the character of the community and provide context for future growth and change. This section inventories and examines available information on historic and archaeological resources so they can be incorporated into planning for the future. Readfield is fortunate to have an active Historical Society which has done considerable work documenting the town's history, identifying important resources and working to educate residents about the town's history.

Historic Heritage

Long before European settlers cleared the forest, established farms and built factories and houses in the region now known as Readfield, Native Americans moved seasonally through the area. The many lakes and navigable streams allowed travel by canoe between the Cobbossee, Belgrade Lakes and Androscoggin watersheds. However, the Native Americans and the European trappers, who later followed, left little evidence of their migrations through the hills and valleys of Readfield.

Two publications give us detailed historical information about the town. Reflections of Readfield (The Story of our Town), published in 1975 and written by the American Revolution Bicentennial Commission of Readfield, Maine, is the most significant work. A map entitled Early Readfield Maine, printed in 1976, provides a dramatic picture of the geographical context of Readfield's historical places and structures. These two documents were used extensively in the creation of this chapter and are considered incorporated in their entirety as part of this inventory.

By the mid-18th century white settlers were moving into the area from Massachusetts and New Hampshire. In recognition of the many local lakes and ponds, Readfield was in 1771 made part of a larger community, Pondtown (later called Winthrop). Readfield became incorporated as a separate town on March 1, 1791. The origin of the name is uncertain; one theory is that it was named for Major John Reed, agent for one of the proprietors of the original Kennebec Purchase.

What began as a self-sufficient farming community in the 18th century transformed into a busy manufacturing center by the mid-19th century. Small industries including canneries, oilcloth factories, woolen mills and tanneries were aided at that time by improved roads and easier transportation of goods. With the arrival of the railroad and then later the automobile, these small industries faltered in the face of competition from larger urban areas and Readfield again became chiefly a farming community.

During the early years, Readfield had five distinct villages or settlements: East Readfield, Readfield Depot, Readfield Corner, Factory Square and Kents Hill. East Readfield Village was located at the intersections of the Belgrade Road (Route 135) and Main Street (Route 17). It

boasted a cider mill and gristmill, an oilcloth factory, a tannery, an inn, stores, a post office, a brick schoolhouse and a sawmill. After the oilcloth factory burned in 1877, the business was moved to Winthrop and the remaining buildings in the village were either moved or torn down. The Augusta Water District acquired the land around Carleton Pond in the early 1920s. Little visible evidence of the former village remains to the casual observer.

East Readfield is also the site of several cemeteries dating back to the late 1700s. The Jesse Lee Church, built in 1795 as the first Methodist Meetinghouse in Maine, is a notable structure that is still standing. The Jesse Lee Church is one of two stand-alone structures in Readfield on the National Register of Historic Places. The Dr. Hubbard House, another significant East Readfield structure, burned in 2000 killing the home's only resident at the time.

Readfield Depot, settled during the 1820s, reached the peak of its development when the railroad came in 1849. There were four blacksmith shops, a livery stable, several stores and a grain elevator. The first Town Farm was here as was the first Town House and an animal pound.

The railroad contributed to Readfield's development as an important community around the turn of the century when many people traveled by rail to spend their summers at resorts such as the Tallwood Inn, the Avalon, the Elmwood Hotel and other inns. The Moses Whittier House, built about 1780 near the Depot, is one of the oldest houses still standing in Readfield. The Depot School is now home to the Readfield Historical Society, which was incorporated in December 1985.

With the passing of the era of destination resorts, Readfield Depot faded from prominence. The train station was torn down in the late 1950s and the post office closed in 1976. However, several new businesses have opened in recent years giving renewed vitality to the Depot as one of the three remaining active village centers in Readfield. The other two village centers are Readfield Corner and Kents Hill.

Readfield Corner was settled in the late 1780s. By the nature of its location at a crossroads on the Sandy River Road (now Route 17), the Corner became a busy commercial center. Early businesses established around 1800, included Thomas Smith's store, Samuel Glidden's store, a law office and Josiah Mitchell's inn. The Readfield House, a guest inn, was built in 1826; the first Masonic Hall in 1827. The third and present Masonic Hall was built following the fire of 1921. The Readfield Grange was organized in 1876 and the present Hall was built in 1898. In continuous use as a school from 1832 until 1955, Gile Hall now houses the Town Office. The community house, purchased and renovated by the Town in 1989, is now the home of the Town Library.

Perhaps the most notable structure at Readfield Corner is the Union Meetinghouse or Brick Church with trompe d'oeil painting on the interior. Built in 1821, it was completely remodeled in 1866. The Union Meetinghouse is the second of two stand-alone structures on the National Register of Historic Places having been nominated and placed on the Register in 1982. Readfield Corner was also the site of the Readfield Fairgrounds where the Kennebec County Agricultural Society held a fair from 1856 to 1932. The local Grange held an annual fair at the Fairgrounds from 1948-1963.

During the 19th century "The Corner" was a bustle of activity and the town's principal business district. A sweeping fire in 1921 destroyed many buildings. Thereafter, the popularity of the

family automobile changed settlement patterns and Readfield Corner never regained its former stature though it remains the town center.

Just west of the Corner, Factory Square prospered during the 1800s at its location on Dead Stream. James Craig and Joshua Bean's sawmills and gristmills, a carriage shop, scythe and sash factories, a tannery, a brickyard, a cheese factory and two woolen mills were all a part of Factory Square. One of the woolen mills owned for a time by Anson P. Morrill, Governor of Maine from 1856-1857, provided "Readfield Cloth" for the Union Army. Readfield Cotton and Woolen Manufacturing Company produced cloth and yarn until 1885. The buildings were used for a barrel factory from 1914 to 1920 and then were torn down in the 1940s. Today none of the buildings that for a century housed the many factories and shops in Factory Square remain.

Nathaniel, Charles, and Warren Kent were the pioneer settlers for whom Kents Hill village was named. This part of Readfield, like the Corner, was settled in the late 1780s. Yet unlike the business district at the Corner, the focal point of Kents Hill was a Methodist Community of church and school. Around 1800 Luther Sampson helped to finish the first Methodist Meetinghouse, which was used until the Kents Hill Meetinghouse was built in 1835. That meetinghouse is now the Torsey Memorial Methodist Church. Under Sampson's endowment and direction, the Readfield Religious and Charitable Society was initiated in 1824. In 1825 its name was changed to the Maine Wesleyan Seminary. It continues to function as a private college preparatory school. Today it is called Kents Hill School.

There remain a number of significant historic buildings in Readfield. The 1976 publication, "Early Readfield Maine," listed 42 local historic sites and structures. In 1976 a Historical Records Committee was created to organize Town records. The Committee has sorted all known records to date. In 1991 Readfield celebrated its bicentennial as an incorporated town. The Readfield Historical Society in cooperation with the History Department of Kents Hill School prepared a social history of the town. Current and future residents of Readfield have inherited a unique historical bequest.

Maine Historic Preservation Commission Data

There are three types of historic and archaeological resources that should be considered in comprehensive planning according to the Maine Historic Preservation Commission. They are as follows:

- Prehistoric Archaeological (Native American, before European arrival)
- Historic Archaeological (mostly European-American, after written historic records)
- Historic Buildings/Structures/Objects (buildings and other above ground structures and objects)

Archaeological resources are those found underground and are locations where there has been prior existence of human beings including structures, artifacts, terrain features, graphics or the remains of plants and animals associated with human habitation. Prehistoric archaeological resources are those associated with Native Americans and generally date prior to the 1600s. Historic archaeological resources are those associated with the earliest European settlers.

Prehistoric Archaeological Sites:

According to the Maine Historic Preservation Commission (MHPC), few professional archaeological surveys have been done in Readfield. Those surveys identified only one site, known as #36.65, which is described as being in Torsey Pond. According to the MHPC, most prehistoric archaeological resources, and in particular habitation/workshop sites, are located adjacent to canoe-navigable water bodies. For this reason MHPC has identified the floodplains and other shoreland areas of Carleton Pond, Maranacook Lake and Torsey Pond as sensitive archaeological areas. MHPC recommends that professional archaeological surveys be conducted in these areas.

Historic Archaeological Sites:

MHPC indicates that there are no known historic archeological sites in Readfield.

Historic Buildings/Structures/Objects:

The recognized standard for what makes a historic or archaeological resource worthy of preservation is normally eligibility for or listing on the National Register of Historic Places. The National Register, administered by the National Park Service, U.S. Department of Interior, is a listing of those buildings, districts, structures, objects and sites deemed worthy of preservation for their historic, cultural or archaeological significance. The National Register is intended to accommodate buildings and sites of national, state and local significance.

The Jesse Lee Church, at the corner of Plains Road and Main Street in East Readfield, and the Union Meetinghouse, on Church Road in Readfield Corner, are listed on the National Register of Historic Places. The Jesse Lee Church, built in 1795, was the first Methodist Meetinghouse in Maine. Town meetings were held at the church alternately with a home or inn in Readfield Corner between 1796 and 1824 when the Town House was built in Readfield Depot. The Union Meetinghouse, built in 1821, was open to any religious denomination. The Meetinghouse was completely renovated in 1866 at which time one of the finest examples of trompe l'oeil in Maine was added painted by Portland artist Charles J. Schumacher.

Several structures within the Kents Hill School property make up Readfield's only Historic District designated as such on the National Register of Historic Places. This is not a district that is in any way regulated by Readfield or anyone else to maintain its historical features. The district designates a group of historically significant structures and limits the use of federal funds to alter the structures. However, there is no significant protection of any sort for these structures and the owner (currently the school) could alter them or tear them down.

Protection for Historic and Archaeological Resources

Nearly all of the historic buildings in Readfield are now private homes. None of the town's historic buildings are concentrated in an identifiable "historic district". Even in the Village Center the old buildings have been sufficiently inter-built with newer architectural forms that the area does not qualify for protection under federal or state law.

The primary threat to most of these buildings is the desire of their owners, present and future, to alter them in ways that destroy their architectural integrity. The buildings' survival in their

present form is likely to depend largely upon the willingness of the individual owners to conserve the historic heritage of which their homes are an irreplaceable part.

As mentioned above, the recognized standard for historic or archaeological resources is listing on the National Register of Historic Places. One benefit of National Register listing is that certain buildings may qualify for a 20% investment tax credit. To qualify the building must be income producing, depreciable and a “certified” historic structure. Structures on the National Register are also given a limited amount of protection from alterations or demolition where federal funding is utilized.

Existing regulatory protection for historic and archaeological resources is primarily provided through the state subdivision and shoreland zoning statutes. Maine’s subdivision statute requires review of the impact on “historic sites”, which includes both National Register and eligible buildings and archaeological sites. The state shoreland zoning statute includes, as one of its purposes, “to protect archaeological and historic resources”. Readfield’s Land Use Ordinance also includes the language in the design standards stating that any activity occurring on or adjacent to sites listed or eligible to be listed in the National Register of Historic Places be reviewed by the Maine Historic Preservation Commission. However, there is no protection for potential archeological sites.

Goals and Policies

Goal: Identify, preserve and enhance Readfield’s significant historic, archaeological and cultural heritage sites.
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Policies:

- 1.1 Preserve and enhance important historic and archaeological resources through an integrated approach that includes education, open space planning, land use regulation, regulatory and non-regulatory incentives and land acquisition techniques where appropriate.
 - Include important archaeological and historic resources in the Open Space Plan.
- 1.2 Educate the public and municipal officials, especially the Code Enforcement Officer and Planning Board, about protection of historic and archaeological resources.
 - Provide public education on preservation of historic and archaeological resources. Consider developing a walking tour of Factory Square.
 - Encourage the appreciation and use of historic sites such as the Union Meeting House and the Jesse Lee Church.
 - Establish a mechanism whereby municipal officials (e.g., Code Enforcement Officer, Planning Board, Zoning Board of Appeals) receive training on preservation of historic and archaeological resources. Coordinate with recommendations in Natural Resources Goals and Policies.

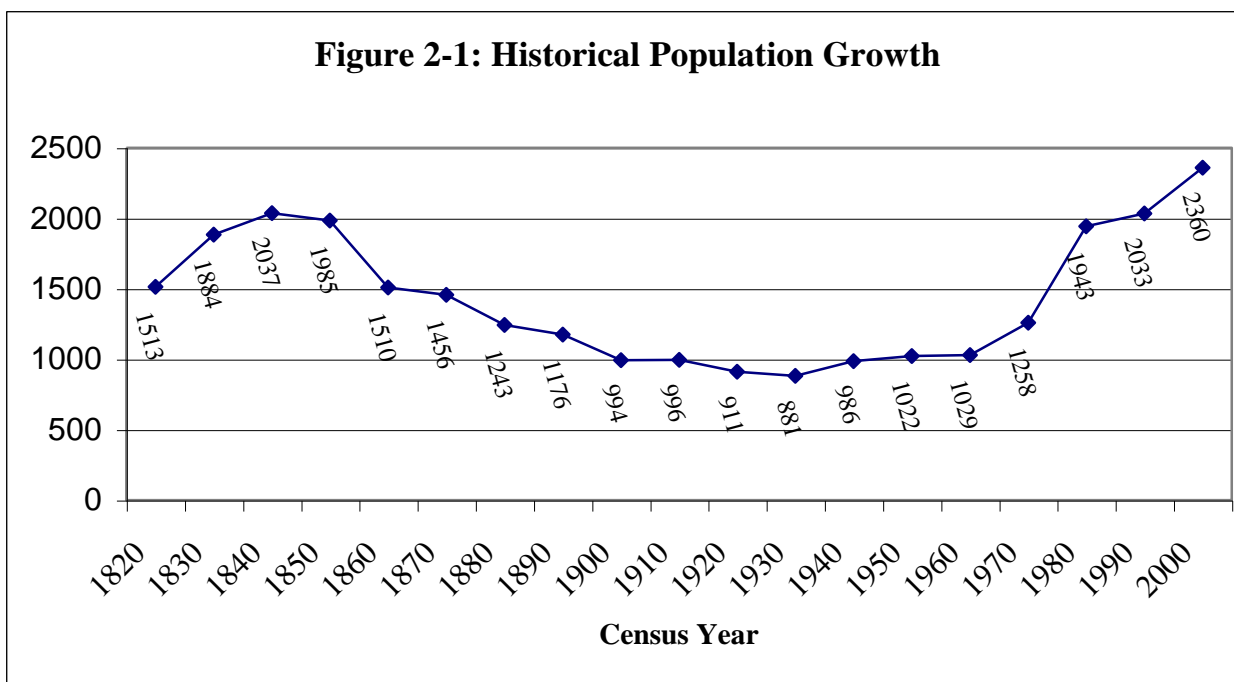
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- 1.3 Support and encourage the Readfield Historical Society, the Readfield Union Meeting House Company and other organizations in their endeavors to preserve the cultural heritage of the community.
 - 1.4 Support efforts to identify significant prehistoric, historic archaeological and historic resources. Require that these resources be professionally surveyed and assessed as development proceeds to the extent practicable.
 - Seek funding from the Maine Historic Preservation Commission (MHPC), Maine State Archives and other sources to complete the inventories of significant archaeological and historic resources.
 - Assist in nominating buildings/sites to the National Register of Historic Places.
 - 1.5 Improve protections for archeological and historic resources in the Land Use Ordinance.
 - Consider enhanced protection of potential historic and archaeological resources in the review of new development through the Land Use Ordinance.
 - In situations where significant historic or archaeological resources may be impacted, require that the Maine Historic Preservation Commission and the Readfield Historical Society be given an opportunity to review and comment on the development early in the permitting process.
 - 1.6 Consider the adoption of a Historic Preservation Ordinance or land use standards to protect historically significant properties.
 - Consider the development of historic preservation standards to protect the integrity of historic properties (see Portland Landmarks for model language that may be modified to fit Readfield).

Chapter 2: Demographic Profile

This chapter deals with the character and changing nature of the population of Readfield. It is a necessary prerequisite to the discussion of the town's housing needs, local economy, development trends and other elements of the plan. This chapter also contains projections for future demographic growth and change.

Population Characteristics

As Figure 2-1 below illustrates, Readfield's 2000 population was 2,360. Based on new home construction since the 2000 Census, Kennebec Valley Council of Governments uses these figures, assuming a constant vacancy rate and diminishing household size (see below), to estimate a 2004 population of 2,485. The estimated population reported in 2007 is 2,530.



Readfield's population changes over the years followed a pattern recognizable in many rural Maine towns: rapid settlement in the early 18th century, followed by a long decline in the national era of westward expansion and the industrial revolution, followed by growth accelerating in the current era of automobile facilitated suburbanization.

Following a slight slowdown in population growth during the 1980s, Readfield's population resumed its fairly steep climb during the 1990s. The town's population grew by 55 percent (685 in raw numbers) in the 1970s, only five percent (90 persons) in the 1980s, and 16 percent (327 persons) during the 1990s. In the short period 2000-2004, growth was about 1.3 percent per year (14 percent per decade).

Readfield's population and growth rate in the 90s most closely resembled Manchester's.

Regional Snapshot: Population		
Town	2000 Population	90-00 Growth
Belgrade	2,978	603 (25%)
Fayette	1,040	185 (22%)
Manchester	2,465	366 (17%)
Mt. Vernon	1,524	162 (12%)
Readfield	2,360	327 (16%)
Winthrop	6,232	264 (4%)

Belgrade, a town with similar access and attraction, has been growing a lot faster than Readfield. The towns to the west, further from the Augusta job market, grew more slowly though Fayette grew at a faster rate than Readfield. Kennebec County grew only 1 percent in population during the 1990s with Readfield and other suburban towns the gainers at the expense of Augusta, Gardiner, Waterville and Winslow.

Population Growth - Migration and Natural Change:

Population growth can be broken down into two elements: “natural change”, which is the difference between births and deaths, and “migration”, which is the difference between those moving into town and those moving out.

Natural change tends to be a fairly slow-changing number based on trends in longevity and fertility. Between 1981 and 1990, Readfield recorded 256 births and 123 deaths, for a net increase of 133 individuals. Between 1991 and 2000 there were 224 births and 134 deaths for an increase of 90 individuals. The increase in deaths is consistent with the increase of population overall but the decline in births is not. One could speculate that it is due to the aging of the “baby boom generation” with a high proportion of women beyond prime childbearing years.

Migration tends to be dependant on economics. People will choose to move into or out of a community based on factors such as availability of employment, cost of housing and perceptions of community vitality. Migration is calculated as the difference between population change and natural change. In the 1980s Readfield experienced a net out-migration of 43 persons while in the 90s there was an in-migration of 237 individuals. Since the 1980s was a decade of prosperity relative to the 1990s, Readfield’s migration patterns are unusual and cannot be explained solely by swings in the local economy.

Seasonal Population:

All population figures cited above refer to year-round residents. Readfield also has a sizeable seasonal population that includes camp owners/renters, visitors, day-trippers and people staying at the summer camps.

There are no good measures of seasonal population. The 2000 Census indicates there were 248 seasonal units. If this figure is multiplied by an average household size of 2.38 (the average for Kennebec County), the result suggests there were just under 600 seasonal occupants. Other contributors to seasonal population, such as day-trippers and visitors, would be much more difficult to estimate.

Families and Households:

People seldom function independently (at least from the perspective of the Census Bureau), and are more often classified into “households” and “families.” Households consist of everyone living in a housing unit including families and unrelated individuals. There are occasionally persons who do not live in a “household,” (for example, group homes) but none have been identified in Readfield.

Table 2-1 below, illustrates the household profile and changes in Readfield. The data confirms the conventional wisdom – that traditional families with two parents and children are becoming less prevalent. Even though traditional families still make up 2/3 of the total, single-person and single-parent households are becoming more common.

Table 2-1
Household Characteristics, 1990 and 2000

Household Type:	1990	2000	% increase
All Households	722	867	20
Single-person Households	120	158	32
Single-person “Over Age 65”	40	49	23
Married-couple Families	512	576	13
Male-headed Families	18	29	61
Female-headed Families	47	69	47

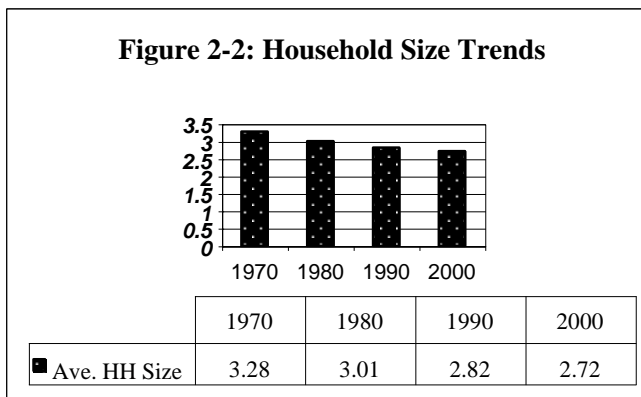
Source: US Census

The value of the term “households” is that it relates directly to occupied housing units and so becomes the link between population and housing. The Census reports the average “persons per household.” This is a critical factor as household size is a better predictor of housing demand than population. Figure 2-2 illustrates household size trends in Readfield.

Throughout the country the average number of persons per household has been in decline for decades. Trends include smaller families, broken families, more independent living among the elderly and delayed marriage among the young.

Apparently those trends are mirrored in Readfield. The average household size in 2000 is 17 percent smaller than that of 1970.

Figure 2-2: Household Size Trends



Smaller household size relates to the supply of housing like this: at 3.28 persons per household in 1970, 305 houses held 1,000 people. At 2.72 in 2000, it now takes 368 houses to hold 1,000 people. If in the future household size drops just another tenth from 2.72 to 2.62 with no population growth, it will require another 33 new housing units for the same number of people.

Regional Snapshot: Household Size		
Town	1990 HH Size	2000 HH Size
Belgrade	2.67	2.52
Fayette	2.78	2.49
Manchester	2.61	2.52
Mt. Vernon	2.72	2.52
Readfield	2.82	2.72
Winthrop	2.61	2.42

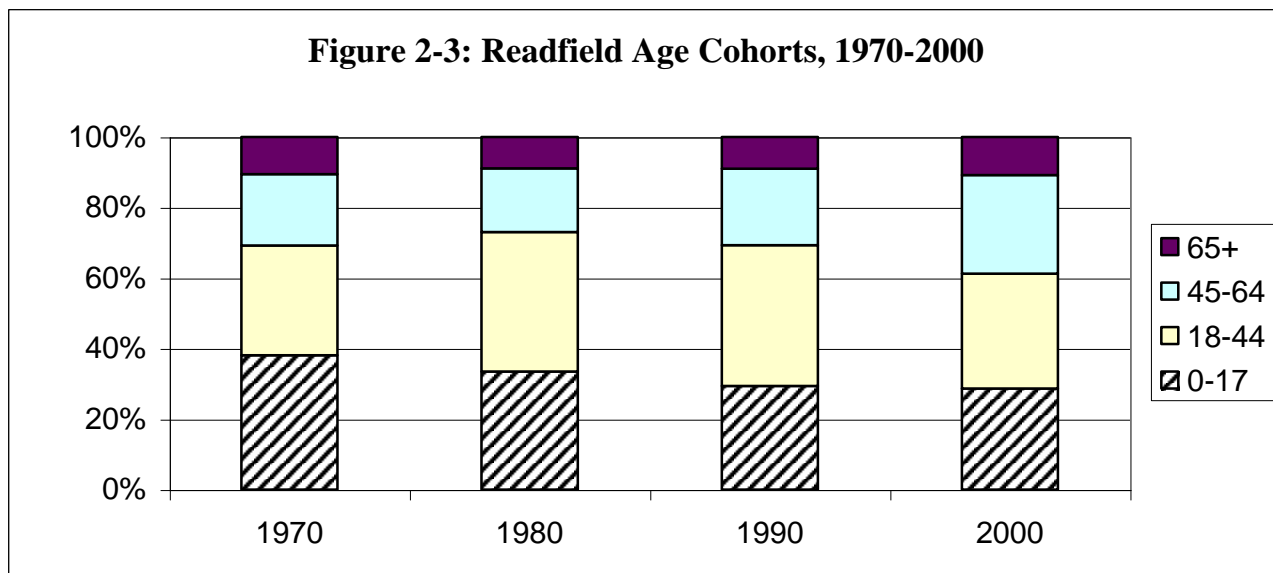
Even so, this may not be enough. As the box to the left shows, Readfield still has the largest household size and slowest rate of decline in household size in the region. It would stand to reason that sooner or later these numbers would even out. In practical terms, this

could mean that there is an unmet need for housing that suits smaller households (such as elderly or single-bedroom apartments). Or the existing housing could be underutilized such as a single person living in a rambling farmhouse.

Population Features:

Other demographic features of the population are highlighted by the Census. Perhaps the most important of these is age. The age profile of the population can tell us whether we need to start planning for new schools in the next decade or new senior citizen centers. The significant feature of the age issue is the size of the baby boom generation (persons born generally between 1945 and 1965). There were a lot of them; so many that their impact was felt first in schools, then, as they aged in the number of starter homes, now in the number of premium and vacation homes and soon in the need for retirement accommodations.

Figure 2-3 shows the impact of age group shifts on the town. Each bar represents the total population with the segments representing the proportion in that age group. In 1970 the baby boomer was under age 17, which accounts for the largest proportion. As the baby boom generation ages, the population segments in the middle swell. In 2000 the boom is split between the 18-44 and 45-64 age groups. In 2020, it will be well into the 65+ age group.



In terms of actual numbers, Readfield had 677 residents under age 18 in 2000, a 13 percent increase over the 1990 figure. Readfield had 255 people aged 65 and over in 2000, which was 40 percent more than in 1990.

More often a community is evaluated by its “median age.” A median is a point at which exactly half the population is above and half below (not the same as “average”). Readfield’s median age in 2000 was 38.4. This is about a 2.7-year aging from 1990. While individuals age ten years in a decade, it is not the same with a population. If the median age of a population rises, it means that more people are being added to the “old” side of the balance than the “young” side.

Regional Snapshot: Median Age		
Town	1990 age	2000 age
Belgrade	35.4	39.5
Fayette	36.6	40.5
Manchester	38.4	41.5
Mt. Vernon	34.8	39.8
Readfield	35.7	38.4
Winthrop	36.3	41.9

Nevertheless, a 2.7-year shift is not bad, relative to other towns in the region. Mt. Vernon’s median age rose by 5 years, Winthrop’s by 5.6. Readfield is not only the youngest town in the

region, it is also the slowest aging—in 2000 Kennebec County had a median age of 38.7 and Maine 38.6.

The Census also tallies race and national origin. Only 2.7 percent of the Readfield population is “non-white” including mixed-race whites. This compares to 2.5 percent “non-whites for Kennebec County, 3.1 percent for Maine.

Demographic Futures

The demographic data in this plan is useful because it shows changes over time. This information can be used to predict the number of people, houses and jobs to expect.

The conventional mechanism of forecasting the future is to project past trends and the vehicle is the population. A typical forecast would draw on the growth rate from the past 20 years and assume that the rate will continue into the next 20 years. The Kennebec Valley Council of Government’s (KVCOG’s) growth forecast is based on such a formula. KVCOG’s population estimate for 2020 is 2,800 people with a forecast range of 2,777 to 2,866. This is an annual average increase of between 21 and 25 persons (calculating from 2000.)

The State Planning Office (SPO) uses a more sophisticated formula that takes into account the survival rate of different age groups, migration rates and other factors, but only projects out to 2015. SPO’s forecast for Readfield in 2015 is 2,744 people, an annual average of 26 per year. (SPO’s forecasts for neighboring towns are also in the box.)

Regional Snapshot: The Future

Town	2015 Pop. Forecasts from SPO
Belgrade	3,619
Fayette	1,258
Manchester	2,825
Mt. Vernon	1,748
Readfield	2,744
Winthrop	6,682

Whatever the number, the forecasts should be viewed with some skepticism. For example, Readfield’s 1993 plan projected a 2001 population within the range of 2,129 to 2,178 people about 1/3 of what actually occurred.

The remainder of this chapter goes beyond mathematical estimating by establishing a set of “what if” scenarios. These scenarios estimate the impact on the town in three critical areas: population, housing and employment. By looking at the physical impact of three alternatives, the town can make decisions that will lead it down its preferred path.

Scenario 1: Continuation of Past Growth

According to the SPO/KVCOG projections, the town’s population will grow to somewhere in the vicinity of 2,870 by 2020. This translates to a growth rate of 1 percent per year figured since 2000. This is almost exactly the rate of growth the town has experienced since 1980, which has included both good and bad economic times, so it is rather likely to occur with the “status quo.”

This forecast assumes that the average number of persons in a household in 2020 will be 2.45, which is about 10 percent smaller than in 2000. Therefore, a population of 2,870 in 2020 will occupy 1,171 households. Assuming each will live in a year-round housing unit, there will be a need for 1,171 units, an increase of 304 homes over 20 years. This translates into about fifteen

new units per year (without counting for vacancies). As one might expect, this is just a little bit more than the building rate in the 1990s – which was 14.25 housing units per year.

The number of new jobs that will come with these households can also be calculated. The current ratio of workers to households is 1.45, but since that figure is also higher than the regional average, it is assumed that it, too, will decrease. Assuming an average of 1.35 workers per household, then 1,171 households will produce 1,581 workers. That is an increase of 329 workers. At the current unemployment rate of about five percent, 313 new jobs would have to be created by 2020.

Scenario 1:

New Residents:	510
New Housing:	304
New Jobs:	313

Since, according to 1990 figures, Readfield only supported 260 jobs locally, it's highly likely that the majority of the 313 jobs would be created regionally. Using the 1990 ratio, about 75 new jobs would be required in Readfield, the other 237 in Augusta or elsewhere. This has impacts on public services such as the transportation system. Route 17, the major commuter route to the Augusta-Gardiner-Manchester area, carried 5,640 vehicles per day in 2001 an estimated 620 of those during the evening rush hour. An addition of 237 commuters would result in an almost 40 percent increase in rush hour traffic other things being equal.

Scenario 2: Accelerated Growth:

Scenario 2 assumes an accelerated rate of housing development. Housing is the most visible local impact and the easiest to manage in a small town.

This scenario assumes twenty new homes per year instead of the Scenario 1 projection of 15 new homes per year. This is actually more typical of recent trends: Readfield has averaged 17 new units per year since 2000; Belgrade has averaged 20 new units per year over the past decade as has China. Winthrop, Monmouth and Litchfield have all averaged around 30 new units and Sidney more than 45 units per year.

Scenario 2:

New Residents:	740
New Housing:	400
New Jobs:	435

The addition of 20 housing units per year would yield 400 new units between 2000 and 2020 compared to the 304 under the prior scenario. With a total number of households standing at 1,267 (half, again what there are now), the population would rise to 3,100. That would be equivalent to a growth rate of 1.4 percent.

The 1,267 households would yield a demand for 1,710 jobs compared to the current 1,252. Of the 458 new workers, 110 would work in Readfield, 325 out-of-town and 23 would be unemployed (at 5 percent unemployment rate).

Factors that could increase the rate of housing development in Readfield could be new land becoming available for development, a new local employer or even reduced travel times on Route 202 between Augusta and Manchester. New business parks in Oakland (FirstPark) or Augusta could create enough regional demand to increase development pressure in Readfield.

Scenario 3: Slowing Growth

Scenario 3 assumes no growth in the local population. This is hard to imagine as a legitimate projection, but is being used like the other two scenarios as a demonstration of potential impacts.

In this scenario the population holds at 2,360. It does not stay the same, however. Because Readfield has a natural increase of about 90 persons per decade, the town would have to experience a net out-migration to have the population stay the same as it is today. This is similar to the experience in the town in the 1980s – a natural increase of 133 was partially offset by the out-migration of 43 residents.

Because of the decreasing household size, maintaining a constant population does not mean a halt to new construction. In fact, using the prior household size assumption, the population of 2,360 in 2020 will require 963 housing units – 96 more than in 2000, and a building rate of five new units per year. More simply stated, there would need to be a construction rate of five houses per year just to maintain the current population size.

Scenario 3:	
New Residents:	0
New Housing:	96
New Jobs:	48

The demand for jobs is tied to households rather than population and is only partially offset by the assumption that the ratio of workers per household will decrease. In 2020 under this scenario there would still be an increase of 48 workers resulting in a total of 1,300 workers. Using the same proportion as before, twelve of those workers would find jobs in Readfield, 34 would work out-of-town and two would be unemployed.

This scenario shows that even in a “steady-state” where the town does not grow in population, there would still be a demand for new housing and new jobs; that is, the first 5 houses per year (and the first two jobs) would be due to demographic trends, not growth.

Chapter 3: The Local Economy

The health of a community is often measured by its economic activity. Income and employment, in addition to describing the nature of the population, can be indicators of the demand for housing, recreation, social, and cultural services. This chapter reports on the economy from two perspectives: statistical information and local business issues.

Individual and Household Income:

The most conventional measure of the town's economic health is the income of its individuals and families. The Census reports two basic types of income measures: "per-capita income" which is simply the aggregate income of the town divided by its population, and "household income" which is the income (usually the median) of the households within the town. The latter is more helpful from a planning perspective.

Regional Snapshot: Per Capita Income			
<u>Town</u>	<u>1990 PCI</u>	<u>2000 PCI</u>	<u>% change</u>
Belgrade	\$ 14,633	\$ 20,407	39 %
Fayette	\$ 12,049	\$ 17,903	49 %
Manchester	\$ 17,410	\$ 28,043	61 %
Mt. Vernon	\$ 11,994	\$ 19,668	64 %
Readfield	\$ 14,915	\$ 20,707	39 %
Winthrop	\$ 15,413	\$ 19,447	26 %

One use of per capita income is comparison among towns. Readfield had a per capita income (PCI) in 2000 (technically, income received the year before the Census, or 1999) of \$20,707, second among neighboring towns with the exception of Manchester. Readfield's income profile most closely

resembled Belgrade's. Several neighboring towns have been experiencing faster income growth. Kennebec County in 2000 had a PCI of \$18,520 while Maine overall had a PCI of \$19,533, so Readfield is ahead of the curve on both counts. During the decade inflation ran at 32 percent.

Household income represents the actual budget that most families have to draw from. Two factors distinguish it from per capita income: 1) decreasing household size over time, and 2) changes in the number of members of the household with income. How Readfield's household income has changed over time is illustrated in Figure 3-1. The breakdown of income levels is displayed in Table 3-1.

Readfield's median household income in 2000 (1999 income) was \$48,893. This is not a dramatic increase from the 1990 figure (\$36,536) once inflation is added in; in fact, it is only about one percent. But Readfield's income levels are rising faster than the county's, which actually took a five percent loss after accounting for inflation.

When calculating the affordability of housing an amount of only 80 percent of the median household income is used. In Readfield this comes to just over \$39,000. The closest break point in the Census is \$35,000. Two hundred seventy seven households earned under \$35,000.

Table 3-1
Household Income by Category, 2000

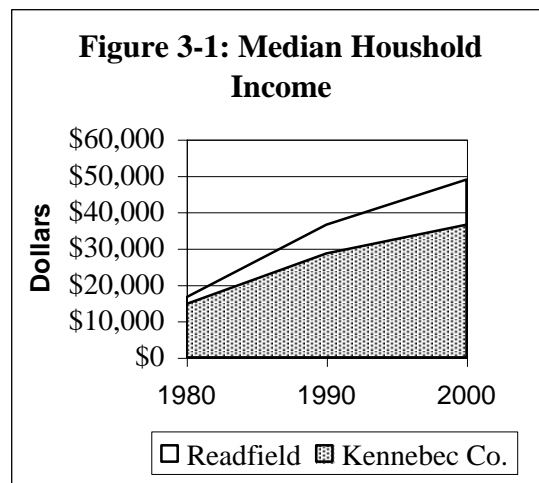
<u>Range</u>	<u>Number</u>	<u>Percentage</u>
Less than \$10,000	39	4.5
\$10 – 25,000	100	14.8
\$25 – 50,000	289	33.4
\$50 – 100,000	324	37.5
\$100,000 & over	93	10.7

Source: US Census

The Census identified 187 households with social security income – about 22 percent of the total. It also identified 153 households with retirement income. There is probably significant overlap between the two. The Census identified only eight households with public assistance income.

Labor Force Participation:

The labor force refers to the number of people either working or available to work within the working-age population. For the purpose of the Census, the working-age population is everyone over age 16 including those of retirement age.



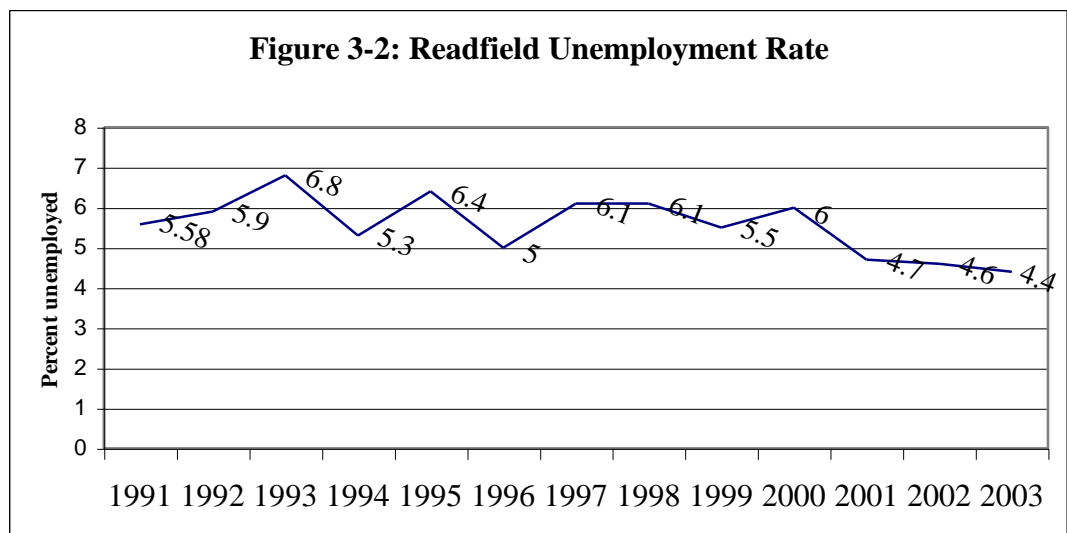
In 2000 Readfield's labor force consisted of 1,252 people, 71 percent of the working-age population. That included 571 women and 681 men. There were 865 households in Readfield so that means an average of 1.45 workers per household. Put more practically, every second household in Readfield was a two-worker family. This was somewhat higher than the Kennebec County average of 1.26 workers per household, which may help to explain Readfield's higher income levels.

Readfield had a significant number of "working spouses." In fact, the percentage of women in the workforce was just slightly below the percentage for men, which was 65 percent. This was actually down a little from 1990 when both the percentage of women and the overall percentage were about five percent higher.

Being in the workforce is not the same as being employed. According to the 2000 Census, 55 people in Readfield were unemployed (22 women) for an unemployment rate of 3.1 percent. In 2005, the unemployment rate was 4.5 percent.

Unemployment is better reported by the Maine Department of Labor, which considers monthly surveys. Figure 3-2 displays the unemployment trend in Readfield over the past decade.

As can be seen from the chart, Readfield's recent unemployment trend peaked around 1993 consistent with the state as a whole. Since then, it has been gradually declining.



In 2003 the Maine Department of Labor (DOL) estimated there were 1,356 persons in the labor force, and in 2000 DOL estimated there were 1,312 persons in the labor force—Readfield’s labor force increased by about 15 workers per year between 2000 and 2003. This was a slight decline over the ten-year average increase of 20 workers per year. (In 1993, Readfield had 1,157 in the workforce.)

Readfield is one relatively small player in the region and that must be considered in any economic development analysis. The Augusta Labor Market Area (LMA) had a labor force (in 2002) of 46,980; Readfield’s share was only 2.8 percent. The Augusta LMA had an unemployment rate of 4.1 percent in 2001; Readfield was a little higher in that regard. That may be related to the fact that Readfield had a higher worker-to-household ratio than the region as a whole.

Readfield is a net contributor of workers to the regional economy as are all small towns in the area. Augusta is the only net importer of workers. At the 2000 Census, 379 Readfield residents worked in Augusta, by far the greatest draw, the only other significant one being Winthrop, at 59 workers. That means 30 percent of Readfield’s workers commuted to Augusta. Plenty of workers appeared to go in other directions though: e.g., 49 to Lewiston or Auburn, 29 to the Portland area, 38 to Monmouth. This probably explains why the average commuting time for Readfield workers in 2000 was 25.6 minutes, up from 22.5 minutes in 1990. The 2000 Census found that 325 residents worked right in town. Readfield participates in a regional economic development initiative as a member of the Kennebec Regional Development Authority (FirstPark) and other regional development organizations.

Job Types:

Table 3-2, below, lists the occupational categories of Readfield workers in 1990 and 2000. Unfortunately, as the economy changes, so do job descriptions, and many occupations today weren’t even considered a decade ago. For this reason, the Census is constantly changing the way it classifies the thousands of different occupations it must cope with making the categories difficult to compare from one decade to another.

Table 3-2
Occupational Profile of Readfield Workers, US Census: 1990 and 2000

Occupation	1990	Percent of total	2000	Percent of total
Executive and Managerial	201	17.8	585	48.9
Professional	263	23.3	*	
Sales	86	7.6	218	18.2
Administration and Support	193	17.1	*	
Service	67	5.9	155	12.9
Farm and Forestry	36	3.2	7	0.6
Skilled Labor	106	9.4	232	19.4

* Category eliminated and combined with others in 2000 Census

Nearly half of Readfield’s workers were executives and managers, a category that now includes professionals. This was an increase over the 1990 figure and a lot higher percentage-wise than for Kennebec County where only 33 percent were in those occupations. “Sales” looks as if it made a big jump, but it now includes most of the former “Administration” jobs. The remainder went to

“Skilled Labor.” The other big gainer went to service occupations, but this is a catchall, which includes auto mechanics as well as hotel clerks.

Census 2000 also classified workers by the industry of employment (Table 3-3, below). This is not as good as describing a person’s actual job because a factory, for instance, may have secretaries, managers, sales staff and skilled machinists all together, but has the advantage of gauging which sectors of the economy are doing well and the added advantage that the Maine DOL uses this classification for its annual updates.

Table 3-3
Industrial Classification of Readfield Workers, US Census: 1990 and 2000

Industry of Employment	1990	Percent of total	2000	Percent of total
Construction	52	4.7	98	8.2
Manufacturing	142	13.0	121	10.1
Wholesale and Retail	151	13.8	149	12.5
Services (exc. Health, Education)	205	18.7	274	22.9
Health and Education Services	298	27.2	396	33.1
Agriculture and Forestry	37	3.2	16	1.3
Public Administration	120	10.9	103	8.6

The data illustrates that the major growth industry is the service industry with 56 percent of all jobs. The town gained 98 jobs in health and educational services alone another 69 in other services. That is almost double the total number of new workers that were gained in the decade. The workforce was not only growing; it was changing. A few percentage points were lost in the manufacturing, trade and public administration sectors. These figures are fairly consistent with more recent numbers for the Augusta Labor Market Area except that more of Readfield’s workers are in health and education services and fewer were in manufacturing and trade.

These figures have implications for local or regional economic growth. Manufacturing, for example, grabs the headlines when another plant shuts down. Yet, it is clear from the figures that manufacturing provides for only a tenth of the economy. Readfield’s strength is in health and education jobs which, fortunately, are growth sectors both regionally and nationally. That means Readfield is in a good position to take advantage of foreseeable economic trends though on a regional basis rather than locally.

Another measure of how likely the town is to progress economically is the educational attainment of the populace. Jobs that require mastery of math, science and special skills are more likely to flow to areas with higher educational levels. College graduation is a basic requirement for many

Regional Snapshot: Graduates -- 2000		
Town	High School	College
Belgrade	89.7	21.8
Fayette	87.9	17.2
Manchester	91.8	36.7
Mt. Vernon	88.0	27.8
Readfield	92.0	40.8
Winthrop	85.0	26.7

professional, managerial and educational professions. And wages are higher for jobs demanding higher educational attainment.

Post-secondary educational attainment in Readfield is exceptional. Over twenty-five percent of the adult population had a 4-year degree; another 15 percent had graduate degrees, for a total of 40.8 percent with

four or more years of post-secondary education. This was an improvement over 1990 when only 1/3 of residents had bachelors, masters, or PhDs. And it is well above the average for Kennebec

County (20.7 percent) and Maine (22.9 percent). In fact, no other town in Kennebec County even approached Readfield's college graduation rate – only Manchester was even in the 30 percent range. Readfield's 92 percent high school graduation rate was also impressive exceeded in Kennebec County only by a 92.5 percent rate in Hallowell (not shown).

Readfield's Local Business Climate

The retail/commercial economy in Readfield is comprised of small businesses primarily in the service and retail sectors that serve the needs of Readfield residents. The major retail/ commercial centers are in the 3 villages: the Corner, the Depot and Kents Hill. These centers have historically played the role of small villages serving the needs of those people living in the outlying areas of town and nearby. The Depot, as a railroad depot, also historically served as a transportation hub into and out of the community.

Taxable consumer retail sales in Readfield grew from \$3.35 million in 1985 to \$4.38 million in 1990, but dropped to \$3.68 million in 2000. Increases in population generate local spending activity, which in turn may support more retail and service sector activity; however, a greatly enlarged retail sector in Augusta is likely the cause of Readfield's recent downturn.

In response to a perceived shortage of local commercial and employment opportunities, Readfield created an Economic Development Committee in 2005. Initial work by the committee has focused on evaluating the current business climate and opportunities for growth.

The listing of Readfield businesses in Table 3-4 was developed in 2008 with the assistance of the Readfield Business Alliance. It shows generally the same as what the statistics suggest – that Readfield has a lot of home-grown, small businesses offering a variety of services but little in the way of outside employment. The addresses represent an assortment of locations throughout town. The largest non-education employer – Saunders Manufacturing – is located on Nickerson Hill Road, a mile off Route 17 outside of the village.

Table 3-4
Readfield Business Directory

Lakeshore Books	Used Books	South Road
Keith Leavitt	Artisan: Metal Sculptor	South Road
Maranacook Motors	Auto sales/repair	
Maranacook Inn B&B	Bed & Breakfast	Main Street
Shear Country	Beauty/Hair Salon	Church Road
Barcode Property Mgt.	Business Service	Torsey Shores Road
TC2 Consulting Services	Information tech. consulting	Thundercastle Road
Lori Douglas Clark	Business Service	Winthrop Road
Common Sense Computing	Business Service	Main Street
SCORE	Business Service	Old Kents Hill
Stewardship Financial	Business Service	Prosperity Lane
Globeshoppers [Carl White]	Business Service	Plains Road
Public Information Resource [Ken Keene]	Business Service	Old Stage Road

Resource Connections [LLC]	Business Service	Gorden Road
Dave Barker	Construction	South Road
TA Dunham & Sons	Construction	Main Street
Harriman Builders	Construction	Winthrop Road
Maranacook Masonry	Construction	Main Street
Kents Hill School	Education	Main Street
Beauleau Electric	Electrician	South Road
MaineEntertainment	Sound/Entertainment Systems	Beaver Dam Road
William Rourke	Excavating	South Road
Maranacook Market	Convenience Store	Route 17 Main St.
Readfield Family Market	Convenience Store	Route 17 Main St.
Kents Hill Lumber	Retail Building Materials	Main Street
Saunders Manufacturing	Manufacturing	Nickerson Hill Road
Bob White Plumbing. & Heating	Plumbing/heating contractor	South Road
Potter Plumbing	Plumbing	Main Street
Weathervane	Restaurant	Main Street
Maranacook Yarns	Yarn	South Road
Gardiner Savings Bank	Banking	Winthrop Road
Pinetree Studio	Weaving	North Road
Northstar Productions	Sound Recording	Winthrop Road
The Friendly Parlor	Hair Stylist	Winthrop Road
DARCO Engineering	Consulting Engineer	Church Road
David Buker	Surveyor	Fogg Road
Dalton Reed	Pick-Your-Own Raspberries	Berry Road
John Cushing	Excavating/earthworks	Roddy Lane
Clark's Custom Cabinetry	Custom Cabinetry	Main St.
Galouch Woodworking	Woodworking	Main St.
David Hepfner	Boat Building/Restoration	Thundercastle Rd.
Cameo Caterers & Cookie Bouquets	Catering	Church Road
Emporium	Seasonal Restaurant	Main St.
Fred Zikowitz	Builder	Church Road
Steve's Small Engine	Small Engine Repair	Church Road
Merrill Harris	Trucking Broker	Sturtevant Hill Road
Steve Down	Site Evaluator and PE	Old Kents Hill Rd.
Best Way Wood Heat	Wood Furnaces	Old Stage Road
Central Maine Forestry	Forestry consultant	Church Rd.
Ed's Small Engine Repair	Small Engine Repair	Sadie Dunn Rd.
Reay Excavating	Excavating/earthworks	Main St.
Ken's Drag-In Auto	Used Auto Parts	Gordon Rd
Mace Lumber Company	Sawmill	Main St.
Maine Support Network	Education Consultants	Church Road
Mid-State Steel Building Erectors	Construction/Contractor	Plains Road

Misty Auto Body	Auto Body Repair	Ledge Hill Terrace
Reliable Home Inspections	Home Inspections	Berry Road
Perrow Audio Productions	Recording Studio	Morgan Lane
Sonny's Seafood	Take-out Seafood, Bait Shop, Deer Proc. /Tagging	Main Street
Bryant Real Estate Agency	Real Estate	South Road
Dennis Bruen	Excavator	Mace's Camp Rd.
Oral Tibbitts	Disability Specialist	Mooer Road
Brian Baggott	Farm	Route 17
Craig DeRosby	Horse Farm/Stables	Chimney Road
Lee Mank	Auto Repair	Main Street
James Freeman	Auto Repair	Stanley Road
Elvin Farms	Farm	Lane Rd.
Scott Lucas	Used Auto Parts	Plains Road
Cyrus Whitcomb	Used Auto Parts	Whitcomb Drive
Ian Cundiff	Plumbing	Plains Road
Mariner Tower	Telecommunication Tower	P-Ridge Road
Marie's Whole Foods	Health Foods Retail Store	Main St.
David Morrow	Electrician	Church Road
Strong Electric	Electrical Contractor	P-Ridge Road
The Computer Department	Computer Sales & Service	Church Road
The Apple Shed	Baked goods, sandwiches	Main St.
The Artisan's Barn	Retail Outlet: Artisan Coop	North Road
Matthew's Furniture	Furniture Manufacturer	South Road
Brann Day Care	Child Care Provider	Luce Road
Building Bridges Childcare	Child Care Provider	Kents Hill School Campus
Kathleen's Day Care	Child Care Provider	Marden Road
Readfield Elementary School After School Day Care	Child Care Provider	South Road
Little Ones Playcare	Child Care Provider	Winthrop Road
Readfield Massage [Barney Dubsky]	Health Services	Luce Road
Navin's Thai Massage [Rabin Vong]	Health Services	Torsey Shores Road
Mother Mabel's LLC [Karen Barton]	Manufacturer	Morrill Road
Edgar Clark & So	Manufacturer	Chimney Road
Simmons Trucking	Refuse Removal	Frost Lane
K's Custom Embroidery [Kristie Hutchinson]	Custom Embroidery	Giles Road
Forest Mathieu Driving School [Betty Vigue]	Driver Education	South Road
A Vintage Touch [Julie Cundiff]	Framing, art sales, conservation	Plains Road
Readfield Truck & Auto [Matthew Curtis]	Heavy Equipment Repair	Terrace Road

Practical Pilgrims [Suzanne Lovering]	Garden Art & Sculptures	McKenny Road
SE Couture Construction [Scott E. Couture]	Custom Carpentry	Morrill Road
Dupont Homes [Jeffrey Dupont]	Distributor of custom modular homes	Marden Road
FB Jacking and Levelling [Mike Fleury]	Jacking and leveling of camps	Mountainview Lane
True's Dry Wall [Dean True]	Drywall Work	Sadie Dunn Road
Reny's Yard Care [Paul Reny]	Yard Work	South Road
Shamrock Stoneworks	Hardscaping, Landscaping	Kentwood Drive
All Loons Camps & Cottages [Steven Mairs]	Lakefront vacation rentals	Torsey Shores Rd.
Lakeside Property Management, Inc. [Rachel Stevenson]	Camp and Cottage Rentals	36 Morrill Road
Kents Hill Self Storage [Steve Monsulick]	Self Storage	Main Street
Kasie-Jo, Inc. [Keith Ladner]	New Roofs, Roof Repair	Gay Road
J. Q. Builders	Building Contractor	Sturtevant Hill Road
Your Maine Connection	Technology Consultant	7 Thundercastle Road
Debbie's Quilts	Quilt-making	789 Main Street

Regulation of Economic Development:

Readfield's current land use ordinances allow small-scale commercial or industrial development in two districts within the town: the *Village District* (Readfield Corner and Readfield Depot) and the *Rural District*, which is the town's largest district, and is principally located in the northeast and southwest quadrants of the community. Any commercial or industrial development (building) exceeding 5,000 square feet in either of these districts must be in a special “floating” zone described in the Land Use Ordinance. Provisions require that the zone be approved by Town Meeting.

A growing trend in commercial development is the incidence of home occupations, which are allowed in many locations throughout town. The Code Enforcement Officer estimates that there are an average of five to six new home occupations permitted every year in Readfield. Currently, home occupations are separated into two tiers:

- Low Impact home occupations can have no more than two outside employees and must be carried out within the confines of the residence. Permit applications are reviewed and approved by the CEO.
- High Impact home occupations may have up to six outside employees. They may be carried out outside the primary residence. The Planning Board reviews these applications.

All home occupations are reviewed according to a set of standards in the Land Use Ordinance intended to ensure that they do not disrupt the residential nature of the areas they occupy. The two-tier system has been criticized as unwieldy and not allowing businesses to develop.

The results of the 1991 Community Survey suggests that most residents do not want to see large scale economic development in town, but do support the development of smaller retail and service facilities. The survey results indicate that residents do not favor the development of heavy industry, mini-malls/strip malls, business/industrial parks or motels. They do, however, favor encouraging or allowing light industry, retail shops like drug stores and hardware stores, legal/accounting services, coffee shops/restaurants and bed and breakfast establishments. Survey respondents were split over banks and laundromats.

Economic Growth Projections:

Population projections for Readfield forecast a growth rate of 25-26 persons per year, or an increase of more than 250 people over the next decade. But growth in population does not happen in a vacuum; it affects and is affected by growth in jobs and housing. In fact, according to one of the hypothetical growth scenarios (“slowing growth”), even with an unchanged population in 20 years, there will still be a demand for an additional 48 jobs in the local economy.

The rationale for job growth is based on the number of workers per household, currently 1.45 in Readfield. As household sizes continue to shrink, the number of jobs needed to support the overall population grows proportionately. Population growth just adds to the demand.

The three scenarios developed in Chapter 2 peg job growth over the 20-year period (2000-2020) as follows:

- Slowing growth scenario: 48 jobs
- Current growth scenario: 313 jobs
- Fast growth scenario: 435 jobs.

These projections mean a job growth rate of between 2.4 and 22 jobs per year with the high end being much more likely. As calculated earlier in this chapter, the current growth rate is between 15 and 20 workers per year meaning that the current job creation rate is adequate to support growth.

Because Readfield is a small part of a regional economy, it is likely that most of these jobs will not need to be created within Readfield. Under the “current growth” scenario, (and 1990 ratio) about 75 new jobs would be required in Readfield, the other 237 in Augusta or elsewhere. This will have impacts on public services including the transportation system. Route 17, the major commuter route to the Augusta-Gardiner-Manchester area, carried 5,640 vehicles per day in 2001, an estimated 620 of those during the evening rush hour. An addition of 237 commuters would result in an almost 40 percent increase in rush hour traffic other things being equal.

Summary of Analysis:

Readfield’s labor force grew by 200 workers between 1993 and 2003 with the unemployment rate dropping from 6.8 to 4.4. That indicates a healthy local economy. The largest local employers

are the public schools, the private Kents Hill School and Saunders Manufacturing Company. By far, however, most residents work in a community other than Readfield generally in the Augusta area. In recent years there has been a significant increase in home occupations.

Readfield has a small manufacturing base as well as independent workers and service providers. More than 100 small commercial establishments are located in town. Most Readfield residents do not want large-scale economic development in town. Nevertheless, the growth in demand for jobs, concern over increasing commuting pressures and the lack of opportunities and developable areas in town suggest the need for local measures including local investment in economic development infrastructure for small business and clean, light industry. The town also participates in several regional economic development initiatives.

Clean, light industry involves manufacturing, packaging, processing or assembly of finished products from previously processed materials. It does not include the processing of raw materials, the generation or use of extremely hazardous materials or salvaging operations. The facility, including storage of material and equipment, must be consistent with existing community character. Its activity should be conducted substantially within buildings and must limit the potential nuisances of noise, odor, air and water pollution beyond the property's boundaries.

Economic activities provide goods and services used by the residents of the community as well as local jobs. At the same time they can have undesirable impacts on neighboring properties and the environment such as noise, dust, litter, traffic, visual degradation or loss of privacy. Mitigating these impacts will protect both parties and assure that existing community character is maintained.

Among area towns, Readfield follows only Winthrop in regard to providing local job opportunities for its residents. The major service and retail centers of town are in the villages.

Goals and Policies

<p>Goal: Allow for new commercial, service and clean light industrial growth in designated areas to diversify the Town's tax base, promote local job opportunities and make important services available for local citizens. The scale of new uses should be in keeping with existing community character.</p>

Policies:

- 3.1 Review and revise town ordinances, as appropriate, to encourage the establishment and operation of businesses within the parameters of other municipal goals.
 - Maintain provisions that allow legally existing nonconforming industrial and commercial activities to continue and expand current operations with a cap of 100 percent expansion over the 1998 level.
 - Direct industrial, commercial (excluding home occupations) and retail land uses to village or commercial/industrial area and away from incompatible land uses.

-
- Maintain performance and design standards for commercial and industrial developments in the Land Use Ordinance. These standards should assure that development subject to review is well planned, minimizes environmental impacts, makes good use of the site, provides adequate and safe vehicular access and protects adjacent residential neighborhoods and commercial establishments.
 - Maintain the provision that non-conforming uses may be changed to other non-conforming uses provided the level of non-conformity is not increased and performance standards are met.

3.2 Encourage the development of new, small business, which includes essential services (such as home health care), as well as seasonal and tourist-related businesses.

- Continue to allow nursery schools and day care facilities throughout the town.
- Eliminate the current system of review and approval of home occupations. Elements of a new system should include:
 - Annually license home occupations rather than permitting.
 - Continue to require that home occupations retain the residential character of the neighborhood in which they are located.
 - Prohibit certain activities as a home occupation.
 - Make certain operating standards (e.g. pollution) are applicable to all activities.
 - Have the CEO handle all licensing.

3.3 Appoint an Economic Development Committee to address issues related to the establishment and growth of local, small business.

- Continue to support an Economic Development Committee.
- Initiate a study and proposal for the siting and infrastructure for a new small business development area.
- Implement the recommendations of the *2004 Readfield Corner Revitalization Study* to make new commercial development in the village districts more attractive.
- Investigate avenues for greater small business assistance including financing, technical assistance or incubator facilities.
- Support development of information and communication technology needed by small business.

Chapter 4: Housing Opportunities

The Existing Housing Stock

Census figures indicate that Readfield had 900 year-round housing units in 2000, an increase of 18 percent over the 765 year-round housing units in 1990. During the same period, seasonal housing units increased by only 4 percent from 238 to 248.

Ninety percent of Readfield's housing in 2000 was single-family detached. The second most common housing type was mobile homes (4.8%), though that percentage shrunk considerably during the 1990s. Multifamily units made up only about 4.5% of the housing stock, while single-family attached units accounted for just 1%. See Table 4-1.

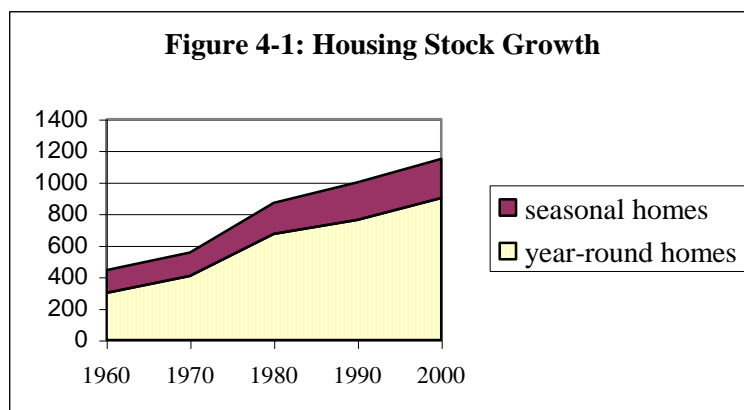
Table 4-1
Housing Units, 1960-2000

Year	Housing Units	1 Unit/ Structure	2-4 Units/ Structure	5-9 Units/ Structure	10+ Units/ Structure	Mobile Homes
1960	443	425	30	0	0	4
1970	406 (a)	338 (a)	29	0	13	26
1980	870	735	29	4 (b)	0	102
1990	1,003	877	28	0	2	96
2000	1,148	1,044	49	0	0	55

(a) Year round units only (b) each with 5 or more units

Source: U.S. Census

Between 1960 and 2000 the town's housing stock almost tripled - an average of 17.6 units per year over forty years. A significant increase in the number of manufactured housing units occurred in



the decade from 1970 to 1980, corresponding with their emergence as an alternative and affordable housing type. By 1980 mobile homes made up 11.7 percent of Readfield's housing. But by 2000 they had dropped back to five percent.

Between 1960 and 2000 the percentage of seasonal units in relation to total housing units

decreased from 33% to 21.6% (See Figure 4-1). Such a decrease can be attributed to three factors. First, as Readfield shifted from a recreational community to a suburban one, the percentage of seasonal housing starts decreased. Second, as the development and value of lake frontage increased, conversions from seasonal to year-round uses have become more common. Finally, development of shoreland property has declined due to a decreasing supply of affordable, undeveloped shoreline.

The number of multifamily housing units in Readfield increased dramatically during the 1990s. It is possible that this is a statistical anomaly (the town itself reported no new multifamily housing in the 1990s), or it could be that multifamily units were conversions of former single-family units that would not be considered new valuation for the town.

Regional Snapshot: Camps as Percentage of the Whole		
<u>Town</u>	<u>2000 camps</u>	<u>Percentage</u>
Belgrade	774	39 %
Fayette	254	37 %
Manchester	168	14 %
Mt. Vernon	320	33 %
Readfield	248	22 %
Winthrop	451	15 %

Local records can provide information about what has occurred since 2000. New housing is reported through two sources. Municipal Valuation Returns (MVR) prepared annually by the Town Assessor list *completed* housing units as added to the tax rolls. Between April 2000 and April 2004 the MVR reported 63 single-family homes and four mobile homes resulting in a rate of 16.7 new units per year since 2000. Building Permit data consists of units that *will be built*. Over the same 4-year time period, the town permitted 96 units of which three were never built, eight were new mobile homes and five were replacements. This results in a figure of 88 new units permitted over the four years – 22 per year. Either of these averages are an increase from the 14.5 units per year of the 1990s. Up to date information shows that the actual net change in housing units from 200 to 2006 resulted in 76 new single-family units and five new mobile homes, with no net increase in multi-family or seasonal housing.

Regional Snapshot: Occupancy	
<u>Town</u>	<u>Percent Owner-occupied</u>
Belgrade	85.5 %
Fayette	91.6 %
Manchester	86.7 %
Mt. Vernon	86.1 %
Readfield	88.1 %
Winthrop	75.9 %

Housing Tenure and Vacancy:

According to the 2000 Census, 764 units, or 88.1% of occupied housing units, were owner-occupied and 103 units, or 11.9 %, were rented. This breakdown in tenure reflects a generally stable pattern since at least 1960, and a slightly higher ownership rate than most neighboring towns. Readfield has a relatively low three percent vacancy rate. See Table 4-2.

**Table 4-2
Readfield Housing Tenure and Vacancy**

<u>Year</u>	<u>Total # Units</u>	<u>Owner Occupied</u>	<u>Renter Occupied</u>	<u>Vacant Year Round</u>	<u>Vacant Seasonal</u>
1960	443	239	50	10	144
1970	554	309	72	25	148
1980	870	555	91	26	198
1990	1,003	649	73	39	238
2000	1,148	764	103	33	248

Source: U.S. Census

Housing Condition:

While Readfield has had instances of poor housing conditions, by and large it has always been in better shape than other Maine municipalities. In 2000 the proportion of housing with indicators of substandard conditions whether old, lacking a bathroom, or overcrowded, was lower than for statewide. Table 4-3 presents indicators of what may be substandard housing conditions in town.

Table 4-3
Housing Conditions in 2000

Structural Conditions	Readfield	Kennebec County	Maine
“Pre-war” (1940 and older)	24.9 %	28.5 %	29.1 %
Lack complete plumbing	0.5 %	0.7 %	0.9 %
Lack telephone service	0.7 %	1.3 %	1.3 %
Overcrowded (More than 1 person per room)	1.0 %	1.4 %	1.3 %

Source: U.S. Census

The town prepared a Community Development Block Grant (CDBG) application in 1991 for rehabilitation of substandard housing. The housing survey at that time contacted 70 households to identify housing conditions. "Twenty-five dwellings with the most serious conditions are individually featured in a notebook," stated the application. A follow-up survey of 22 units in the targeted area indicated problems with "electrical services below 100 amp, lack of central heating, little or no insulation, substandard chimneys, plumbing deficiencies, deteriorated and/or leaking roofs, cellar drainage problems, failing septic systems, and some structural integrity issues." Thirteen years later the town's CDBG Committee estimated that at least 30 units in the town have deficiencies.

Another way to assess housing conditions is through the age of the housing stock. There is not a direct correlation because many older houses are well kept, but the data does provide some indication that there may be problems. As of the 2000 Census, 45.3% of all year-round units were 60 or more years old versus 13.5% of units that were less than 10 years old. Pre-war homes in Readfield constitute a considerably smaller percentage of the whole than in Kennebec County or the State. Older homes, while posing a potential “quality problem” if they do not meet modern electrical, plumbing, and energy codes, add to the character of the community in a way that newer housing seldom does.

Housing Value and Affordability

“Affordable housing” does not imply that all people regardless of income have a right to any type of housing in all locations. Affordability is considered important because it measures the extent to which people from diverse economic backgrounds can reside in a community.

Readfield homeowners, like many in Maine, have seen property values rise erratically for the past twenty years. Between 1980 and 1990 the value of a “specified” (Census term, meaning owner-occupied, stick-built, on less than ten acres) home more than doubled from \$42,200 to \$94,200. Since the inflation rate only rose 60 percent over that decade, homeowners came out ahead. Between 1990 and 2000, however, home values rose only 11 percent to \$104,900. Inflation over that period was 32 percent, so homeowners lost a bit.

Still, however, property values in Readfield are above the average in a fairly affluent region, trailing only Manchester. The average home value for Kennebec County in 2000 was \$87,200 (20 percent lower than Readfield's), for Maine, \$98,700.

Regional Snapshot: Home Values	
<u>Town</u>	<u>2000 Home Value</u>
Belgrade	\$ 99,400
Fayette	\$ 95,300
Manchester	\$124,300
Mt. Vernon	\$ 90,500
Readfield	\$104,900
Winthrop	\$ 97,300

According to figures from the Maine State Housing Authority (MSHA), the median price of all homes sold (22 sales) in 2002 was \$99,450. That is lower than the 2000 Census report. But these data are based only on sales during 2002, a small sample size. The same report shows that home sales in 2000 and 2001 averaged \$103,000 and \$111,000, respectively, which corresponds roughly with the Census-reported median value of \$104,900.

The price of a home is not the only determinant. Affordability – the relationship between housing cost and ability to pay – is a major issue in many parts of Maine, and a goal of the state's Growth Management Law. MSHA calculates that a home affordable to the median-income household in Readfield was \$157,134 in 2002. MSHA bases this figure on estimates of median income at \$57,800. These estimates are quite high compared to the Census. If the 2000 Census figure was factored for inflation, it would come to \$51,800, resulting in an affordable home of \$137,000. According to the 2000 Census, more than 76 percent of the homes in Readfield are worth less than \$150,000. These figures indicate that well over half the homes in Readfield are affordable, but illustrate the pitfall of using the town's own housing and income figures to assess affordability. The average home may be well within the means of the average resident, but unattainable for a sales clerk or office worker making only \$15/hour.

The Census further illustrates the relationship between housing costs and the ability to pay, counting those households in Readfield that pay more of their household income towards housing costs than they should. Table 4-4 below, shows those figures for 1990 and 2000. The data indicates that the percentage of population paying over 30 percent of their income on housing costs has declined slightly for homeowners and declined significantly for renters since 1990. This is consistent with housing values not keeping up with inflation. Nevertheless, roughly one out of seven homeowners is below that "affordability" threshold.

Table 4-4
Housing Costs as a Percentage of Income, 1990 and 2000

Percentage of Monthly Income	1990 #	1990 %	2000 #	2000 %
Owner – ownership costs				
Less than 20 percent	251	62 %	280	58 %
20 to 30 percent	90	22 %	130	27 %
More than 30 percent	61	16 %	69	14 %
Renter – gross rent				
Less than 20 percent	2	7 %	39	62 %
20 to 30 percent	7	25 %	18	29 %
More than 30 percent	19	68 %	6	9 %

Source: US Census

The figures for renters may be suspect. They are based on statistical samples, and the renter population may have been too small to accurately depict the situation. And, like owner-occupied homes, there are indications that recent rental properties have been “built for the market” - that is, they are expensive but intended for upper-income tenants. Generally, renters have more trouble with housing costs than owners. An affordable rental for the median income household in Readfield would be approximately \$1,200/month. The median rent paid in 2000 was \$604.

Using only these figures, Readfield is significantly more affordable than all its neighbors. Even in Kennebec County, 26 percent of all households pay more than 30 percent of their income for housing costs. According to MSHA’s 2002 figures, the average Kennebec County home is a lot cheaper than in Readfield at \$89,900, but the “affordable” home price is way less at \$109,538. In the Augusta Housing Market Area (as defined by MSHA), an affordable home is \$117,762 and the median home sells for \$93,900. Needless to say, the difference is not in the fact that Readfield’s housing is cheaper, but that incomes in Readfield are much higher.

Regional Snapshot: Affordability	
<u>Town</u>	<u>2000: Paying more than 30% Of Income on Housing</u>
Belgrade	23.2 %
Fayette	21.6 %
Manchester	20.6 %
Mt. Vernon	22.4 %
Readfield	13.2 %
Winthrop	21.6 %

Number of Very Low, Low, and Moderate Income Households and the Need for Housing

Despite the overall affordability of housing in Readfield, it is important to recognize that certain segments of the population, particularly the elderly and young families, will increasingly have problems finding a place to live in Readfield, particularly with the small number of rental units and mobile homes. MSHA estimates that 242 households in Readfield cannot afford the median-priced home. Of course, these are current residents, who either already own their home or are renting. The primary reason why the statistics demonstrate that Readfield does not have an affordability problem is that the town’s incomes are so far beyond others. What this actually says is that Readfield’s housing prices preclude lower-income households from relocating to Readfield and have for some time.

According to MSHA records, 18 percent (161) of the households in Readfield are elderly households. Of those, 88 (55%) have incomes below 60 percent of the median. Ninety-four percent of elderly households own their own homes.

As of 2002, MSHA estimated that there were:

- 90 very-low income households (under \$17,600), including 27 renters,
- 185 low income households (\$17,600 to \$29,400), including 46 renters, and
- 319 moderate income households (\$29,400 to \$47,000).

In all cases, seniors accounted for 35-40 percent of the total.

A "very-low income" household can "afford" a gross rent of no more than \$440, or a home priced at no more than \$50,000. A "low income" household can "afford" a gross rent of up to \$735, or a home priced at less than \$82,300. A "moderate income" household can "afford" a gross rent of \$1,175, or a home priced at less than \$131,600.

MSHA has several programs aimed at increased affordability and home ownership. MSHA's "First-time Homeowner's Program" has been used in Readfield with a total of 17 participants between 1998 and 2002. That is 11 percent of the total 151 homes sold during that period. MSHA also estimates renter households that need assistance making just 50 percent of median income. MSHA estimates there were 38 families in 2002 including 8 seniors that were renter households. There were three subsidized rental units available. That leaves an unmet demand of 35 subsidized rental units.

An Elderly Housing Market Study prepared in 1991 to assess the demand for 10 to 12 units of subsidized rental housing for elderly households indicated:

Currently, there are no subsidized housing projects for families or elderly households in the market area [Readfield, Fayette, Mount Vernon, Vienna, Wayne]. At that time, the nearby communities of Manchester and Winthrop have a total of 40 units for elderly households and 49 units for family households. In Winthrop there are 10 names on the waiting list for 1-bedroom units, and 22 names on the waiting list for 2 bedroom units. In Manchester, Dirigo Housing Associates has approximately 84 families waiting for housing, and approximately 42 elderly households waiting for housing.

The Readfield Development Foundation feels that many elderly residents face the painful uncertainty of being forced by finances and poor health into moving from their homes. Given a choice, they would prefer to remain in the community where they have lived their lives. Local realtor, Gary Kelty has noted that he has seen many elderly moving out of the area simply because there are few options in the Readfield area for the elderly.

Additionally a report prepared by the Department of Human Services Bureau of Elderly and Adult Services estimated that Readfield has a market for 19 units of congregate housing.

In 2003 the town supported a grant application for funding under the Community Block Development Grant to do a more focused market analysis and proposal to site an elderly housing complex in the Readfield Corner area. The decision on that application required additional investment by the town for a public water supply and was therefore not pursued further.

Required Affordable Housing Goals:

State law requires that "the municipality seek to achieve a level of at least 10 percent of new residential development in the municipality, meeting the definition of affordable housing. Municipalities are encouraged to seek creative approaches to assist in the development of affordable housing, including but not limited to, cluster zoning, reducing minimum lot and frontage sizes, increasing densities and use of municipally owned land.

Housing Growth Projections:

According to the three scenarios developed in Chapter 2, future housing development will range from 96 units over the next 20 years ("Slowing Growth") to 400 units over the next 20 years ("Accelerated Growth"). The average number of new dwellings built in Readfield since 1990 has been about 17.

The majority of new homes in the future will be in the middle-to-upper price range based on recent history. This is based on anecdotal evidence, recent pricing trends, and the availability of

large lots for development. Fewer than one in ten new units since 2000 have been mobile homes and none have been multi-family. The more homogeneous the housing stock, the less diverse the community becomes. If all of the new housing is designed for middle-class families, the town will gradually lose young people, senior citizens and others who add to the community's diversity.

This trend requires increased attention to the affordable housing issue. Using the "Current Growth" Scenario, the town needs to develop about 1.5 affordable housing units per year, or about 15 units over a 10-year period. "Affordability", as previously defined, consists of a home priced under \$157,000, or a rental (including utilities) below \$1,200 per month. However, in Readfield's case, the town should seriously consider a much lower cost threshold – and a higher percentage of units in that range – if it desires a more diverse population including young families and seniors on fixed incomes.

Summary of Analysis

Readfield's housing stock grew by approximately 14% in the 1990s and slightly faster since 2000. Seasonal housing increased at a slower rate than year-round housing.

Readfield's housing stock remains overwhelmingly owner-occupied, single-family detached, although manufactured housing accounts for somewhere between 5% and 10%. The amount of new residential housing construction has increased slowly and steadily from 13.3 units per year in the 1980s to 14.5 units per year in the 1990s to over 16 units per year in the short period from 2000-2004.

Readfield's affordable housing issue is not adequately illustrated in a statistical analysis of its affordability. The stock definition of affordability in this town is pegged to a median income of \$57,000. That is a wage of \$28/hour. The town should try to promote housing that would be available to average workers making \$15-20/hour or less. For example, the average elementary school teacher in Readfield makes \$44,000 (much higher than many surrounding towns). Another way to approach affordable housing is to use the median income for the entire region (in this case, the Augusta Housing Market Area) as the measure by which to define "affordable."

There are also special needs among groups that must be recognized. Using the MSHA guidelines, particular affordable housing needs in Readfield can be summarized as follows:

- First-time homebuyers: approximately four units per year.
- Elderly, Low income renters: an immediate need for eight units.
- Non-elderly, low income renters: an immediate need for 35 units.

State law requires that "the municipality seek to achieve at least 10 percent of new residential development in the municipality, meeting the definition of affordable housing." This would translate into a goal of about 1.5 affordable housing units per year, or about 15 such units every ten years. The particular strategies the town chooses to address the affordability issue will reflect the level at which the town wants to be involved in the affordable housing effort.

Goals and Policies

<p>Goal: Strive for at least two new housing units per year to be affordable to households earning less than 80 percent of the median income for the Augusta Housing Market Area. In 2002 that would have meant single-family homes selling for less than \$95,000 or rentals with gross rent under \$840/month.</p>

Policies:

- 4.1 Work with local builders and developers to provide a diverse variety of new housing priced below the chosen affordability level.
- Allow the conversion of single-family homes in growth areas into multifamily units at greater densities than now permitted provided the capacity for such increased density is available.
 - Provide a system of development incentives for subdivision developers in growth areas to build affordable housing provided that legal mechanisms are in place to assure that the units remain affordable over the long term.
 - Consider a system to require subdivision developers in growth areas to provide at least some affordable housing units provided that legal mechanisms are in place to assure the units remain affordable over the long term.
 - Work with developers and interested groups to develop elderly housing accessible to town amenities. Add infrastructure that accommodates and encourages the development of elderly housing.
 - Establish a system for monitoring and reporting on the number of new housing units that meet affordability goals.
 - Continue to permit accessory apartments and two-family dwellings to meet the same dimensional standards as single-family dwellings.
- 4.2 Work with local, regional and other non-profit groups to establish housing opportunities outside the normal market rates.
- Encourage housing-mission groups such as the Maine State Housing Authority, Kennebec Valley Community Action Program and Habitat for Humanity to conduct activities in Readfield.
 - Seek partnerships with Manchester and other municipalities to pursue regional housing projects that will benefit Readfield citizens.
 - Review and modify ordinances, as needed, to provide appropriate locations and standards for nursing homes, boarding homes, congregate housing and housing for the elderly. Revise or eliminate standards that discourage these types of residential uses.
 - Facilitate the transfer or use of land, or provide other incentives for the construction or rehabilitation of affordable housing in town.

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- Support efforts to establish a local or regional non-profit organization for affordable housing.

Goal:	Maintain and, where appropriate, improve the quality of Readfield's housing stock.
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Policies:

4.3 Regulate the location and quality of mobile home parks.

- Allow mobile home parks within the Mobile Home Park Overlay District, only. Develop specific standards with regard to suitable locations within the Village Residential District.
- Require that mobile home parks be designed and sited to co-exist harmoniously with existing and projected surrounding development. Utilize roadway buffers, setbacks, landscaping and other buffering from adjacent residential uses.

4.4 Ensure the construction of good quality housing units.

- Continue to explore grant opportunities to improve the quality of the existing housing stock.
- Adopt an ordinance to set standards governing the conversion of seasonal into year-round dwellings and single-family into multi-family (or accessory) units.
- Provide written materials at the Town Office about the benefits of energy conservation, creative site and building design and the use of alternative energy technologies.
- Initiate preliminary actions in 2010 to implement the statewide Maine Uniform Building and Energy Code and fully implement and enforce the Code beginning no later than July 1, 2012.

Chapter 5: Public Facilities and Services

Town Government, Facilities, and Properties

General Government:

Readfield has operated under general statutory authority with a Select Board/Town Manager/Town Meeting form of government since 1967.

The Town Manager is employed full-time. In addition to his duties as manager, he is the appointed Road Commissioner, Treasurer, Tax Collector, Manager of the transfer station and General Assistance Administrator. Six full-time staff work at the town office.

Readfield's Select Board consists of five members elected to rotating 3-year terms. The appoints a 7-member, 3-alternate member Planning Board. Planning Board members are appointed for 5-year terms with no limit on the number of terms. The town also benefits from the services of a variety of other elected and appointed committees including the state-mandated School and Appeals Boards, as well as Budget, Roads, Recreation, Trails, Cemetery, Library, Economic Development, and Historical Records Committees and a Conservation Commission.

The Town of Readfield owns four principal buildings:

- Town Hall (Gile Hall) located on Old Kents Hill Road,
- Readfield Community Library on Route 17,
- Readfield Elementary School located on South Road, and
- Fire Station located adjacent to Readfield Corner on Route 17.

Town Hall (Gile Hall):

Gile Hall was constructed in 1834 and is in good condition. The first floor underwent renovation in 1997 including addition of handicapped access to the second floor via elevator. The renovation of the second floor of the Town Hall has been completed.

Community Library:

The Readfield Community Library was started in 1964 by volunteers from the *Little Town Club*, and was incorporated in 1976 as a private nonprofit organization. The Library was originally housed in a portion of the Alice Eaton Community House, which had been conveyed to the Little Town Club, and was moved in 1968 to Gile Hall. In 1989 the Library was returned to its present location in the Eaton Community House.

The 18th Century structure was renovated in 1989. The first floor was not designed for a load of book shelves and is under structural stress. The second floor is in poor condition and is not handicapped accessible. Overall, extensive renovations are needed. Parking is considered adequate though partially on abutting property not under the town's control.

In 1990 the town voted to turn control of the Library over to a Readfield Library Board. The present Library Board consists of 9 trustees who hold 3-year terms.

With the move out of Gile Hall came the need for a professional librarian, more volunteers and added hours of accessibility. The Library presently has one librarian working 20 hours each week and approximately 30 active volunteers. It is open 16 hours every week. Library hours include 2 evenings: Monday from 6:00 to 8:00 P.M., Wednesday from 2:00 to 8:00 P.M., Thursday from 10 AM to 12:00 PM and Saturday from 10:00 A.M. to 4:00 P.M. With 9,700 volumes on its shelves (about 3/4 of what Public Library Standards recommend), the Library currently circulates over 12,000 volumes per year. The Library also offers many community-based activities such as public computer access, children's summer reading program, poetry readings and Christmas Tree Lighting. Space needs in the Library are critical for the collection, display, seating and storage.

Taken together with building needs, serious consideration must be given whether to renovate or construct new, either as a stand-alone library or in conjunction with other municipal building needs.

Town Lands:

Town-owned property includes:

- The lots on which the Town Hall, Community Library, Elementary School and the fire stations are located
- The transfer station (former landfill site now closed-out)
- A small lot by the state-owned boat landing on Route 41
- 7 cemeteries
- Numerous recreation and open space properties (*see table 7-1, Chapter 7*)
- A fire pond on Route 41

The lot adjacent to the boat landing is small and in an environmentally sensitive area and is therefore most suitably left undisturbed as open space. The Town Farm/Forest is a parcel of approximately 100 acres and has been under a timber management plan since 1986 and initially involved extensive thinning. Because of the lot's remote location and difficult access, recreational uses of the parcel have not been emphasized. Two cross-county ski trails were cut on the property in 1991.

There are eight principal cemeteries in Readfield. Seven cemeteries are Town-owned and managed by the Cemetery Committee and Sexton. They include: Case/Barber (Route 17), Dudley Plain (Plains Road), East Readfield (Plains Road), Readfield Corner (Church Road), Huntoons (South East Road), Kent's Hill, and Whittier (Tallwood Road). In 2003 a two-acre parcel was added to Readfield Corner Cemetery to meet current needs. Other cemeteries are at or near capacity. The one private cemetery is the Armstrong Burying Ground on Route 41, on land originally part of the former Martha Washington Inn property.

Public Schools:

At one time Readfield had 14 individual schools. The elementary grades were consolidated in 1955 when the Readfield Elementary School was built. The school originally consisted of 6 classrooms plus office and kitchen space. The school underwent major physical plant additions in 1962, 1967, 1972, 1976 and 1991.

The 1991 expansion added a stage, classrooms, a new library and parking area. The present 23,334 sq. ft. structure houses 14 classrooms, a gym, a library and expanded cafeteria facilities. A 2003 expansion means that the School will continue to be at recommended student capacity with a safe environment for all students.

Elementary enrollment climbed erratically during the late 80s – early 90s reaching a high of 288 pupils in 1995. Elementary enrollment dropped in 2002 with the shift of Grade 6 to the middle school (Table 5-2). Enrollment in the elementary school has continued to increase since then.

Table 5-2
School Enrollments

Readfield Students at		<u>Community School District</u>		
		Elementary	Middle School	High School
		<u>K-6 (K-5)</u>	<u>(6-8)</u>	<u>7-12 (9-12)</u>
Actual Enrollments				
(April 1 of School Year)	1979-80	225		250
	1984-85	207		219
	1989-90	268		210
	1994-95	288		216
	1999-00	258		261
	2000-01	254		247
	2001-02	197	124	168
	2002-03	205	122	153
	2003-04	228	121	163
	2004-05	224	122	183
	2005-06	214	126	173
	2006-07	227	122	168
	2007-08	225	110	163
	2008-09	202	100	164

Source: CSD Superintendent's Office and Maine Department of Education

In the fall of 1976 the Maranacook Community School, serving grades 7-12 for the towns of Manchester, Mt. Vernon, and Wayne, as well as Readfield, opened its doors. The school has been "at capacity" for some time due to cumulative growth trends from the four member communities and the revised classroom size standards mandated by the state. Enrollments climbed substantially in the late 1990s, but have stabilized.

A new middle school was completed in 2001, taking grades 7 and 8 out of the Community School, and grade 6 from the Elementary School. At the same time renovations and an addition were completed at the Community School.

Local citizens generally consider the quality of the public schools in Readfield good. A 1991 survey found that more than half of the respondents (59%) were very satisfied or satisfied with the Elementary School, while less than a quarter (24%) were very dissatisfied or dissatisfied with the quality of education at the Elementary School. Satisfaction with the Maranacook School is also high with just under half (44%) of the survey respondents very satisfied or satisfied and 29% very dissatisfied or dissatisfied. These figures support similar surveys conducted in 1986 and 1987.

Fire, Rescue, and Police Protection:

Since 1897, when the Readfield Hook and Ladder Company was established, Readfield has relied on a volunteer Fire Department. Today the Fire Department is staffed by 25 members on a pay-per-call basis; it has capacity for up to 30 members. In 2003 members logged over 1,300 hours on the job and another 1,000 hours in training and maintaining equipment and facilities; in 2007 the Department logged in 2,560 job hours and 1500 hours in training and maintenance.

According to the Fire Chief, daytime fire coverage is inadequate and probably always will be with on-call personnel. Readfield has been part of a 6-town mutual aid team for over 30 years. Mutual aid communities – Manchester, Mount Vernon, Wayne, Vienna, and Fayette -- generally respond to calls within 15 minutes. The Chief sees the need for training, especially for structure fires and hazardous materials and the need to pre-plan for railroad and trucking incidents and for fire safety education. The Mutual Aid District is currently seeking grant funding to upgrade their communications equipment and are researching the creation of a full-time administrative assistant position for the District and to perhaps include the towns of Winthrop and Manchester.

The Department also includes a Path Finders first response unit with Winthrop Ambulance providing for transport of patients. Winthrop provides this service on an annual contract basis. There is a need for additional trained personnel. Monmouth Ambulance is a backup to Winthrop, which means substantial delay if Winthrop is unavailable. The town is currently researching options for housing the Winthrop Ambulance Service in town full-time.

Fire operations are housed in a 1978 building in Readfield Corner. The building houses 7 vehicles and provides 2 meetings spaces, which no longer fulfills the needs of the Department. The facility is in good condition but is used to capacity for vehicle storage. A new generation of vehicles may be larger than the current ones. If the town makes the decision to go to full-time personnel, there would need to be on-site living space. The town is currently budgeting for fire station expansions.

The Fire Department's inventory includes 7 vehicles:

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- 1976 heavy rescue vehicle;
- 1984 Chevy forestry truck;
- 1987 1,000 G.P.M. tanker/pumper;
- 1988 Chevy 4x4 PU utility;
- 1996 1,500 gallon tanker/pumper truck;
- 2005 mini-pumper; and
- 16 foot aluminum boat with motor and trailer.

Other significant pieces of equipment include an ice sled, a “Jaws of Life” extrication tool and a cascade system for recharging breathing apparatus (owned jointly with other towns). The

Department is also responsible for 12 dry hydrants. These hydrants provide adequate water supply for locations in the western part of town, but more supply points are needed in the east.

In 1990 Readfield Fire responded to 127 total calls. In 2004 the Department responded to 207 calls (including 99 for medical assistance, 35 for motor vehicle accidents). In 2007 the Department responded to 254 calls. The town's ISO rating is generally a "6," which is a very good rating for a rural town. The ISO rating is assigned on a scale of 1-10, indicating a town's ability to respond to fires, and influences homeowner's and business fire insurance rates.

Fire and other emergency calls are handled through the E-911 emergency response system with the answering point previously at the Kennebec Sheriff's Office, but now being the Regional Command Center at the State Police Public Safety Building. Dispatches are handled by the town of Winthrop. The Fire Department is reasonably satisfied with the arrangement.

Readfield has one local constable who has adequate training to assume full police powers. The constable's role is currently very limited and the town relies primarily on the Kennebec County Sheriff's Office and the Maine State Police Department for police protection. The town may want to consider expanding the role of the constable in the future.

The town of Readfield is at work on a Disaster Response/Hazard Mitigation Plan, as are most towns in Maine. This plan would direct public safety responders (and town government in general) in the event of natural or man-made disasters such as ice storms or chemical spills. It would also identify equipment, facilities and training needed at the local level to adequately deal with such threats. The plan would be coordinated with a similar plan for Kennebec County.

At the present time the town has inadequate equipment or supplies to accommodate large groups of people. The Community School and the Alford Arena at Kent's Hill School have been used in the past as emergency shelters, but are not stocked with supplies. The Fire Department is well-trained in the event of a hazardous material spill or other localized catastrophe, but there needs to be a plan in place to deal with a widespread emergency situation.

Land Use Planning and Regulation:

Readfield is a small town with a very modest municipal budget. With the exception of a full-time Code Enforcement Officer (CEO), the town currently has no funds available for hiring professional community planning and economic development assistance. In recent years the town has benefited from highly motivated and experienced volunteers on the Planning Board, as well as assistance from KVCOG and the Cobbossee Watershed District. However, the Planning Board has increasingly been occupied with reviewing development proposals, and the demands of code enforcement work on the CEO have been mounting. The CEO spends a significant amount of time on permitting leaving little time for enforcement.

Land Use Ordinances in effect as of 2008 are listed in Chapter 10, Land Use.

Assessing:

The Readfield Select Board appoints a 3-member Board of Assessors, which is responsible for the assessment of all properties in town. Currently three of the Selectmen hold these positions. The

town contracts for the services of a part-time professional assessor who assesses new properties on an annual basis in addition to undertaking periodic re-assessments of existing properties.

A town-wide revaluation was done in 2005 bringing the town up to 100% valuation. In the late 1990s rising land and housing prices challenged that nominal 100% category which by State law cannot fall below 70% of market-value appraisal without triggering another revaluation.

Assessing in Readfield appears to be adequately handled. No significant changes are recommended at this time.

Solid Waste:

Readfield constructed a transfer station/recycling facility in 1992 at a cost of \$225,000. Readfield and Wayne are partners in the transfer station which is located on the North Road at the site of the old landfill and is open Tuesday, Wednesday and Saturday. The transfer station includes a recycling center, supported by a town recycling ordinance. Recycled items include paper, cardboard, plastic, glass and metals. The town has also been actively encouraging residents to increase their recycling rates. Facilities include a new compactor, bale scale and forklift. A staff of three runs the station, with additional part-time attendants in the busy summer season. Trash collected at the transfer station is hauled to the Waste Management Disposal Services “Crossroads” site in Norridgewock. Tipping fees in 2007-08 were \$59/ton.

Wayne and Readfield's estimated combined population of 3,622 generated approximately 1,106 tons of solid “main stream” waste in 2007-08 and another 747 tons of demolition waste. The total cost of running the transfer station in 2007-08 was \$302,741. This was offset by \$73,142 in fees and recyclable material sales. That resulted in an average net cost per person of \$63.39. The net cost per person for the region was \$59.07. Half of the net operating cost is allocated to Readfield and half to Wayne.

During 2008, the town recycled 191 tons of residential waste (primarily paper) and 307 tons of bulky waste (primarily wood).

The town's adjusted recycling rate in 2006 was 43.34 percent—a drop from the 2005 adjusted rate of 48.6 percent.

Public Health and General Assistance:

The town's Public Health Officer is responsible for keeping track of all communicable diseases. Public welfare is handled by the Town Manager. Neither of these services has presented major issues for the town in recent years. On the other hand, there are a number of public health concerns which have or will present significant issues to Readfield citizens including land and water contamination, radon threats and the fire safety of structures.

In addition to public health concerns about land and water pollution, the threat of radon and arsenic contamination are issues the town will have to face. Little is known about existing or potential radon or arsenic levels in Readfield homes. A systematic sampling of buildings would provide useful baseline data.

Utilities:

There are no publicly-owned water or sewer facilities in Readfield (This is not the same as Public Water Sources, as defined by the Department of Human Services). In 1977 the Southern Kennebec Planning and Development Council recommended a wastewater collection and treatment system for portions of the Torsey Shores subdivision in a regional water quality study. However, no action has been taken on that recommendation.

Leaking petroleum storage tanks have contaminated wells at a number of Readfield Corner homes and businesses since the mid-1970s. In 1984 a private group, the Readfield Corner Water Association, was established to maintain a small water supply system to service up to 20 users in the Readfield Corner area. The system now supplies 22 homes and businesses. Expansion is limited by storage capacity and permit constraints. This may pose a problem since there may be a need for expansion of the system to serve other contaminated properties or to serve general growth in the village. The Association subcontracts with the Winthrop Water District to read meters, take water tests and service the system.

Central Maine Power Company distributes power throughout Readfield. Fairpoint provides the landline telephone service. Readfield is now fully digital with telephone switching equipment including access to DSL (high speed internet service) in many locations. Cable television and cable Internet service are available in most neighborhoods currently serviced by Time Warner Corp. During 2008, a 200 ft. cellular telephone tower was constructed and currently has two carriers, Unicell and Verizon.

Summary of Public Services

With the exception of public water and sewer, Readfield's public facilities and services are quite satisfactory for a rural community. They range from a Town Hall with its support facilities to a Community Library, a Town Beach, a Town Farm/Forest, several cemeteries, a local elementary school, a regional middle and high school, a fire department and a solid waste disposal system. The town has its share of public health issues including groundwater contamination from petroleum spills. The privately owned Readfield Corner Water Association may not have the capacity to serve increased demand.

The effects of growth may be seen in the need for careful capital improvement planning and annual budgeting. Growth-related impacts have driven school improvements, solid waste disposal and other public facility needs, as well as general government costs. Even though to date taxes have been kept fairly stable (partly due to property value increases, Table 5-3, below), unplanned growth may at any time trigger unexpected budgetary or capital improvement costs. Even planned growth, such as in and around the villages, must be coordinated with public service capacity. For example, Readfield Corner would have a much greater potential for growth with minimal impacts if a public water supply were available.

Fiscal Capacity

Tax Base:

Any discussion about finances at the local level in Maine begins with property taxes, since this has been the primary source of municipal revenue since Maine became a state. Taxes paid by property owners are the function of two elements: the appraised value of real and personal property and the tax rate. Total taxable valuation in Readfield has mushroomed:

- \$653,185 in 1960
- \$6,184,380 in 1970
- \$33,525,000 in 1981
- \$103,218,225 in 1990
- \$123,652,330 in 2000
- \$128,931,365 in 2003
- \$215,140,662 in 2005
- \$222,832,062 in 2007.

Increases in taxable valuation (“tax base”) come as a result of two factors: new construction (including renovations and additions) and appreciation in real estate values. Between 1990 and 2003 valuation increased by an average of \$1,977,934 per year. At the 2003 mill rate of 23.5, that resulted in additional new revenue of over \$46,000 per year.

Readfield’s tax base lacks balance. It consists of mostly residential and seasonal properties with a relatively small percentage of commercial and industrial properties, and a fairly large proportion of rural, undeveloped land. While it used to be true that the ten largest taxpayers accounted for 10.5% of the town's tax base, it is now the case that most of the tax base is in waterfront property. At least 25 percent of Readfield’s valuation comes from waterfront properties on Maranacook Lake. Since property values are so closely tied to lake values, this emphasizes the need to keep the lakes free of pollution. Degradation of water quality has been shown to have a negative effect on property values (and a co-incident shifting of tax burden to non-lakefront properties).

Table 5-3 summarizes municipal valuation data for Readfield. Taxable property includes buildings, land and personal property. In 2005 about \$3 million was in personal property, mostly machinery and equipment at Saunders Manufacturing. Tax-exempt properties (not shown in the table) comprise a significant percentage of total property in Readfield (the difference between assessed values and taxable values). By far the largest holdings are Kents Hill and Maranacook Community Schools.

Table 5-3
Municipal Valuation, 1991 and 2005

	<u>1991</u>	<u>2005</u>
Number of parcels:	1,402	1,612
Real estate valuation	\$119,689,115	\$215,140,662
Land valuation	\$55,636,450	\$72,270,350
Building valuation	\$64,052,665	\$139,697,812
Personal property valuation	\$1,748,310	\$3,172,500

Exemptions: Veterans	\$405,000
Homestead	\$9,167,900

Source: Readfield Municipal Valuation Returns

State law provides for forest, farm and open space lands to be valued on the basis of current use. The purpose of these provisions is to encourage conservation of these lands. Penalties are assessed when these lands are reclassified. The state reimburses municipalities a portion of the taxes foregone for classified Tree Growth lands, but not for Farm or Open Space lands. Chapter 8 lists the amount of land and valuation for these current-use classifications.

A review of taxes in Readfield suggests the following trends and issues:

- Unlike many municipalities, Readfield does not appear to be overly dependent on any one or a few industries. The largest taxpayer, Saunders Manufacturing Co., accounts for a small fraction of the total taxable assessed value.
- Single-family homes, the source of most of the growth in Readfield's valuation, historically fail to provide sufficient revenue to offset public service costs, particularly for education. The same is not true of seasonal housing, unless it becomes occupied year-round.
- Undeveloped land, even though it produces only a small amount of revenue, historically has balanced the drain produced by residential development because it demands fewer services than it pays for. As more and more land is developed, this balancing effect is lost and taxes will rise.
- Tax exempt properties in Readfield account for a large portion of the town's valuation (more than 10%). The responsibility of picking up taxes not paid as a result of these exclusions falls on the owners of taxable properties, mostly homeowners. The town has options for collecting service charges or donations from some of these tax exempt property owners.
- Continued economic pressures are likely to force shifts in land use of high value lands, notably shorelands and pasture lands not classified under the Farm and Open Space Tax Law, to more intensive uses. Seasonal camps will be converted to, or replaced by, year-round homes, and pastures will sprout expensive houses.

Revenues:

According to the audit report for the fiscal year ending June 30, 2006, the town had total revenues of \$6,547,152. \$3,553,853 (54 percent) of that came in the form of taxes. \$1,449,245 was governmental transfer (primarily education funding) with the remainder consisting of permit fees, service charges, interest income and miscellaneous.

The \$3.5 million in taxes for 2005-06 includes both property and excise taxes. In 2002 the amount raised from property taxes was \$2,598,000; in 2001 it was \$2,508,000; in 1999 it was \$2,289,000; in 1997 it was \$2,200,000; in 1995 it was \$2,238,000. Over the long term (1995-2002), property tax revenue has been increasing at just over 2 percent per year (below the rate of inflation); however, in the past three years, it has been rising at closer to 4.3 percent per year. In 2007-2008, the property tax revenue was \$3,431,613.00

Property tax revenue is collected as a percentage of property value referred to as the "mill rate." Readfield's mill rate as reported in 2005 was 14.5 mills, meaning \$14.50 for every \$1,000 of property value. This is a decrease from prior years. In 2005-06 Readfield's mill rate was 15.5

and for each subsequent year, through the 2008-2009 fiscal year, Readfield's mill rate has remained level at 15.4 mills.

Because the value of property is changing constantly, and because each town has authority to set property values on its own (within the guidelines of the state laws), "equalized" or "full value" mill rates are established for comparison purposes. Equalized mill rates allow for a comparison of tax rates with other towns, or with the town historically. Readfield is the only town in this region where the equalized tax rate has dropped steadily and significantly over the past six years.

Expenditures:

During fiscal year ending June 30, 2008, Readfield spent a total of \$5,600,271 to operate town government, support the Maranacook Community School and pay its proportional share of the operation of Kennebec County. County tax was \$234,824 (4+ percent). The cost of education was \$3,604,963 or just over 55% percent of total expenditures. The remainder went to operate the town.

Long-Term Debt:

According to the Audit Report for the Fiscal Year ending June 30, 2007, the town had \$2,553,650 in general long-term liabilities, including the elementary school, the town's CSD portion, leases payable, and general obligation bonds and other financial commitments such as the town's partnership in First Park.

The town's practice in the past has been to issue a bond for road improvement projects aggregating several projects to keep costs down. At the same time, the town utilizes the practice of reserve accounts for some capital expenditures such as fire station improvements and fire equipment and revaluation costs.

In accordance with 30-A MRSA, Section 5702, as amended, no municipality shall incur debt for specified purposes in excess of certain percentages of state valuation of such municipality. The statutory debt limit for all borrowing combined is 15 percent of the state valuation for the town. Readfield's state valuation in 2008 was \$262,350,000 based on the 2006-07 municipal valuation and the state valuation for 2009 is \$282,950,000 based on the municipal valuation for 2007-08. Readfield's combined long-term debt in 2007 of \$2,553,650 represents only about 1% of state valuation.

Summary of Fiscal Capacity

The town of Readfield has a tax base consisting of a rapidly escalating seasonal/recreational base, a modest but growing residential sector, a small commercial and industrial sector and a large amount of rural land. Tax-exempt properties, including Central Maine Power Company and the Kents Hill School, equal more than 10% of the town's valuation. The responsibility of picking up taxes for services to these exempt properties falls on the owners of taxable properties, mostly homeowners.

Readfield is heavily dependent on the local property tax to finance the operation of local government. While the ability of the town to utilize other sources of revenue is constrained by state law, the possibility of increased application of user and service fees is one approach to relieving property tax burdens.

The town faces important issues in the fiscal arena. On one hand, the demand for expanded services creates pressure for increased taxes. On the other hand, growth and expansion of the tax base will result in the demand for expanded services with additional costs. One approach to meeting the demand for services is through multi-town activities in which the costs are shared with other communities.

Goals and Policies

Goal:	Provide a range of public services in a cost-effective manner including education, fire and police protection, emergency rescue, solid waste disposal, roads, recreation, libraries, cemeteries, assessing, public health and welfare, community planning, development review and code enforcement.
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Policies:

- 5.1 Begin an investigation of long-term building needs to determine how to meet them effectively and economically. Identified needs include the library, fire station, community center and public safety facility.
 - Create a committee and appropriate funds for a building needs study.
- 5.2. Improve staffing and resources of the Fire Department.
 - Continue to work with local employers to encourage volunteer participation by employees and target the recruitment of volunteers who are available during weekdays; explore the feasibility of some regionally-supported, full-time firefighters.
 - Inventory and assess existing water supply sources and develop plans for acquiring and developing new sources where needed.
 - Continue working on other regional collaboration efforts including a regional firefighting training facility.
 - Expand the Fire Station for housing of the Emergency Medical Service and as a potential facility for the pending Disaster Response/Hazard Mitigation Plan.

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- 5.3. Continue to seek increased opportunities for regional cooperation with neighboring towns.
- Follow-up on recommendations of regionalization studies (ongoing)
 - Establish a protocol to look at opportunities for equipment sharing, including purchases of new equipment.
 - Engage neighboring towns in planning for disaster mitigation.
- 5.4. Work with state and county officials to increase enforcement of traffic laws especially in residential neighborhoods.
- Investigate the possibility of contracting for a sheriff's deputy for dedicated, part-time coverage.
- 5.5. Continue to improve the town's management of solid waste, including increased recycling, by aggressively pursuing waste reduction and recycling efforts.
- Investigate user fees for trash disposal based on volume or weight.
 - Continue to work on the recycling strategy including improvements to separation of recyclables, disposal of hazardous waste, home composting and periodic opportunities for disposal of items not normally accepted at the transfer station.
 - Evaluate the need for a solid waste ordinance, which might include penalties for illegal dumping.
 - Continue to seek opportunities to cooperate with Wayne and other communities for a regional solution to disposal of solid waste, demolition materials, white metal goods, stumps and tires.
 - Investigate the feasibility of turning some solid waste activities over to the private sector.
- 5.6. Develop and/or maintain clear written operating procedures and responsibilities for town boards and committees to facilitate effective decision-making and public involvement.
- Have a written job description provided by the Select Board or Town Manager for each board or committee.
 - Review each of the town's ordinances and regulations. Repeal unnecessary ordinances and update outdated ordinances.
 - Require that each board periodically review its administrative processes to assure predictable times and cost-effective decision-making.
- 5.7. Continue to consider the establishment of a town and regional Public Works Department to the extent it is in the town's best financial interest.

Goal: Encourage citizen participation in community affairs.

Policies:

- 5.8. Keep residents informed of town activities and opportunities for participation.
- Provide wider distribution of school newsletters to the community.
 - Continue to publish a monthly newsletter with a synopsis of town board actions and news of other community activities.
 - Annually publish a directory of all local officials, organizations, businesses, and services.
- 5.9. Improve citizen participation in town government.
- Encourage residents to volunteer for local boards, committees and activities.
 - Establish a "people resource" bank of volunteers with special skills.
 - Annually recognize individual volunteers who have made significant contributions of their time.
- 5.10 In order to inspire a sense of community spirit, Readfield Heritage Days should continue to be held annually.

Goal: Maintain taxes as low as practicable.

Policies:

- 5.11 Improve planning for capital expenditures through an annual Capital Improvements Program (CIP) based on the Capital Investment Plan, which appears in Chapter 11. The CIP looks at the needs for maintenance, new, or expanded public facilities, the ability of the town to pay for these facilities and priorities for capital spending. To assist in the CIP process, the town should:
- Work with the school board to undertake long-term school facilities planning.
 - Receive from the Fire Department an annual assessment of the adequacy of and need for future replacement of fire equipment.
 - Require the Road Committee to establish a long-term plan for road improvements and construction needs using a system such as Road Surface Management System.
 - Continue to plan for long-range solid waste disposal and recycling needs.
 - Plan for open space acquisition and community park and recreation development.
 - Consider funding for a town public works department.
- 5.12 Promote the use of special assessments or public facility impact fees, which would ensure that new and existing developments requiring improved or expanded town services or facilities pay their fair share of the municipal costs, especially transportation, education, recreation/open space and solid waste disposal.

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- Finance open space and recreational facilities acquisition and improvement through impact fees or other sources as recommended in the Open Space Plan.
 - Investigate special assessments or impact fees as a means to raise revenue for phosphorous mitigation in lake watersheds.
 - Investigate special assessments as a means to raise revenue for downtown improvements in Readfield Corner.
- 5.13 Protect the town from future public costs by encouraging development in areas where public facilities, such as roads and natural resources, are adequate to service the development.
- 5.14 Require developers to provide necessary facilities to serve new developments including upgrades to existing public facilities, if necessary.
- Continue to require necessary public improvements and financial guarantees to ensure proper construction as part of the Planning Board review process.
 - Incorporate requirements or options for designation of open space and affordable housing into the subdivision review standard.

Chapter 6: Transportation

This chapter describes the transportation system. It identifies deficiencies within the transportation facilities serving Readfield and provides general recommendations for meeting the existing and future needs for those facilities.

Readfield's Highway System

There are approximately 47 miles of public roadway in Readfield. Four roadways are state maintained including Route 17, Route 41, Route 135 (State Aid), and the North Road (State Aid) for a total of 18.37 miles.

State Highways:

The Maine Department of Transportation (MDOT) classifies roads by the role they serve in the overall transportation network. The principal classifications are:

Arterials: These are the most important travel routes in the state. Arterial roads are designated for their capacity to carry large volumes of traffic efficiently between commercial or service centers. The DOT has restrictive access standards on arterial roads to preserve this mobility function. These highways generally carry a federal route number designation, such as U.S. 202. There are no arterials in Readfield.

Collectors: These are the roads that collect and distribute traffic from areas of lower population density onto arterials and service centers. Collectors are further divided into “major” and “minor,” depending on the proportions of federal, state and local money available for maintenance and improvements. In Readfield Routes 17 and 41 are Major Collectors and Route 135 and North Road are Minor Collectors.

State highways are generally maintained by the MDOT except that towns are responsible for winter maintenance on State Aid roads (North Road). Maintenance and improvement projects done by MDOT are programmed into the state budget through a Biennial Transportation Improvement Program (BTIP). This program outlines transportation projects (including non-road projects) that have been funded with a combination of federal and state funds.

The following projects were part of the FY 2004--2005 BTIP and have been completed.

- On Route 17, replacement of the bridge over Intervale Brook.
- On Route 17, highway resurfacing (repaving) for 6.44 miles north of Gorden Road.
- On Route 41, highway resurfacing between Route 17 and Bean's Mill Road.

Traffic Volumes:

The volume of traffic is a measure of the intensity of road use and the potential for traffic delays, congestion or unsafe conditions. Traffic volumes are also used by economic developers to determine the potential customer base. Historic traffic count data (measured in Average Annual Daily Traffic, equivalent to vehicles per day) is compiled by MDOT for state roads in a number of locations throughout Readfield. The MDOT has only recently begun traffic counts on local roads, not long enough for historical averages. (Table 6-1)

The most heavily used public road is Route 17, which bisects the town northwest/ southeast. At its highest counting point at the Stanley Road (Rt. 135 south) intersection, the traffic volume was 6,090 in 2006. Average annual increases along the road range from less than three percent, east of the Gorden Road, to 4.5 percent east of Kent's Hill. Around Readfield Corner, the annual growth in traffic is about 3-4 percent per year.

Table 6-1
Historic Traffic Count Data

Location	1980 AADT ¹	1986 AADT ¹	1998 AADT ¹	1998 AADT	2003 AADT	2006 AADT ¹	AVERAGE ANNUAL CHANGE (YEARS)
Corner of Routes 135 N & 17:							
Route 17	2,464		3,960		5,590	5,530	3.2% (26)
Route 135 N	394		750		1,000	1,060	3.9% (26)
Corner of Routes 135 S & 17:							
Route 17 (E of 135)		3,730	4,570	5,350	6,270	6,090	2.5% (20)
Route 17 (W of 135)	394		4,060				
Route 135 S			710	870	1,080	820	
At Route 40 (17 & Beaver Brook; between 135 S & Depot):	2,798	3,424	3,910	No Longer Active			
Corner:							
Route 17 (E of Corner)	2,567		4,150	4,610	5,440	4,970	2.6% (26)
Route 17 (W of Corner)	2,358		3,610	3,960	4,740	4,260	2.3% (26)
Church Road (N of Corner)	703		1,040	1,600	1,830	1,570	3.2% (26)
Route 41 (S of Corner)	1,024		1,360				
Kents Hill:							
Route 17 (E of 17/41 split)	1,758		2,580		4,220 (2000)		4.5% (20)
Route 17 (W of 17/41 split)	1,278		1,960	2,170	2,350 (2001)	2,510	2.6% (26)
Route 41 (N of 17/41 split)	856		1,120		1,330 (2001)	1,350	1.8% (26)

¹Average Annual Daily Traffic (AADT)

Source: Maine Department of Transportation, Bureau of Planning

Local Roads:							
North Road (N of Wings Mill)					830	680	

In many places the number of vehicles has more than doubled since 1980, although traffic counts on many of the roads actually declined between 2003 and 2006 (2008 data is not yet available). This could be due to higher fuel prices, more carpooling, or commuters driving different routes. Nevertheless, a 3.5 percent annual growth rate means traffic will probably double in 20 years. In the case of Route 17, the most vital and well-traveled road, traffic into the Corner could reach 11,000 vehicles per day in 20 years. As a point of comparison, Route 202 west of Winthrop now carries about that number.

Traffic Safety:

A critical element in management of the transportation system is the safe movement of traffic. Records are kept of vehicle accidents and areas along the highway system are denoted as High Crash Locations (HCL). MDOT defines an HCL as a roadway intersection or segment, which experiences 8 or more accidents in a 3-year period and has a Critical Rate Factor (CRF) in excess of 1.00. The CRF is a measure of the actual number of accidents compared to the theoretical accident experience that would normally be expected in that situation.

On Route 17 (and within Readfield), the only HCL is the intersection at Readfield Corner. Speed and the lack of sight distance (ability to see other vehicles approaching the intersection) are the most probable factors in this rating. The problems at this intersection have been documented most recently in the *Readfield Corner Revitalization Study*, which recommended traffic calming practices.

Meeting both of these criteria on many rural roads in Readfield would be difficult – because of the lack of traffic, a high CRF may not be statistically valid. But that means there may be some curves or intersections that are dangerous without being identified as a HCL. The only such intersection identified to date is the junction of Tallwood Drive and Beaver Dam Road with the apparent solution involving redesign of the intersection.

Roadway Characteristics and Traffic Control Devices:

The one 4-way blinking light at the intersection of Route 17 and Route 41 at Readfield Corner is the only signalized intersection in Readfield. Where needed, traffic is controlled by the presence of signs directing motorists to either stop or yield.

Bridges:

Bridges (and large culverts) constitute a critical part of the transportation infrastructure. In general, bridges are owned and maintained by the state, even if on town roads, if they are longer than 15 feet. There are 8 bridges in Readfield, 3 of which are town owned. The bridges include:

- Beaver Dam Bridge (culvert) - town owned and maintained.
- Woolen Mill Bridge over Mill Stream - town owned and maintained (Gile Road – now closed).

- Footbridge over Mill Stream - town owned and maintained.
- Torsey Pond Bridge over Mill Stream - state owned and maintained (Old Kents Hill Road).
- Handy Brook Bridge over Handy Brook - state owned and maintained.
- Dead Stream Bridge over Dead Stream - state owned and maintained.
- Intervale Bridge (Rt. 17) - state owned and maintained.
- Mill Stream Bridge over Mill Stream - State owned, and maintained.

Two elements of the Woolen Mill Bridge, the substructure and roadway approach are reported to be in poor condition. The remaining elements are described as being in fair condition; however, the proposed plan is to replace all but the abutments at a cost of \$150,000. Since the roadway is closed on account of the bridge, it is a high priority for replacement with work slated for 2009.

Another significant expense will be replacement of the culvert on Beaver Dam Road. This is expected to cost in the range of \$60,000.

Local Roads

Local roads are the roads that serve primarily for access to adjacent land areas and usually carry low volumes of traffic. In Maine these roads are the municipalities' responsibility if they are town ways, or private responsibility if they are camp roads, logging roads or have not been dedicated and accepted by the Town.

Town Ways:

Readfield has 23.87 miles of road classified as town ways. Table 6-2 has a breakdown of these roads and conditions.

**Table 6-2
Town Ways**

Name	Right-of-Way	Length	Surface
Scribner Hill Road	4 Rod	.80	Tar = .33
Plains Road	4 Rod	3.35	Tar
McKenney Road	3 Rod	.20	Gravel
Gay Road	4 Rod	.50	Gravel
Ratt Mill Hill Road	4 Rod	.30	Gravel
Memorial Drive	4 Rod	.25	Tar
Tallwood Drive	4 Rod	.60	Tar = .40 Gravel = .20
Hunts Lane	3 Rod	.13	Gravel
Lakeview Drive	3 Rod	.30	Tar
Adell Road	4 Rod	.25	Tar
Fogg Road	3 Rod	1.20	Tar
Walker Road	3 Rod	.75	Gravel
Sadie Dunn Road	4 Rod	.40	Tar
Chase Road	3 Rod	1.05	Tar
Mooer Road	3 Rod	.20	Tar

Thundercastle Road	3 Rod	1.20	Tar
Old Kents Hill Road	4 Rod	1.30	Tar
Russell Street	4 Rod	.38	Tar
Huntoon Lane	3 Rod	.21	Gravel
Grist Mill (Mill Stream) Road	3 Rod	.25	Gravel
Nickerson Hill Road	3 Rod	1.15	Tar
Morrill Road	3 Rod	.50	Tar
North Wayne Road	3 Rod	.75	Tar
Harmony Hills Road	4 Rod	.325	Tar
Recycle Road		.25	Tar
South Road	3 Rod	1.70	Tar
Beaver Dam Road	3 Rod	1.00	Tar
Church Road	4 Rod	2.15	Tar
Sturtevant Hill Road	4 Rod	2.15	Tar
Palmeter Ridge Road	3 Rod	.6	Tar/Gravel
Lane Road	3 Rod	.95	Tar
Gile Road	3 Rod	.70	Tar
Luce Road	3 Rod	.20	Gravel
Wing's Mill Road	3 Rod	.50	Tar
Belz Road	2 Rod	0.9	Gravel

Total Plowed Roads: 33.90 Total Town Roads: 29.45 State Aid Roads: 6.9
Source: Readfield Comprehensive Plan Committee

Town Roads Facilities and Services:

The management of town ways is the responsibility of the Town Manager who is the appointed Road Commissioner. He or she is advised by the five-member Road Committee. The 1993 Comprehensive Plan recommended that the town review and amend the Road Ordinance and Road Maintenance and Improvement Plan, but this recommendation has not been implemented. Among the issues at that time were paving of unpaved roads, retaining public easements for recreation on discontinued roads and erosion/water quality.

The town's public works infrastructure consists of a salt shed, built in 1993, a 2006 Ford F-550 dump truck with plowing and sanding capabilities, and a 1998 Caterpillar backhoe. Most of the summer and winter maintenance is contracted out with the town acting as general contractor and a maintenance foreman to coordinate and do light maintenance. The town contracts separately for winter salt.

Readfield plows a total of 33.9 miles of road. The cost of plowing and sanding for 1991-1992 was \$85,000. By 2004-2005 the cost had risen to \$167,050 and for 2007-08 the cost is 232,000 [Source: Town Report Warrant Article]. The town spent approximately \$150,950 in summer road work during the same period with some state subsidy (approx. \$40,000 in 2005) and requested the same amount plus \$300,000 for road reconstruction in 2005.

Other Roads:

Other roads include over 100 privately owned roads throughout town. The most common of these are camp roads. Camp roads generally provide access to waterfront properties and do not form a part of the public road network. These roads were named in the course of the Street Addressing Project (E-911). Other privately owned roads in Readfield include roads inside of approved subdivisions that have not been offered to or accepted by the town. The public has a right-of-way over these roads, but the town of Readfield has no legal right or obligation to maintain them, including culvert replacement or snowplowing. The list of private ways in Readfield is shown in Table 6-3, including pre-E-911 names.

Table 6-3
Named Private Ways

New Name	Prior Name	New Name	Prior Name
		Paradise Lane	Fireroad SH4
Barber Road	Barber Subdivision	Old County Lane	Fireroad SH5
Broadview Heights Dr.	Broadview Hts. Subd.	Big Pines Lane	Fireroad T1
Menatoma Camp Road	Camp Menatoma Road	Greene's Way	Fireroad T2
Wildlife Drive	Fireroad B1	Torsey Shores Road	Fireroad TC3
Greeley Lane	Fireroad C2	Mountain View Lane	Fireroad TC5
Wilson Way	Fireroad C2A	Touisset Point	Fireroad W2
Bethany Lane	Fireroad CC2	Adelaide Lane	
Poole Road	Fireroad CH1	Chickadee Lane	Fireroad W3A
Kentwood Drive	Fireroad F1	Maranacook Shore Road	Fireroad W4
Grasshopper Road	Fireroad F2	Squirrel Hill Lane	Fireroad W4B
Hind's Way	Fireroad F3	Falling Pines Lane	Fireroad W4BC
Avery Lane	Fireroad F4	Morgan Lane	Fireroad W4C
Sunrise Lane	Fireroad FG5	Chandler Drive	Fireroad W4D
Roddy Lane	Fireroad H1	Macomber Road	Fireroad W5
Frost Lane	Fireroad H2	Mayo Road	Fireroad W6
Zarella Lane	Fireroad L1	Prosperity Lane	Fireroad W6A
KV Camp Road	Fireroad M3	Mildred Lane	Fireroad W8
Butman Boulevard	Fireroad M4	Woodham Drive	Fireroad W8A
Newton Road	Fireroad M5	Poulin Road	Fireroad W9
Coleman lane	Fireroad M5A	Oak Shores Drive	Fireroad W9A
Mace's Cottage Road	Fireroad M6	Cove Road	Fireroad W10
Bean's Mills Road	Fireroad MV1	N. Campers Point Road	Fireroad W11B
Davies Lane	Fireroad MV2	Nobis Point Road	Fireroad W11C
Echo Lane	Fireroad MV2A	Brown Lane	Fireroad W11D
Cedar Lane	Fireroad MV2B	Whitcomb Drive	Fireroad WM2
Quiet harbor	Fireroad MV4	Dr. Ham Road	Girardin R-O-W
Tingley Brook Drive	Fireroad N2	Kirkwold Camp Road	Girl Scout Camp Road
Old Stage Road	Fireroad OKH1	Lovejoy Lane	Kentwood Drive Spur
Berry Road	Fireroad P3	Kents Hill School Rd.	Kents Hill School Campus
Lucasville Lane	Fireroad P5	Marden Road	Marden Road
Pine Rest Cottage Road	Fireroad S1	Autumn Crest Lane	
Brann Drive	Fireroad S1A	Terrace Road	North Road Terrace Subdivision
Wit's End Road	Fireroad S2	Old Fairgrounds Road	Old Fairgrounds Rd/Sulky Drive
Thorp Shores Road	Fireroad S3	Badger Lane	

Lazy Loon Road	Fireroad S4	Quarry Drive	St Andre Subdivision
Colony Road	Fireroad S4A	Barred Owl Lane	
Packard Shores Rd.	Fireroad S5	Fiddlehead Farm Lane	
Edgecomb Dr.		Ledge Hill Terrace	
Alice's Way		Ledgewood Dr.	
Partridge Hollow Lane	Fireroad S6	Cherrywood Lane	Lakeside Orchard road
Somers Drive	Fireroad SD1	Acadia Lane	
Bill Bourret Drive		Brainard Road	
Dragonfly Lane		Elmwood Terrace	
Fen Way		Garden Place	
Gravel Pit Road		Husky Drive	
Joy Fields Lane		Parks Lane	
Rodrigue Lane		Song Bird Lane	
Stonewall Drive		Sylvester Lane	
Liberty Road		White Birch Drive	
Maindelay Rd.		Meadowbrook Rd.	
Millard Harrison Dr.		Wesleyan Rd.	
Alfond Drive		Zeppelin Lane	

Source: E-911 Road Listing

Readfield also has a history of roads that are no longer used. These roads may be either “discontinued,” which is a closure by legislative act, or “abandoned,” which is the non-use of a roadway for 30 years or more, or non-maintenance for a shorter period. Since 1965 when roads are discontinued, the public retains the right-of-way along the road. In these cases, it would be good to identify retained rights-of-way for access and recreational development.

Other Transportation Facilities

Railroad:

The Guilford Railroad’s “Springfield Terminal” (formerly Maine Central) main line passes north/south through the central and eastern portions of Readfield. Railroad crossing warning signals (without cross bars) are located at the Depot on Route 17 and at the crossing on Plains Road. The tracks also cross several camp roads in town with no signal lights. The Maine Central Railroad ended passenger service in Readfield in 1949. A portion of the line is double-tracked north of the Depot, but there are no sidings, or local rail users shipping or receiving freight in town. However, trains run through Readfield on a regular basis.

Readfield’s one-time train depot lives on only in the memories of the town's older citizens, the antique postcards in the Historical Society and the name of the Depot Market erected a few years ago on the site of the original freight depot.

Public Transportation:

There are no public transportation services available in town. The Kennebec Valley Community Action Program has a demand-response service and volunteer drivers to pick up and deliver people with special needs. There are no regularly scheduled routes or pick-ups.

Bicycle Routes and Facilities:

The 1991 Route 17 roadway improvement project added sufficient shoulder width for a bicycle lane from the Depot to Maranacook School and periodic improvements to other portions of Route 17 have provided sufficient shoulder width for safe travel by bike. There are no other facilities dedicated for bicycles in town. MDOT publishes maps of bicycle routes but none pass through Readfield.

In light of the increased popularity of bicycling both for recreation and travel, the town should pursue more aggressive development of bike routes. In particular, bike routes should try to connect destinations of particular importance such as the Town Beach, Community School and Elementary School. The preference would be for bike corridors that are not just extensions of highway shoulders.

Parking:

There are no major publicly owned parking facilities in Readfield including park-and-ride facilities. The town has an ordinance limiting on-street parking at the Corner. Parking at the Town Office and Elementary School sometimes overflows from the parking lots.

The lack of available parking at the Corner creates a disincentive to new development and public use of existing facilities. There is almost no opportunity for growth in the village without significant improvement in parking availability. Limited on-street parking is poorly laid out and the only off-street site (behind the post office) is disorganized. New options for parking were addressed in the *2004 Readfield Corner Revitalization Study*, but additional steps will have to be taken in order to achieve any significant growth.

Summary of Analysis

In past planning efforts citizens have raised three principal issues: road condition, traffic flow and roadside beauty. Some people wanted the condition of both town and state roads improved. At the same time many people did not want to encourage speeding. There was also wide support for improving traffic flow particularly in the Readfield Corner area. Finally, the public has recognized road corridors as important and sensitive because of their heavy use. There was support for identification of scenic areas and better safeguards from activities that diminish roadside beauty. It is clear that this plan must do more to improve management of local roads.

Since 1980 traffic growth on major roadways in Readfield has averaged three to four percent per year. The highest growth in volume has occurred on Route 17 while traffic has doubled on portions of Routes 135 and 41. Readfield Corner is the only high crash location identified by

MDOT. Increasing traffic volumes combined with continuing development along these roadways create the potential for future problems.

There is a shortage of alternatives and options for transportation to and around Readfield. Continued reliance on automobiles, together with sprawl, will eventually make travel on Readfield's rural roads very unpleasant. While public transit and passenger rail service are clearly economically unfeasible, Readfield should advocate for greater investments in bicycle and pedestrian facilities, carpooling and other creative solutions.

With increased transportation costs and more commuters to Augusta (and other regional destinations), alternate modes of transport will become more attractive. Busses and rail will not become feasible for the foreseeable future. Perhaps the most likely short-term solution would be a ride-sharing program with a park-and-ride lot located at the Corner or the Depot.

Goals and Policies

Goal:	Protect the safety, character and traffic bearing capacity of the town's transportation systems.
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Policies:

- 6.1 Plan, build and encourage transportation improvements that complement and reinforce desired land use patterns.
- Adopt standards and seek greater investment for development of sidewalks, bicycle and other off-road pathways within designated growth and village areas and where opportunities arise for making all of the schools in town more accessible for safe walking and bicycling.
 - Give preference to road improvements within growth areas (other factors being equal) in the road improvements plan (policy 6.4).
 - Establish a town policy for retaining unpaved roads, reverting paved roads to gravel and/or discontinuing roads in those areas of the community where growth is discouraged.
 - Review and consolidate the town's two road ordinances (the 6/12/90 "Ordinance Relating to Acceptance of New Town Roads" and Article 10 "Road Standards" of the Land Use Ordinance) with attention to design standards that will minimize visual impacts and protect environmental quality.

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- 6.2 Protect the safety and traffic-carrying capacity of major rural roads.
- Update access management standards in the Land Use Ordinance and coordinate with state standards on arterial and collector routes.
- 6.3 Work with MDOT to improve the existing transportation system.
- Take into consideration scenic road corridors when planning, designing and executing roadway improvements.
 - Work closely with the MDOT to set appropriate speed limits on state and local roads.
 - Ensure that road maintenance and improvement operations minimize erosion, phosphorous runoff, protect groundwater and maintain safety.
 - Promote the development of a park-and-ride lot in a central location in Readfield perhaps in conjunction with other traffic and parking improvements.
- 6.4 Manage the local road system in Readfield in the most cost-effective way.
- Establish and use a system for prioritizing local road needs (e.g. MDOT's Road Surface Management System).
 - Develop and maintain a Road Improvements Plan to assist in estimating, timing, allocating costs and priorities for local road improvements and establishing a transparent decision-making process.
 - Ensure that public rights-of-way are retained for access and recreation on discontinued roads.
 - Map existing discontinued and abandoned roads that retain public rights-of-way.
- 6.5 Ensure that private roads do not become a burden to the town.
- Conduct an inventory and assessment of existing private roads and make recommendations concerning maintenance, design and cost to alleviate impact on public roads, water bodies and other resources.
 - Explore the possibilities of the town taking ownership of private roads that may be impacting public resources or natural resources.

Chapter 7: Outdoor Recreation

Outdoor recreation is an important component of the quality of life in Readfield. The town's lakes provide residents with abundant opportunities for swimming, boating, water skiing and fishing. The extensive fields and forests provide areas for hunting, hiking and nature observation. During the winter, cross-country skiing, snowmobiling and ice fishing are popular activities.

Since Readfield has only a small amount of publicly-owned land, most dispersed outdoor activities such as hunting and snowmobiling occur on privately owned land relying on the good will of landowners. In southern and central Maine there has been an increasing trend toward posting of land limiting public access for traditional outdoor recreational pursuits. Development in rural areas and expanded posting of land could potentially limit future outdoor recreational opportunities in Readfield unless steps are taken to preserve open space.

Developed recreational facilities in Readfield are limited to the Town Beach on Maranacook Lake and playing fields associated with schools and civic organizations. The town runs a recreation program jointly with Manchester.

Water-Based Recreation

Since Readfield was first settled under the name of Pondtown, lakes have shaped the character of the town. Portions of four major lakes are located within the town (Maranacook Lake, Echo Lake, Torsey Pond and Lovejoy Pond). They all support significant recreational use.

Beach Areas:

Readfield owns and operates a public beach at the north end of Maranacook Lake. The beach had been operated as a private association until 1989 when residents voted to have the town acquire and operate it. Up until 2003, the Readfield Beach Board oversaw the operation of the 8.7-acre site, which includes the beach, picnic tables and pavilions, changing rooms and toilets, a small playground and a volleyball court. It is now operated by the Readfield Recreation Association. Beach attendants are hired in the summer to maintain the grounds and oversee beach operations. Lifeguards are not hired.

In order to use the beach, Readfield residents must purchase an annual membership. Currently, the cost of a family membership is \$40 with special accommodation for elderly and low-income residents. In the past out-of-town families were allowed to purchase memberships to the beach. No new out-of-town memberships are currently offered though past members are allowed to maintain their membership for the current rate of \$50 annually. About 1/4 of the total memberships are out-of-town. In 2003 it cost about \$8,000 to operate the beach with the largest expense paying for staffing. Membership fees cover the operational costs.

According to the current president of the Beach Association, there was concern in 1989 that the Beach was nearing its capacity. Water quality was becoming an issue and the beach, swimming

area and parking lot were becoming very crowded. Membership has leveled off since that time, but if membership levels increase substantially, the Board has discussed the possibility of eliminating out-of-town memberships, which would allow for an increase in Readfield memberships. Acquisition of more land and expansion of the facility is one of the top recreation investment priorities of the town.

Camp K-V, the YMCA Camp located on the western shore of Maranacook Lake, in the past has considered making its beach area available to the public on a fee basis, but has yet to establish a program. There are no other designated public swimming areas on any of the lakes in Readfield. A limited number of privately owned beach sites exist on lakeshores within the town. These areas are highly sought after for shorefront development and their value continues to escalate. Opportunities to acquire an additional beach area(s) for public use at an affordable price are likely to diminish rapidly in the coming years.

Boat Access and Use:

Public boat access sites currently exist on Maranacook Lake, Torsey Pond, and Echo Lake (Route 41 in Mount Vernon approximately 2 miles from the Readfield Town Line). Non-residents utilize these sites extensively. The Maranacook Lake site on Route 41 is maintained by the Department of Inland Fisheries and Wildlife and has a launching ramp, float and parking for vehicles with trailers. It also offers open green space for picnicking and scenic views. The Torsey Pond area, also run by the state, is located on Old Kent's Hill Road and consists of a carry-in area (no ramp or floats). Parking is extremely limited.

Currently there is no official public access available to Lovejoy Pond in Readfield. Continued public use of access points located on private land is questionable. Current facilities on Maranacook Lake, Torsey Pond and Echo Lake appear to assure the public adequate boat access to lakes located within the town for the foreseeable future. In fact, many Readfield residents believe that boat congestion and safety on Maranacook Lake is a problem particularly the use of high-powered motorboats. Any improvement or expansion of boat access sites could increase water safety hazards and user conflicts. Personal watercraft are already prohibited on Torsey Pond.

Lack of a publicly owned access site on Lovejoy Pond has not been a major concern to Readfield residents. Boaters other than shorefront property owners do not favor the Pond due to its size.

Land-Based Outdoor Recreation

Snowmobile Trail Network:

For the past 30 years there has been a formal system of snowmobile trails in Readfield. Currently there are about 33 miles of groomed trails maintained by the local club, the Blizzard Busters. The trails connect up with those in adjacent towns and are part of the statewide system of snowmobile trails. The trails are also used by cross-country skiers and in the summer, bikes and ATV's. The trails run across private lands. Each year the club obtains permission from landowners to use the trails and holds a recognition banquet for cooperating landowners.

Other Trails:

A number of cross-country ski and walking trail systems exist on both private and public lands in town. A system of trails was developed on the Maranacook Community School property for use by the ski team, cross-country team and the public. A fitness trail includes a one-mile and a 3.5-mile loop in addition to fitness stations along the route. A nature trail is located in the woods behind the Readfield Elementary School.

Readfield residents also take advantage of the Kents Hill School ski trail system. The School permits, but does not promote, use of its trails.

In 1991 two loop trails, totaling 2.3 miles, were built on the Readfield Town Forest. There is the potential to expand the system in the future. Many landowners in town maintain their own trail or woods road systems and often permit others to utilize them. In some areas adjacent landowners have developed joint trail systems.

While there are many small trail systems scattered throughout Readfield, there is no town-wide system of trails available to the public for year-round use. Landowner permission obtained for the snowmobile trail network extends only to snowmobile use and does not ensure public access to land for other purposes such as hiking. Additionally, the snowmobile trail network utilizes frozen lakes and wetlands so its suitability for other purposes is limited. The community survey indicated that there is substantial public support for additional trails for walking and skiing.

Hunting and Fishing:

There are no figures available on the percentage of land in town which is open to hunting. There is a statewide trend toward more posting of private land particularly in locations where large parcels have been subdivided. While this trend appears to hold true in Readfield, there is no data available to confirm or measure the change. In 1990 the town passed a new ordinance creating areas of town off-limits to rifle hunting.

Readfield has many opportunities for fishing. Several lakes support cold water fisheries and are managed and stocked by the Department of Inland Fisheries and Wildlife. Lovejoy Pond is managed for bass, perch, and pickerel. Public access is essential to utilization of the fishery as a recreational resource.

There were a total of 588 hunting and fishing licenses issued in Readfield in 2004.

Conservation Lands:

There are many public and institutional tracts of land in Readfield used for multiple purposes including conservation and which may be open for public recreation. Most of these are depicted and described on the map developed by the Conservation Commission, titled "Outdoor Recreation and Conservation Areas of Readfield, Maine." The table below identifies these properties and their uses:

**Table 7-1
Recreation and Conservation Lands in Readfield**

Property	Ownership	Uses
Factory Square Dam Site	Town	parking, historic site
Readfield Fairgrounds	Town	town events, recreation
Fogg Farm Woods	Town	conservation, trails
Torsey Pond Nature Preserve	Town	nature trails, scenic views
Town Forest/Farm	Town	trails, historic site
Readfield Recreation Lot	Town	playground, athletic field
Lot near state boat landing on Rte. 41	Town	conservation
Readfield Elementary School	Town	education. athletic fields/trail
Readfield Beach	Town	recreation
Former Parks Lot, Main St.	Town	Conservation
Small Corner lot, Giles Rd./Main St.	Town	Conservation
Maranacook Middle/High School	CSD #10	education, athletic fields/trails
Wyman Memorial Forest	Kennebec Land Trust	conservation, nature study
Gannett Woods (Shed Pond) Area	Kennebec Land Trust	
MacDonald Conservation Area	Kennebec Land Trust	
Tyler Conservation Area	Kennebec Land Trust (easement)	
St. Andre Fields	Kennebec Land Trust (easement)	
Echo Lake Watershed Preserve #1	Kennebec Land Trust	
Echo Lake Watershed Preserve #2	Kennebec Land Trust	
Avery-Smith Shoreland	Kennebec Land Trust	Echo Lake water access only
Carleton Pond Watershed	Augusta Water District	no public access
NEFF Area off Dan Luce Road	N.E. Forestry Foundation	Forest management

Source: Readfield Conservation Commission

The town owns about 274 acres of the approximately 1758 acres of protected land (excluding submerged lands) listed above. This protected land equals approximately 8.8% of the town's land base. Partially protected lands include Camp K-V and Camp Kirkwold, which total an additional 170 acres. Much of the Kents Hill School property remains undeveloped. In 1990, the town established an open space acquisition fund. The fund was set up as a non-lapsing fund to build over time and be available for the acquisition of lands with important natural and recreational resources.

One of the reasons for the establishment of the acquisition fund was the potential sale of the Augusta Water District lands around Carleton Pond. In 1989 the Water District considered selling the lands of which 568 acres lie within Readfield when it decided to build a water treatment plant that would eliminate Carleton Pond as a primary drinking water source. It proposed selling the lands to the state's Land for Maine's Future Program. However, the Water District has decided to maintain Carleton Pond as a drinking water source and is no longer planning to sell the surrounding watershed lands.

The attractive lands around Carleton Pond are currently not open to the public for recreational use except with permission. This policy was established to protect the drinking water quality of the Pond. With the completion of the treatment plant such strict protection may not be required. This raises the possibility for opening up the lands to limited recreational use. It would also be important to determine whether wildlife would be impacted by recreational activities as the area is designated as a State game preserve.

Developed Recreation Facilities

Table 7-2 lists the developed athletic facilities currently existing in Readfield. Most of these facilities are associated with the schools in town.

Table 7-2
Developed Recreational Facilities

PUBLIC	Baseball	Softball	Football	Soccer	Multi	Track	Tennis	Basketball	Playground
Maranacook Community School	1	1		2		1,312	3	1	
Readfield Elementary School	1				1			1	1
Readfield Beach									1
PRIVATE									
Kents Hill	1	2	2	4	1		6		
Readfield Lions Club	1								

Readfield Elementary School:

In 2004 an improved baseball field was constructed at the Elementary School. The school also has a multipurpose field and gymnasium. A community playground was constructed at the Elementary School through a volunteer effort in 1988 and expanded in 2001.

According to the school's principal, the current athletic facilities are adequate for school purposes. She does not see a need for expanded facilities in the future unless the school's population exceeds 400 pupils.

Kents Hill School:

In addition to its considerable undeveloped land ownership and outdoor facilities, Kent's Hill School makes the Alford Arena (ice rink) available for organized groups.

Use of School Recreation Facilities for Non-school Activities:

Readfield's soccer, baseball, softball and basketball leagues utilize the schools' recreational facilities. According to Town Recreation Committee representatives, soccer and baseball fields are currently being used close to capacity. Youth baseball leagues currently use fields in several locations making logistics difficult. Proposed expansion of baseball leagues may require the addition of one or more fields.

Other Facilities:

Over the past decade there have been sporadic efforts to create a community skating area on Maranacook Lake by simply plowing and flooding a section of the lake. No ongoing program has yet to be established. In 2003 the Recreation Association erected a new recreation building on the Maranacook Community School campus to meet, store equipment and hold events.

Community Recreation Programs

The town currently sponsors a variety of recreation programs. The Readfield Recreation Association coordinates these programs. The program relies almost exclusively on volunteers, but in 2003-2004 the Association hired its first director. Stipends are provided for certain program instructors. Funding for the program is provided through the town (\$3,000 from taxes in FY 04), small fees and several fundraising events. Activities include:

- Summer classes in arts and crafts, dance, biology, and puppetry
- Summer swim lessons
- Halloween Party
- Sledding and Ice Fishing Outings
- Pee-Wee Basketball
- Soccer League
- Family Ski Program at Lost Valley
- Baseball/Softball League
- Spring art lessons

In 2005 for the first time, Readfield and Manchester cooperatively sponsored a week of summer camp for children in K-6th grades. A joint recreation committee administers the program.

Demand for recreation programs by parents continues to increase. In particular, there is interest in more after-school programs particularly from families with two working parents. The emergence of paid staff positions will help to meet the demand.

Maranacook Adult and Community Education provides a variety of recreational programs for children. Offerings have included: soccer, basketball, baseball, softball, cross-county skiing, dancing, gymnastics and arts and crafts. Adult program offerings have included courses in ballroom dancing and a variety of arts and crafts and musical activities.

Goals and Policies

Goals: **Provide for a wide range of recreation opportunities.**

Protect significant view corridors and parcels of recreational and open space land.

Policies:

- 7.1 Continue to improve access to, and enjoyment of, public water resources.
- Consider long-range public beach needs and explore the acquisition of additional shorefront area(s) for public use.
 - Work with the state to establish reasonable controls on motorized traffic on Maranacook Lake, Torsey Pond, Echo Lake and Lovejoy Pond.
 - Cooperate with the state and other communities to protect lakes and lands from invasive species.
- 7.2 Plan for, and develop a townwide system of interconnected trails for multiple forms of recreational use taking into account landowner relations, environmental protection and public safety.
- Encourage cooperative arrangements with private landowners and developers to maintain controlled access to open land for summer and winter hiking, cross-country skiing, walking, snowmobiling and water recreation. Formalize these arrangements with easements or licenses whenever possible.
 - Continue to support expansion and maintenance of the snowmobile trail network through designation of registration fee revenue, donations from individuals and businesses and state and federal grant funding.
 - Develop a walking tour of Factory Square.
- 7.3 Continue to develop and update the Open Space Plan to preserve significant corridors and public access to recreational resources.
- Determine appropriate levels and locations for open space and recreation land within Readfield.
 - Maintain existing trails and incorporate the trail network concept into open space planning.
 - Identify and promote greenbelts through the town for wildlife habitat, visual amenity, open space and recreation that could be established in cooperation with public and private landowners.

-
- Continue to increase the Open Space Fund (established for future acquisition of natural lands) through fund-raising, grants and impact fees as identified in the Open Space Plan.
- 7.4 Maintain and increase, where possible and appropriate, opportunities to use local private recreation resources including, but not limited to, conservation lands, Camp K-V and the Kents Hill School.
- Maintain communications with owners of private recreation resources and work cooperatively to address issues of public use.
 - Explore opportunities to provide recreational access on the Augusta Watershed District lands surrounding Carleton Pond.
- 7.5 Promote and support a wide range of public recreation activities.
- Continue to support the work of the town's Recreation Board.
 - Continue to support and expand town recreation programs. Continue to encourage participation and improve coordination of volunteers.
 - Continue to support the annual Heritage Days event.
- 7.6 Continue an active program to manage and retain public recreation lands and opportunities.
- Secure permanent, legal public access to the Town Forest from within the town.
 - Retain public easements for recreational purposes on any town roads discontinued in the future.
 - Research discontinued and abandoned roads to determine present public rights.
 - Evaluate the benefits and costs of proposed offers of property to the town.
 - Encourage the responsible use and stewardship by residents of all town recreational and conservation resources.

Chapter 8: Rural Economic Resources

The traditional landscape and economy of Maine is based on rural resources including forestland, farmland and mineral resources. Though most of Maine long emerged from the era when most of the population owned a farm or worked in the woods, residents still value the resources protected in our rural areas.

There is another reason for maintaining farm, forest and other open space land in private and economic use – they are good for the tax base. Some towns, particularly fast-developing ones, find that in order to get on top of rising taxes and service demands, they have to add to their tax base which means more development. But undeveloped towns find the opposite: their taxes are lower. The simple fact is that though undeveloped land pays very little in taxes, it demands even less in services. The same cannot be said of commercial, residential or any other type of development.

The American Farmland Trust, a national agricultural advocacy organization, has documented this in dozens of “Cost of Community Services” studies across the country including Maine. Their findings: the average commercial development demands about \$1 worth of services for each \$1 in taxes it pays. The average home demands about \$1.15 in services. The average farm demands only \$0.27. That means a community takes three out of every four dollars that farmland owners pay in taxes to pay for services to its increased “tax base.” When farmland is developed that subsidy is lost and taxes go up. It might make sense, therefore, to keep as much land undeveloped as possible.

Agriculture

Farming in Readfield may often go “under the radar” because the broad expanses of cornfields and dairy silos are disappearing from the horizon. In fact, though, there are several farms in the area some serving commodity markets such as dairy or apples, some serving small or niche markets such as greenhouse produce.

A listing of local farms includes the following:

- Baggott’s (BelleView Farm)– mixed vegetables
- Hewett’s farm– dairy
- Elvin’s, Lane Road – mixed vegetables
- Great Meadows Horse Farm – horses
- Kent’s Hill Orchard, Main Street – tree fruit
- R and L Berry Farm, Berry Road – berries, honey

Quite a large amount of farmland in Readfield is pasture or hay land. Many acres are hayed once or twice a year and thus remain unforested and undeveloped. However, as agricultural parcels, they are underutilized.

Maine has a program of tax relief for farmers and those who just want to keep land open. The Farm and Open Space Program allows landowners who enroll to have their land revalued for its

current productive potential rather than its market value. Although participation in this program should be a good measure of the level of farming in a town, it is often underutilized. Two reasons are cited: first, town officials are reluctant to promote enrollment because it means a loss of taxable valuation; second, farmers who enroll will be penalized if they withdraw and with the uncertain state of farming, this is a disincentive. For the town, the loss of taxable valuation means that other property owners pick up the slack. However, since farmland has been subsidizing development all along (as demonstrated on the preceding page), this may only be leveling the playing field.

As of 2007, there were 23 parcels enrolled in this program in Readfield. This is not equivalent to the number of farms in town because some farms may have multiple parcels and others have not enrolled. These parcels cover 1,468 acres though 813 of them are classified as “farm woodland.” Readfield ranks sixth within Kennebec County in number of parcels enrolled and second in total acreage (behind Benton). This signifies a very active local program of enrollment. However, the total acreage is down 17 percent from the 1,760 acres enrolled in 1991.

There are opportunities for growth in farming. Between 1992 and 1997 according to the U.S. Census of Agriculture, the average per-farm market value of agricultural products in Kennebec County rose 34 percent from \$74,000 to \$99,000 per year. While the countywide aggregate value of “fruits and berries” dropped and the value of “all crops” rose only 15 percent, “livestock, poultry and products” rose 25 percent and the value of “nursery and greenhouse products” rose by 54 percent.

An emerging form of agriculture that is poised for growth is the “micro-farm”. These are small-acreage farms that are developed for niche markets such as market vegetables, flowers or herbs, or represent only a part-time living and added income for the landowner. These farms are often five acres or less sometimes not even qualifying for “farmland” designation, but taken together represent an element of local economy and prosperity. They also manifest as roadside stands, nurseries and greenhouses.

Farms in general cannot survive without a support system. In addition to suitable land, farms need sources for inputs, such as farm supplies and machinery, and markets for their product. This is, in part, why farming as a commodity industry has declined. Maine farms cannot compete with other regions of the country to produce large volumes or cheap products; that is why we have to look locally in smaller volumes. Readfield currently does not have much support structure – no farm supply stores or farmers markets.

Forestry

Forests provide multiple values in addition to providing a source of wood and income to landowners and residents. Forested areas typically collect water in the landscape by intercepting precipitation thereby reducing the volume and rate of runoff as well as reducing soil erosion and phosphorus. Forests also bind up soil moisture in an area that may otherwise be subject to larger seasonal flooding and its associated erosion problems. In addition, forests provide habitat for wildlife, outdoor recreation and cleaner air.

Wooded areas are functionally divided into softwoods, hardwoods and mixed forest growths. Wooded areas may also include tree plantations, disturbed forests and some developed areas where the canopy obscures the view of urbanization and suggests a relatively lower density of development and less intense usage of lot area. Small tree plantations are scattered throughout the town generally adjacent to agriculture. In all, a bird's-eye viewer would conclude that forestland covers between 2/3 and 3/4 of Readfield's 20,000 acres.

Forestland comes in many shapes and sizes. While there are no industrial forest ownerships in Readfield, there are several large land holdings of both managed and natural forest. There are several tracts of recently cut land as well as plantations, Christmas tree farms and mature forest.

In 2007 eighty-three parcels of land were classified as Tree Growth properties under the State's Tree Growth Tax Law. This program, like the Farm and Open Space Program, provides landowners an opportunity to have their land valued for its productivity rather than its market value. For example, in 2007 forestland in Kennebec County was valued at \$112/acre for hardwoods and \$264/acre for softwoods, less than one-tenth of current market values. In contrast to the Farm Program, the state reimburses municipalities for a portion of lost revenue from Tree Growth and local participation is usually higher.

Readfield's 83 parcels totaled 3,758 acres, a small fraction of the actual amount of forestland in Readfield. This does not include the 813 acres of "farm woodland" classified under the farm program. As Table 8-1 shows, this is slightly below the 1991 enrollment of 3,778 acres. During that time the biggest acreage drop shows up in the category of "Softwood."

Table 8-1
Tree Growth Tax Program, Enrollment by Forest Type

Type	1991 acres	20027 acres	Change
Softwood	977	825	down 16%
Mixed Wood	2,109	1,524	down 3%
Hardwood	693	877	up 6%

Source: 2007 Municipal Valuation Return Statistical Summary

Other than Tree Growth, there are several other significant parcels of forested land in town, not enrolled because they are tax-exempt or in some other classification. The Kent's Hill School owns several hundred acres. The City of Augusta owns 710 acres of land in the Carleton Pond watershed 568 of which is in Readfield. The Readfield Town Forest consists of 100 acres, and

the Gannett Woods and Wyman Memorial Forest (both Kennebec Land Trust properties) contain 160 acres. The Maranacook Community School tract consists of 320 acre only a small portion of which is developed.

Many of the privately owned tracts of forestland in Readfield are under forest management plans. No precise count is available since management plans are not required unless the tracts are enrolled in Tree Growth. Management, including harvesting, is generally viewed as a means of increasing the value of the resource. Some of the land in forest has been recently harvested. According to timber harvest information from the Maine Forest Service, there have been 252 permits for timber harvest between 1991 and 2006 covering a total of 5,958 acres. The great majority (4,319 acres or 72 percent) of the harvested acreage was for selective harvesting meaning that trees could have been cut off without making a noticeable change in the forest cover, and also that the same acreage could have been cut more than once in that 12-year period (making the total acreage seem higher.)

One hundred sixty-two acres during that time were clearcut primarily during the early 1990s. Shelterwood harvests occurred on 1,477 acres. A total of 189 of the harvested acres were cut for a “change of use,” which sometimes involved clearcutting but often not. Most of the change of use cutting has occurred since 2000.

Mineral Extraction

Mineral extraction in Readfield generally means gravel extraction. Readfield, however, is not heavily dependent on its gravel resources. The 1991 “Land Cover Map” depicted eleven small gravel pits in Readfield most of them clustered between South Road and Stanley Road (west of Beaver Brook) or just north of Readfield Station. This is a strip of *Hinckley Gravelly Sandy Loam*. Very few other outcrops of this soil type or any other gravel-bearing soils are evident on the Readfield Soils Map.

According to current records, only two pits are still operating, and one is not extracting a large volume of material.

Because of the limited extent of gravel-bearing soils, it is not to be expected that gravel extraction will be a large issue in Readfield. Nevertheless, due to the potential for impact on lake watersheds, the town must be sensitive to any future development of open pits for gravel, topsoil or other resource extractions.

Goal and Policies

Goal:	Promote the conservation and sound management of forest, agricultural and mineral resources, and the continued viability of businesses that rely upon them.
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Policies:

- 8.1 Identify prime agricultural and forest lands of present or potential value, and evaluate how best to protect those areas from incompatible land uses through techniques such as required clustered development, the public purchase of development rights, conservation easements and minimum setbacks from working farmlands.
- 8.2 Include agriculture, forestry and other resource-related activities in town economic development planning.
 - Encourage owners of farmland, significant open space and forestlands to participate in the Farm, Open Space and Tree Growth Tax Programs.
 - Inform forest landholders of opportunities for professional management planning.
 - Look for opportunities to promote local forestry and farming.

Chapter 9: Land and Water Resources

Living in Readfield, a place of great natural beauty, it is easy to take the town's natural resources for granted. Yet Readfield's 32 square miles provide many benefits to residents and the community as a whole. Preserving Readfield's land and water resources is what maintains productive forest and farm land, clean water for recreation and drinking, wildlife for hunting and tourism and the overall natural beauty of town. Some parts of town will be more suitable for development than others and some forms of development have more potential impacts than others. One of the functions of this Plan is to ensure that new development occurs without diminishing the natural environment.

The following chapter summarizes information about the landscape of Readfield to help explain why the town's natural resources are important. It identifies the physical limitations the natural environment imposes and how to plan for them.

Land Forms

Surficial Geology:

The advance and retreat of the Late Wisconsin Period glacier molded Readfield's landscape. As the glacier advanced, the ice mass scraped loose geologic material off the surface of the ground. When it retreated, the glacier left its mixture of sand, silt, clay and stones, called till. Today, most of Readfield is covered by this glacial till. The till is a heterogeneous mixture of sand, silt, clay and stones. Till generally overlies bedrock but may overlie or include sand and gravel. Glacially streamlined hills may consist of till deposits of over 100 feet. One variety of till in Readfield is fine grained and compact with low permeability and poor drainage. The other is loose, sandy, and stony with moderate permeability and good drainage.

Other surficial features include:

- Swamp deposits (peat, silt, clay and sand) located in wetlands;
- Glacial-marine deposits (silt and clay) located near inlets to Maranacook Lake;
- Glacial-stream deposits (sand and gravel) just west of Tingley Brook and near Torsey Pond; and
- End-moraine deposits (till and/or sand and gravel) surrounding Beaver Brook.

Bedrock outcrops interrupt the predominant, thick till blanket. Large areas of bedrock outcrop occur on the east-facing slopes of Kents Hill, from Monks Hill down to the east shore of Carleton Pond and on the hilly area just north and east of Readfield Depot.

Topography:

Readfield has a varied topography – basically extending lower to higher, from east to west. The highest elevation is just over 700 feet above sea level at the peak of Palmetter Ridge south of Kents Hill and on the Mount Vernon/Readfield town line west of Church Road. The lowest elevation, approximately 190 feet above sea level, is where a feeder stream to Little Cobbossee Lake exits the southeast corner of town. Maranacook Lake has an elevation of approximately 211 feet.

Large portions of the town have slopes that exceed 20-25 percent in grade (20-25 feet in rise per 100 feet in horizontal distance). Development becomes increasingly problematic as the slope gradient increases. Roads on steep slopes are more costly to construct and maintain and can be more dangerous to travel on particularly for emergency vehicles and school buses during winter. Steep slopes can make buildings and subsurface disposal systems more expensive to construct and maintain. The Maine Subsurface Wastewater Disposal Law prohibits new subsurface waste disposal systems on slopes greater than 20%. Additionally, steep areas are more susceptible to erosion problems. Development on slopes greater than 20% should be avoided due to the high cost of construction and likelihood of environmental damage.

Readfield's Land Use Ordinance places some limits on development of steep slopes. Certain performance standards specify construction techniques or limit construction altogether on slopes. Areas of steep slope over two acres are zoned "Resource Protection."

Watersheds:

A watershed is the area of land within which all water falling ultimately drains to a single water body. Watershed boundaries are the high points of land that separate one watershed from another. The delineation of watersheds shows how water runs off the land, where it accumulates and how it ultimately collects into larger bodies of surface water.

There are 7 major watersheds in Readfield, draining to the following:

- Echo Lake and Lovejoy Pond;
- Torsey Pond;
- Long Pond and Messalonskee Lake (in Mount Vernon);
- Berry Pond in Wayne and Winthrop;
- Little Cobbosseecontee (Cobbossee) Lake in Winthrop;
- Carleton Pond; and
- Maranacook Lake.

The Maine Department of Environmental Protection (DEP) identifies each lake and pond watershed. In the course of delineating 11 lake watersheds in Readfield, DEP regards Echo Lake and Lovejoy Pond as separate watersheds, separates the upper and lower basins of Maranacook, and also lists Bog Pond, Berry Pond, Little Cobbossee Lake, and Shed Pond. Since planning for lake water quality is so closely integrated with watershed planning, a more extensive discussion of each pond and its watershed can be found in the section on lakes and ponds below.

Islands:

In the Readfield end of Torsey Pond there is only one "real" island. It has a dwelling on it. There are also a couple of very small islands in Torsey and a large marsh area that at times consists of "marsh islands." There are three large and three small islands in the northern basin of Maranacook Lake. Two of the large islands and one of the small islands have structures on them.

Soils:

Soils in the Readfield area are typical of this part of Kennebec County -- dominated by loam and sand developed from glacial till and meltwater. With few exceptions, Readfield soils fall into the Hollis-Paxton-Charlton-Woodbridge Association. These are sandy loams typically found intermingled in hill and ridge areas at elevations of 200 to 700 feet. While the Hollis soils are generally shallow and do not retain water well, the Paxton-Charlton-Woodbridge soils are typically deep and moderately well drained. This soil association has historically been used for forestland, hay, pasture, orchards, cultivated crops and homebuilding.

The Natural Resource Conservation Service (NRCS) has published *Soil Survey Data for Growth Management in Kennebec County, Maine* (1989), which is considered the authority for suitability of soils for specific purposes. The predominate soils in Readfield are Woodbridge and Paxton stony fine sandy loams with 3% to 15% slopes. These soils are rated as having a relatively high potential for low-intensity development where slopes do not exceed 8 percent. Hollis soils are rated "medium" for low-intensity development.

Immediately north of Maranacook Lake is a small pocket of Scantic and Scio soils. These soils are typically associated with wetland areas. Although fine silt soils can be used for agriculture with appropriate drainage systems, the high water table creates severe limitations for residential or commercial development.

In scattered areas northeast and west of Carleton Pond, west of Torsey Pond, and in the northeast corner of Readfield are Ridgebury Fine Sandy Loams, the third soil type present in Readfield. As is the case with the Scantic soils, Ridgebury soils are rated very low in potential for development because of poor permeability and high water table. Like Scio soils, Ridgebury soils are most suited for growing trees.

The Soils Map (Appendix) displays NRCS Potential Ratings for Development, based on soil suitability for development. Areas where new systems are not permitted or may not be permitted are identified. The mapping of these soils involved a degree of generalization, meaning the outlined areas may include small areas of soils suitable for development. However, predominate soils are poor for development. The presence of poor soils does not by itself exclude development; it does, however, make it more costly.

All soils when excavated, disturbed, or scarred are subject to accelerated erosion. Eroding soils contribute to the degradation of water quality in lakes, ponds and streams. Silt can reduce visibility, harm fish populations and contribute phosphorus and other nutrients to the water body.

Phosphorus is a naturally occurring nutrient which, when present in high concentrations in water bodies, can cause algal blooms. Eroding soils from uncontrolled stormwater runoff can contribute significantly to phosphorus levels in Readfield's water bodies.

Approximately half of the land area of Readfield is highly erodible and/or has shallow overburden. Of particular concern are the most highly erodible areas near major water bodies or feeder stream systems. Carleton Pond, Maranacook Lake, and Torsey Pond all have highly erodible soils along portions of their shoreline.

Readfield's Land Use Ordinance contains performance standards to protect against excessive erosion during and after construction. Sections 8.10 and 8.11 require developers to provide adequate stormwater management and erosion control, respectively, and Section 8.12 requires phosphorous control measures for projects subject to site review within lake watersheds.

Groundwater

There is one significant sand and gravel aquifer in Readfield according to the Maine Geological Survey. The aquifer has an estimated yield of 10 to 50 gallons per minute and is located in the vicinity of the wetlands adjacent to the Beaver Brook outlet to Maranacook Lake. The remainder of the town has a moderate to low potential groundwater yield according to the Maine Geological Survey.

Groundwater also serves several public water supplies in Readfield. A "public water supply" is defined by state statute as one that serves 15 or more individual hookups or 25 or more persons from a single source. Public water supplies are further classified based on whether they serve the general community or individual populations. Public water supplies for Readfield, as listed by the Maine Department of Human Services, Bureau of Health Drinking Water Program (DWP), are reported as follows and illustrated on Figure 9-1:

- Kents Hill School, non-transient, non-community system. Two drilled wells, one 466' deep, one 488' deep. Each yields approximately 25 gallons per minute.
- Kirkwold Camp, non-community system, serving seasonal camp. 400' drilled well
- Menatoma Association, non-community system, serving seasonal camp. Bedrock well.
- MSU 42 Maranacook Community School, non-transient, non-community system, bedrock well.
- MSU 42 Readfield Elementary School, non-transient, non-community system. 193' bedrock well.
- Readfield Corner Water Association, Inc., two community wells, one 300' and one 401', both drilled into bedrock. 8" casing.
- Saunders Manufacturing Company, non-transient, non-community system, two wells, one 200', one 800'.
- Weathervane Restaurant, non-community system, serving restaurant. Drilled, bedrock well 208".

A map of Readfield, Maine, showing the locations of 12 bird sightings. The map includes major roads like Davis Ln, Saddle Creek Rd, and various local roads. Shaded areas represent water bodies. Black dots with numbers indicate sighting locations: 411, 1367, 1368, 380, 381, 387, 388, 389, 390, 391, 1540, and 390.

Readfield is not a newcomer to the issue of groundwater pollution. In 1977 a gasoline leak at Readfield Corner contaminated 6 wells that will remain unusable for an extended period. That resulted in the Readfield Corner Water System (above) now serving 22 users. In 1980-1981 gasoline was discovered in the Fire Station well and an adjacent well from a spill a decade earlier. In the mid-1980s Readfield Packing and Saunders Manufacturing were both cited for illegal discharges from their systems. And in early 1988, leakage from an old above ground fuel tank contaminated soils under the Alice Eaton Community House (now the Library). The contaminated soil at the Community House has been replaced. Readfield Packing closed after a destructive fire and Saunders Manufacturing changed its processing methods and installed ground water monitoring wells.

Readfield Comprehensive Plan
Final Draft

To protect its citizens, the town should do more to minimize threats from potential sources of contamination. For instance, the town could assist local property owners in complying with state regulations for tank registration and removal, implementing standards governing new tank installation and assisting in better control of farm wastes. The town could also work with the state, railroad, school officials and local businesses to plan effective emergency responses to releases of hazardous chemicals. The town should be better prepared in the event of an accidental release involving toxic chemicals transported over the Maine Central Railroad or State highways, used at schools or stockpiled at local industries and businesses.

Readfield's Land Use Ordinance requires that developers demonstrate that they have sufficient water for their own use, but does not require any analysis of impact on overall groundwater supplies or public water systems.

Surface Waters

The interconnected system of surface waters begins as tiny brooks in the upper reaches of watersheds and flows through a system of streams, ponds, and wetlands ultimately reaching the sea. In the surface drainage system, runoff also collects temporarily in wetlands and on flood plains. Readfield participates in the Federal Flood Insurance Program by exercising local control over development in floodplains (Map, Appendix), but these are relatively minor.

Many land use practices can impact surface water quality. Improperly functioning or unsuitably located sanitary waste systems may cause bacteria to contaminate surface waters. Poor agricultural practices can result in nutrient loading to ponds and lakes. Construction creates potential for erosion and siltation of water bodies. Any land use, when managed improperly, can accelerate the process of eutrophication, which is foreshadowed by algae blooms.

Streams:

There are approximately 37 streams and brooks in Readfield. When all tributaries are taken into account, the streams represent 25 miles of moving water. In addition to enhancing the scenic landscape, moving water provides a unique habitat for a number of species and plays an essential role in the drainage of land areas during storm or snow melt events. Streams also serve as the flushing and refill conduits for the larger open water bodies to which they are connected.

The state has four classes for freshwater rivers and streams. All streams and brooks in Readfield are Class B. Class B water bodies are suitable for drinking water supply, recreation in and on the water, fishing, industrial process and cooling water supply, hydroelectric power generation, navigation and an unimpaired habitat for fish and other aquatic life.

The Map of Water Resources (Appendix) shows the streams of Readfield along with Readfield's lakes, ponds and wetlands. Most streams are bounded by the Stream Protection District. The Stream Protection District establishes a 75-foot building setback from the stream high water mark. Standards in Section 8.19 of the Ordinance establish further protection.

Lakes and Ponds:

Lakes and ponds are an essential part of Readfield's landscape. Large, open bodies of water provide scenic views, recreational opportunities, important fish and wildlife habitats, sources of drinking water and provide prime real estate development opportunities along their shores.

Shoreland development is a major source of tax revenue for the town. Maranacook Lake properties alone contributes about 25% of the tax base. The value of protecting good water quality became more obvious in the 1990's when the University of Maine conducted an in-depth study illustrating the strong relationship between water clarity and the open market value of waterfront property. The study showed that the loss of one meter in the 10-year average clarity reading can result in a loss of property values of up to 24%. This could lead to tax increases to all other properties town-wide if water quality deteriorates.

The quality of water in any lake depends on many factors including the surface area and depth of the lake; the flushing rate; the size of the watershed; the extent of development along the shore and in the watershed; the extent of agricultural activity in the watershed; and the degree to which obvious sources of pollution, such as septic effluent, sewage, agricultural fertilizers and manure are kept from entering the water body.

Under state law, all natural lakes and ponds 10 acres or larger in size are classified as Great Ponds under the Great Ponds Act (GPA). The water quality attainment goal for Class GPA water bodies is that they are suitable for drinking water, recreation, fishing, hydro-electric power generation and as natural habitat for fish and other aquatic life. If a water body is not meeting its attainment goal, it is described as a "nonattainment" lake.

Table 9-1 - summarizes information for lakes and ponds in Readfield. The data suggests that the northern basin of Maranacook Lake is showing signs of accelerated aging. Its Trophic State Index (TSI) levels are characteristic of lakes with significant algal overpopulation problems. The Maine Department of Environmental Protection (DEP) in 1996 classified the north basin of Maranacook as being a watershed "most at risk" from new development.

The DEP has estimated the future area of development for the watersheds listed and calculated the impact of phosphorous runoff for development. This indicates the level of phosphorous per acre that may be allowed without significant deterioration (based on the level of protection). The numbers in the last column of Table 9-1 indicate the allowable level of phosphorous in pounds per acre per year. The Cobbossee Watershed District has done more precise calculations for the lakes within its jurisdiction. Where applicable, they are listed after the DEP numbers.

In general, the smaller the number, the more constrained sites will be for development. The DEP's *Phosphorous Control in Lake Watersheds* (1992) lists performance standards and techniques for reducing phosphorous from new development. Readfield has incorporated these standards into its Land Use Ordinance in section 8.12 "Phosphorous Control."

Several of Readfield's lakes are within the Cobbossee Lakes system and thus within the jurisdiction of the Cobbossee Watershed District (CWD) of which Readfield is a member. The

CWD provides technical assistance and review of development applications as well as volunteer lake quality monitoring and management of lake water levels.

A more recent planning concern is the threat posed by invasive water plants. Maine, for years isolated from the plague of milfoil, is now seeing more and more frequent occurrences of it. Eurasian Milfoil, the most aggressive species, has yet to penetrate this area, but other forms of milfoil have shown up in Messalonskee Lake. The state has initiated several measures aimed at preventing the spread of invasive plants, including signs and monitors at most public boat landings. In addition, the CWD received a grant to develop a Maranacook Watershed Management Plan including strategies to control invasive plants to be completed in 2006. A lake minimally infested with milfoil, for example Lake Arrowhead in Limerick, has resulted in a *reduction* of property assessments on all properties on the lake by 10% to 20%. According to the “Milfoil Summit Fact Sheet ‘08” published by the Lakes Environmental Association, there were 28 lakes in 2007 now infested with invasive plants.

The following are individual profiles of Readfield’s major lakes and watersheds.

a. Berry Pond

Berry Pond, located in Wayne and Winthrop, has approximately 1,300 acres of drainage area in Readfield. It shows dissolved oxygen depletion in the bottom waters to levels, which are considered to be high risk and has developed or will develop, a significant phosphorus internal recycling problem. The pond has a Trophic State Index (TSI), which indicates moderate algal production usually associated with average transparency and average chlorophyll-a. Water quality in Berry Pond is considered moderate-sensitive. The phosphorous allocation is 0.029 pounds per acre (ppa), which means very strict measures should be in place to minimize phosphorous export.

b. Carleton Pond

Carleton Pond, located in Readfield and Winthrop, is currently the backup water supply for the Augusta Water District, which serves up to 40,000 people per day. It discharges into Upper Narrows Pond, the primary water supply for the town of Winthrop.

Of the 10 lakes and ponds located wholly or partially in Readfield, only Carlton Pond is presently being used as a source of public drinking water. The Augusta Water District pumps approximately 2.2 million gallons of water from several sources each day. Though Carleton Pond water was formerly the primary source, Cobbosseecontee Lake is used as well, and the District has recently brought three deep wells online to relieve pressures on Carleton Pond. The District has a filtration plant to treat all water.

The watershed of the pond is well protected. Between 1905 and 1908 the District purchased approximately 600 acres of land in Readfield and 50 acres in Winthrop and since that time has owned the entire perimeter of the pond. Today the District owns 710 acres surrounding Carleton Pond. According to Brian Tarbuck of the District, there are no current plans to sell or develop any of the District’s ownership. It is currently listed as Tree Growth and managed for timber

production. Portions of the watershed are also a State game preserve and public access to the pond is highly restricted. The District also owns and operates the dam controlling the pond's water level, which is located at the outlet in Winthrop.

Table 9-1 Lakes and Ponds in Readfield

Lake Name	Surface Area (hectares)	DDA (acres in Readfield)	% DDA in Readfield	Maximum Depth (feet)	Mean Depth (feet)	Volume (million cubic feet)	Flushing Rate (per year)	F (lbs/ppb/yr)	TSI ²	Maine DEP Water Quality Category	Level of Protection	Lbs. Per acre phosphorous allocation (DEP/CWD)
Berry Pond ¹	68	1,307	27.2	25	9	65.0	5.55	8.73		Mod./sens	Medium	.029
Bog Pond	10	1,230	80.3					7.12		mod./sens	Medium	.032
Brainard Pond	8	1,121	100.0					5.71		mod./sens		no
Carleton Pond	89	1,383	92.7	57	24	229.5	0.7	16.93		mod./sens	High	.052
Echo Lake	467	311	5.8	117	21	1,006.5	1.89	6.41	42	good	High	.076
Little Cobbossee ¹	32	533	31.5	33	11	38.8	4.62	4.07		poor/restorable	Medium	.021
Lovejoy Pond	151	1,158	39.0	22	16	190.7	11.30	23.08		mod./sens.	High	.055
Maranacook Lake (southern basin)	472	2,907	50.8	128	28	2,009.1	0.95	46.15	40	mod./sens.	High	.052
Maranacook Lake (northern basin)	241	6,604	82.0	41				61.65	56	mod./sens. ³	High	.032
Messalonskee Lake ¹	1,420	2,915	9.9	113	33	4,809.9	1.56	53.05		mod./sens.	High	.058
Mill Pond	5	516	100.0					2.84		mod./sens.		no
Shed Pond	19	316	48.2					2.20		mod./sens.	Medium	.031
Torsey Pond	230	1,094	33.6	45	13	308.3	1.08	12.12	41	mod./sens.	High	.039

¹The water body, itself, is located outside of Readfield's municipal boundaries.

²Trophic State Index. A numerical classification scale for expressing water quality for different lakes based on phosphorus, water transparency, and chlorophyll levels. Low TSI ratings indicate clear lake water with little aquatic productivity (15-40 TSI). High TSI ratings indicate more aquatic productivity (60-100 TSI).

³Cobbossee Watershed District ranks the southern basin as “Moderate/Stable.”

Source: Maine Department of Environmental Protection, 2007
Cobbossee Watershed District Water Quality Summary Sheets, 1992

Carleton Pond is classified “moderate-sensitive” in DEP’s water quality classification, and is on the DEP’s list of “Lakes Most at Risk from Development” (Chapter 502, *Stormwater Management Rule*). Total phosphorus levels are relatively high for such a pristine lake and in 1998 it experienced an algae bloom. The lake has had several years of poor clarity in monitoring tests, and also has a history of low dissolved oxygen levels. None of these problems rise to the level of significant concern for the water district.

The undeveloped nature of the watershed, including a virtually undeveloped shoreline, forces a consideration of major development impacts in the future. The Augusta Water District owns substantial amounts of land in the watershed, which is also valuable as open space. The Land Use Ordinance also establishes a 1,000-foot Resource Protection Zone surrounding the pond.

c. Echo Lake

Echo Lake, located in Readfield, Mount Vernon and Fayette, supports populations of lake trout and salmon; brook trout are stocked occasionally. Water quality is listed as “good,” which is unusual for this area. The lake bottom remains well oxygenated throughout the summer. The portion of the watershed in Readfield is relatively small (311 acres) though there is some lakefront development. The portions of the watershed in Fayette and Mount Vernon are much more extensively developed.

d. Little Cobbosseecontee

Little Cobbosseecontee (Cobbossee) Lake, located in Winthrop, shows dissolved oxygen depletion in the bottom waters to levels which are considered to be high risk and has developed, or will develop, a significant phosphorus internal recycling problem. The lake has algal blooms which severely reduce transparency. Water quality in the Little Cobbosseecontee is classified as “poor,” the only lake with a watershed in Readfield so-designated. There are over 500 acres of Little Cobbosseecontee watershed in Readfield, but it is relatively undeveloped, much of it used for agriculture. It, too, is on the DEP’s list of “Lakes Most at Risk from Development.”

e. Lovejoy Pond

Water quality in Lovejoy Pond, located in Fayette, Readfield and Wayne, is considered “moderate-sensitive.” The DEP indicates that the pond has not had an adequate late summer dissolved oxygen profile taken to date; however, it is probably not deep enough to experience dissolved oxygen depletion, reaching a maximum depth of only 22 feet. The pond has moderate algal production usually associated with average transparency. Readfield’s portion of the watershed is relatively undeveloped, with far more watershed and development in neighboring towns.

f. Maranacook Lake (northern and southern)

Maranacook Lake is composed of two distinct basins and is a highly valued and utilized resource for both Readfield and Winthrop. The northern basin located in Readfield, is smaller and

shallower and exhibits water quality that is slightly below average for Maine lakes. Phosphorus concentrations have for several years been around 12-14 parts per billion (with 15 being a critical threshold), but there has been no significant decline noticed in clarity or other measures. Oxygen depletion occurs in the bottom waters during the summer. The possibility of excessive watershed phosphorus loading and the potential for internal phosphorus recycling are real concerns for future water quality of this basin.

The southern basin of Maranacook Lake is located partially in Readfield and primarily in Winthrop, directly downstream of the northern basin. Maranacook Lake is a secondary water supply for Winthrop and is used as a source of drinking water by some lakefront owners. It is a large, deep lake. During stratification it remains well oxygenated to the bottom depths, providing a large volume of water to support a cold water fishery.

Together, the basins of Maranacook Lake and their watersheds pose the greatest challenge to water quality management in Readfield. The lake is rated “moderate-sensitive” and the State of Maine has also recognized the value of the lake, and the potential threat to the lake imposed by increasing development in the watershed, as it is listed on the State’s List as a Priority Waterbody and is also on the State’s a list of lakes “Most at Risk from Development.”

Shorefront property in both towns contributes greatly to both towns’ property tax bases. As has been demonstrated in Maine markets, the value of shorefront property is directly related, at least in part, to water clarity. Therefore, financial incentives exist to continue, and increase, efforts to protect the lake.

The watershed in Readfield consists of over 9,500 acres (almost half of Readfield’s land area) and includes both Readfield Village and the Depot. There are extensive areas of recent development within the watershed. Concerns expressed by the Cobbossee Watershed District range from erosion along camp roads to runoff from the school parking lots. The phosphorous export per-acre figure established by the DEP is .032 (ppa), which is a figure low enough to significantly constrain development design. For these reasons, the CWD’s Maranacook Lake Watershed Management Plan (2006) will be critical to future management efforts.

g. Messalonskee Lake

Messalonskee Lake, located in Belgrade, Oakland and Sidney, shows dissolved oxygen depletion in the bottom waters to levels considered to have a moderate reduction in cold water fish habitat, but pose no immediate risk for the development of a significant phosphorus internal recycling problem. Messalonskee is also having problems with invasive aquatic plants. The watershed of Messalonskee is almost 3,000 acres in Readfield’s northeastern corner where there has been some development activity, but the lake has a relatively high 0.058 phosphorous allocation.

h. Shed Pond

Shed Pond is a small pond owned by Kennebec Land Trust located on the border with Manchester. The 300-acre watershed is somewhat isolated with only the Scribner Hill Road

accessing it. Water quality is listed as “moderate-sensitive.” Acceptable phosphorous allocation is only 0.031 (ppa), which means that it is constrained for development.

i. Torsey Pond

Torsey Pond is the headwater of the Cobbossee Watershed. The upper, deep basin in Mount Vernon narrows to a shallower southern basin in Readfield and discharges to Maranacook Lake. Rooted aquatic plants are prevalent in the southern basin of Torsey Pond. Data indicate stable or slightly improving water quality. Clarity is average for Maine lakes, but in 2003 was the best reading in years. Algal blooms have not been observed in the pond. Oxygen depletion occurs in summer at depths from 7 or 8 meters to the bottom and persists until fall overturn. The DEP ranks Torsey Pond as “moderate-sensitive.”

Approximately 1/3 of the Torsey Pond watershed is in Readfield comprising about 1,100 acres. This includes Kents Hill and significant lakefront development. The major land use in the watershed is forest with agriculture and development as the largest phosphorus sources. Ongoing lake protection through stormwater management and other phosphorous controls will be needed to maintain the pond's good water quality and protect Maranacook Lake downstream. The phosphorous allocation is 0.039 ppa, which somewhat constrains development design.

Wetlands

Wetlands serve many important functions. They act as stormwater storage areas and surface water filtration systems. They also provide critical habitat for certain species of birds, fish and aquatic mammals and are particularly important as breeding grounds. They provide unique environments necessary for certain aquatic vegetation. In addition, wetlands provide open space for some forms of recreational enjoyment or aesthetic appreciation.

Maps provided by the Maine Natural Areas Program, the National Wetlands Inventory and Maine Inland Fisheries and Wildlife (IFW) show wetlands information for Readfield. Wetlands are shown on several maps in the Appendix to this plan.

Wetlands are often characterized based on multiple values such as suitability for habitat. Larger and more diverse wetland areas are generally classed as more valuable. In Readfield there are several areas of extensive wetlands including: the stream and wet areas between Torsey Pond and Maranacook; the bog between North Road and Plains Road; and Beaver Brook, which empties into the southern basin of Maranacook Lake. Four wetlands are positively identified by the Maine IFW as having a high value as waterfowl and wading bird habitat. They are found in the vicinity of the following water bodies: Brainard Pond, Beaver Brook, Dead Stream and Gardiner Brook.

An emerging issue for the town is the existence and location of vernal pools. Usually associated with wetlands, vernal pools are seasonal bodies of water that provide seasonal breeding habitat for several species. They are not always recognizable in other seasons so have been vulnerable to destruction on a regular basis. They are not yet mapped to any extent, but with new attention

to their importance in the ecosystem, the town should incorporate some protection of them into its development standards.

Among other standards, the Readfield Land Use Ordinance provides protection of wetlands through a minimum structure setback of 25 feet from wetlands over two acres in size and 75 feet from wetlands over 10 acres or over two acres when associated with an open water body.

Unique Natural Areas and Wildlife Habitats

Water bodies, watercourses, and wetlands provide habitats necessary for the continued survival of many wildlife species. Lakes and their shorelines, streams, brook, and wetlands provide suitable habitats, nesting areas or travel corridors for fish, beaver, muskrats, mink, otter, fisher, raccoon, deer, moose, waterfowl and other birds to name just a few of the wildlife species indigenous to Readfield.

Natural Heritage and Critical Areas:

The state has identified natural heritage and critical areas reflecting endangered or valuable plants through its Natural Areas Program. The map prepared by the program identifies one “Exemplary Natural Community:” an area of northern hardwood forest just to the west of Shed Pond. The map also identifies three other exemplary populations of rare plant species. They are:

- Prickly Hornwort, located at the mouth of Torsey Pond;
- Broad Beech Fern, located on the west shore of Shed Pond; and
- Small Whorled Pogonia, located in the vicinity of Kents Hill School.

More information on rare plants endemic to Readfield is available from the Maine Natural Areas Program books at the Town Office.

Many efforts are underway to support protection of critical natural areas in Readfield. Many land holdings are public including the Carleton Pond watershed and town land. The Readfield Conservation Commission is active in managing critical resource lands on town property. The Kennebec Land Trust is active in Readfield offering landowner assistance with conservation easements and accepting donations of property. A listing of conservation properties and ownerships is included in Chapter 6, Recreation.

Deer Habitat:

Whitetail deer are the most common and exemplary large animal in Readfield. Deer are drawn to areas with both food and shelter available commonly referred to as “edge.” Farm fields, orchards and open areas adjacent to forested land are the most common summer habitat for deer. The habitat limitation for deer occurs in the winter when there is heavy snow cover and extremely cold weather. At this time food and shelter are limited to areas of fairly dense evergreen cover where the ground may be exposed and the climate is somewhat moderated. These areas are known as deer wintering areas.

According to Maine Department of Inland Fisheries and Wildlife (IFW), there are four deer wintering areas in Readfield, none of which have been confirmed by field observation. These areas are in the vicinities of Gardiner Brook, Hoyt Brook, Bog Pond and on the westerly side of Monks Hill.

None of these areas are particularly threatened by development though they may be threatened by certain forest management operations. The IFW does not recommend regulatory standards with respect to preserving deer wintering areas but is willing to work with landowners to adopt management practices that will preserve their integrity.

Other Wildlife:

Raccoon, beaver and red fox are the most abundant species of furbearers in Readfield followed by mink, fisher, coyote and otter all of which are present in smaller numbers.

Accurate or even estimated population counts of waterfowl populations in municipalities are not available. The Maine Audubon Society has been conducting loon surveys throughout the state since 1983. The Maine Department of Inland Fisheries and Wildlife is also conducting an ongoing survey of wild duck populations.

Other than generalized habitat protection measures, primarily for wetlands, the state has no coordinated program for maintaining species populations. Various conservation groups and lake associations engage in programs to promote local populations such as putting out nesting boxes, and this occurs in Readfield on an ongoing basis.

Summary of Natural Resource Issues

The topography of Readfield is generally hilly ranging from 700 feet in elevation to less than 200 feet. Soils are dominated by loam and sand developed from glacial till and melt water and tend to have high water tables constraining their use for development. Management of these areas is important to protect groundwater quality and quantity and surface water quality.

One significant sand and gravel aquifer is located in Readfield. The remainder of the town has a moderate to low potential for groundwater yields.

There are several major watersheds in Readfield. These include 37 streams and brooks representing about 25 miles of moving water. All are of good water quality (Class B). Ten lakes or ponds are located in Readfield. Three others located in adjacent towns have portions of their watersheds in Readfield.

Lake watersheds in particular are potentially vulnerable to development and other activities that may produce surface runoff and soil erosion contributing to a decline in surface water quality. Berry, Bog, Little Cobbossee, Shed and the northern basin of Maranacook Ponds are among those most sensitive to phosphorous impacts. Berry, Little Cobbossee and Maranacook Ponds are listed by DEP as “Waterbodies Most at Risk from Development.”

Wetlands associated with the town's hydrologic system provide important functions for water storage, filtration, habitat and open space. Water bodies, watercourses and wetlands provide habitats for many wildlife species. Other special habitats are provided by wooded areas, including the rich, moist woodlands of Monks Hill-Shed Pond. The state has identified four natural heritage and critical areas in Readfield reflecting endangered or valuable plants. It has also mapped several wetlands valuable for wildfowl and wading bird habitat and other areas suitable for deer wintering areas. The "Beginning With Habitat" Program has produced a series of maps and analyses illustrating how conservation lands together with large blocks of undeveloped space, wetlands, riparian areas and other elements of wildlife habitat can work together to preserve essential natural resource features of a town.

The natural landscape -- its topography, soils, surface water, groundwater, wetlands, vegetation, wildlife, potential for resource production and other natural areas -- as well as the built environment present both constraints to and opportunities for development.

Goals and Policies

Goals:	Protect the quality and quantity of the town's natural resources and landscape including shorelands, lakes, streams, wetlands, floodplains, ground waters, soils, steep slopes, forests, agriculture, critical habitats, open space lands, scenic views and other significant natural resources and rural landscapes.
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	Ensure that the density of new development is compatible with the natural capacities of the soil to treat wastewater and runoff adequately and to protect ground and surface waters.
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Policies:

- 9.1 Educate the public about the town's natural resources. The Conservation Commission should continue an active program of public education concerning natural resources - their importance to the community, the types of activities that can jeopardize them and what landowners can do to protect them.
- 9.2 Provide adequate protection through the Land Use Ordinance for all significant natural resources including aquifers, wetlands, natural areas, rare plant and animal species, critical habitat and vernal pools. Work with state, regional and federal officials to provide for accurate identification and assessment of significant natural resources, particularly wetlands, vernal pools, floodplains, perennial streams and wildlife habitats where existing information may be inaccurate or incomplete. Town ordinances should protect, preserve and enhance the wetlands of the community.

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- Review and, if necessary, update the requirements for developers to identify and protect aquifers, wetlands, natural areas, rare plant and animal species, critical habitat, vernal pools and other significant natural resources, as necessary.
 - Maintain a process for ongoing review of land use ordinances to assure compliance with all applicable State land use laws and rules.
 - Designate freshwater wetlands of one acre or more and land within 250 feet of "moderate" or "high" value wetlands (as defined by the Maine Department of Inland Fisheries and Wildlife) as Resource Protection Districts;
 - Adopt standards for the protection of forested wetlands.
 - Consider a hierarchy of protection measures in developing standards to protect wetlands, as follows:
 - i. Avoid the impact by not allowing incompatible activities to occur.
 - ii. Minimize the impact by limiting the magnitude, duration, location or timing of the activity.
 - iii. Restore an affected area.
 - iv. Reduce the impact through preservation and/or maintenance operations during the life of the project.
 - v. Compensate for the impact by creating new wetlands elsewhere.
 - Ensure that vegetative buffers are maintained and limit the amount of timber harvesting in order to buffer wetlands from sources of excess nutrients.

9.3 Continue to regulate development within floodplain areas to minimize flood hazards in accordance with the National Flood Insurance Program.

- Petition the Federal Emergency Management Agency to amend Readfield's floodplain maps to reflect more accurately the location of floodplains in the community as new floodplain information becomes available.
- Update Readfield's Floodplain Management Ordinance.
- Consider participation in the Community Rating System (CRS).
- Inventory all development within the floodplain and work with local, state and federal agencies to plan for and minimize the impact of flooding on this development.

9.4 Exceed the minimum requirements of Maine's Shoreland Zoning Law and Natural Resource Protection Act for more effective protections along shoreland areas.

- Retain undeveloped buffer strips along and minimum building setbacks from lakes, rivers and tributary streams.
- Regulate earthmoving, tilling and other land disturbance in Resource Protection Districts and all other shoreland districts.
- Continue to prohibit permanent docks in shoreland areas.

9.5 Minimize the fragmentation of large parcels of undeveloped land, seek to preserve a variety of different habitats and seek to ensure that travel corridors connect wildlife habitats.

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- Require additional biological information or studies in the application process when possible critical natural areas or species may be affected by proposed development.
 - Encourage the innovative use of easements and other conservation tools when property is developed in critical areas.
 - Encourage owners of unique natural areas, wildlife and critical habitats, agricultural lands and high productivity forestlands to manage their land in an environmentally sensitive manner and, where appropriate, to protect them with conservation easements and/or to participate in programs designed to retain undeveloped land.
 - The Open Space Plan should seek to protect lands with critical habitat values.

9.6 Utilize development standards to protect areas of steep slopes.

- Designate areas of one or more acres with sustained slopes of 20% or greater as Resource Protection Districts.
- Maintain performance standards to regulate disturbance of slopes greater than or equal to 20%, or on sites with soils having high erosion potential or limitations for on-site sewage disposal or structural development.

9.7 Establish consistent construction and maintenance standards for public and private roads to minimize their impact on the natural environment and on the visual character of the town.

- Modify the Road Ordinance to reduce the impact of public and private roads on the natural environment and on visual character.

9.8 Work cooperatively with adjoining municipalities and private partners to identify and manage commonly shared resources and open space systems.

- Continue to work with adjoining communities to provide the necessary coordination on issues of common concern like watershed protection, open space protection and minimizing conflicts in growth and rural area designations.
- Continue as members of the Cobbossee Watershed District (CWD), Kennebec Land Trust (KLT) and continue to work with other organizations devoted to protection of natural resources in Readfield.

9.9 Protect groundwater quality including public water supplies and aquifers through planning, regulation and education.

- Encourage and assist operators of state-identified public water supplies to institute wellhead protection plans.
- Establish standards that prohibit potentially harmful land use activities from locating within 300 feet of public water supply wells.

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- Maintain groundwater protection standards for use and storage of toxic or hazardous materials and mineral extraction.

Goal: Protect lakes and ponds from the effects of soil erosion, phosphorus loading, flood contamination and malfunctioning septic systems.

Policies:

- 9.10 Continue to collect information and educate the public on water quality issues involving lakes and potential sources of nutrients and contamination, and the introduction of invasive aquatic plant species.
- Develop and maintain a display area at the Town Office with educational materials on preserving lake water quality.
- 9.11 Maintain up-to-date and flexible regulatory standards for land use activities to protect lake water quality. Such standards should include practical and effective measures such as buffers, erosion and stormwater runoff controls and engineered solutions to minimize phosphorus contamination.
- Develop standards for incorporating low-impact development techniques to manage stormwater runoff.
 - Maintain standards for earth moving and land clearing activities in lake watersheds.
 - Utilize the Department of Environmental Protection's handbook, *Phosphorus Control in Lake Watersheds*, or best available documents to aid in establishing density, design and development standards to meet lake water quality goals. Periodically review standards to ensure they are the best available practices.
 - Continue to work with the Cobbossee Watershed District to control phosphorus loading of lakes.
- 9.12 Support the general improvement of wastewater disposal systems on shoreland properties.
- Seek funds to assist homeowners in voluntary upgrading of inadequate systems.
 - Continue to require the upgrading of nonconforming systems for seasonal conversions or substantial improvements to shoreland properties.
- 9.13 Improve town roads and private roads that are adversely affecting surface water quality.
- Consider approaching the protection of surface water quality through the establishment of standards for construction and maintenance of public and private roads.

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- Propose an ordinance requiring that all roads within lake watersheds be improved to a standard consistent with Best Management Practices for Water Quality (BMPs).
 - Identify and list prospective stormwater management projects on public and private roads that may be eligible for federal grants or cost-share. Pursue funding when available.
- 9.14 Encourage and participate in regional efforts to maintain and upgrade the water quality of surface waters. Cooperate with the Cobbossee Watershed District and municipalities that share lake watersheds to institute practices that maintain lake water quality.
- Participate in and implement the Maranacook Lake Watershed Management Plan.
 - Seek funding to create a similar plan for Torsey Pond.
 - Continue to work with CWD and neighboring towns on projects and measures to reduce phosphorous loading in lakes.
 - Establish ongoing dialogue concerning development and water quality issues with communities that share watersheds.
 - Establish a protocol for acquisition and management of dams in coordination with other towns.
 - Seek the removal of any sources of potential contamination, such as wastewater disposal systems or old vehicles or buildings, from within the floodplain.
- 9.15 Provide special protective measures for Carleton Pond in recognition of its unique role as public water supply, wildlife sanctuary and rare plant habitat.
- Designate the area within 1,000 feet surrounding Carleton Pond as a Resource Protection District with additional land to be zoned, if necessary, to protect resource.
 - Consider, alone or in partnership with other entities, the acquisition of the Augusta Water District property if and when the District (or its successor) decides to sell the property.

Chapter 10: Land Use and the Built Environment

Existing Land Cover

Readfield encompasses approximately 21,120 acres, of which about 1,280 acres (5.8%) are surface waters. Much of the town is open farmland and woodland. These land uses, in combination with Readfield's rolling topography and jewel-like lakes, define the town's rural character and scenic beauty.

Land cover is the vegetation or type of development evident on the ground. Land cover consists of wooded areas, wetlands, fields, disturbed areas, various types of development and open water.

The town's forested areas consist of softwoods, hardwoods and mixed growth forests and include tree plantations, orchards and disturbed forests where harvesting has occurred (See *Rural Economic Resources*, Chapter 8). Some forested areas are actually developed areas where tree canopies obscure homes, lawns, driveways and other development.

Agricultural lands consist of active farmland (hay, pasture and crop land) and farmsteads (homes and farm buildings). Open areas include abandoned fields with their abundant vegetation and wildlife, yards associated with development, athletic fields, land cleared for speculative development and open areas associated with actual development projects.

A significant amount of Readfield is water bodies and wetlands. There are several lakes and ponds and a number of streams. Wetlands dot the landscape and include small isolated depressions, headwaters of streams, corridors adjacent to stream channels and shorelines of ponds and lakes.

Areas of urban development (contiguous developed parcels) are not widespread in Readfield; however, they do form a rather distinct settlement pattern. The villages of Kents Hill, Readfield Corner, and the Readfield Depot are categorized as "urban" land cover. Urban land cover is also fairly extensive as strip development on smaller lots in the following areas:

- Along Route 17 between the Center and the Depot.
- On the roads extending north from Route 17.
- On the northern portion of South Road.

Somewhat larger-lot development occurs along east-west roads connecting roads in the northern part of town. This pattern is also found fairly consistently along the Sturtevant Hill Road, Route 41 and the southern portions of South Road. Dense development occurs along the shoreline of Maranacook Lake and the eastern shore of Torsey Pond.

Settlement Patterns:

Readfield's settlement pattern generally reflects that of a typical suburban and rural community. A considerable amount of development occurs in a linear pattern along the town's highways and lake shorefronts. A review of building permits since 1987 indicates that residential development has been fairly evenly scattered throughout town. Suburban style development has increased significantly while the acreage of forestland under active management has declined and farmland acreage has virtually disappeared.

The 1993 Comprehensive Plan and 1999 Land Use Ordinance identify and designate growth and rural areas within the town (see Existing Zoning Map, Appendix). In general, growth areas include the villages of Readfield Corner, Readfield Depot and Kents Hill. In the former two, the villages are subdivided into residential and general development areas (Village Residential Districts and a Village Districts). The village at Kents Hill is a Village Residential District. The rural areas consist of shoreland areas plus a Rural District and a Rural Residential District. The principal difference between these two is that the Rural District permits some non-resource-related commercial uses.

The Comprehensive Plan and Land Use Ordinance have been ineffective in changing the settlement patterns that have been emerging as a result of suburbanization. These patterns have been heavily influenced by the availability of land in rural areas and relative unavailability of land near or within the villages. A review of subdivision and building permit data confirms that very little development is occurring in growth areas.

Residential Land Uses:

Residential uses are most concentrated (smaller lot sizes) in the Readfield Corner and Depot villages. There is also a cluster of residences at Kents Hill. Most all other year-round residences are scattered along the major travel corridors and local roads. High-density lakefront homes are primarily concentrated on the shores of Torsey Lake and Maranacook Lake. There also has been a trend toward conversion of seasonal homes and camps to year-round homes along the shores of the lakes.

Table 10-1 shows the history of subdivision activity in Readfield. During the 1960s large lakeshore subdivisions with very small camp lots by current standards were parceled out on Maranacook Lake and Torsey Pond. The 1970s were characterized by extensive subdivision activity, both shoreland and upland. The ratio between the total acreage of a subdivision and the approved number of lots gradually rose with a dramatic increase occurring in 1977 in conformance with increased minimum building lot size standards.

In the 1980s subdivision activity in Readfield decreased from earlier levels. No more than two subdivisions were proposed in any one year between 1980 and 1988. Although the number of subdivisions increased in 1989 and 1990, they were generally for a small number of lots (1 to 9 lots). Reflecting a generally slower economy, subdivision activity continued to slow during the 1990s and early 2000s with several years where there were no approved subdivisions. Lot sizes in approved subdivisions averaged 2-3 acres in size.

Table 10-1
Approved Subdivisions: 1949-2008

Name of Subdivision	Location	# of Lots	Total Acreage	Year Recorded
Campusers Point Lots	West Shore Maranacook	11	3	1949
Lazy Loon Colony	East Shore Maranacook	48	Unknown	1950
Aldrichs Shore Lots (TouissetPoint)	North Shore Maranacook	50	8	1961
Thorpe Lake Shores	East Shore Maranacook	47	11	1963
Torsey Shores	East Shore Torsey Pond	102	Unknown	1963, 1965
Maranacook Lake Shores	West Shore Maranacook	140	Unknown	1965
Pine Crest Cottages (Bliss)	East Shore Maranacook	10	5	1971
Rourke Subdivision	West Shore Torsey Pond	5	5	1972
Chase on Torsey	East Shore Torsey Pond	8	8	1972
Quiet Harbor	West Shore Torsey Pond	20	11	1973
Country Vistas	Thundercastle Road	16	22	1973
Lakeview	West Shore Maranacook	3	6	1973
Newland Subdivision	Mooer & Chase Roads	3	15	1973
Harmony Hills	Rt. 17, SE of Kents Hill	16	52	1974
Roberts/Sachs Subdivision	Sturtevant Hill Road	4	30	1974
Avalon Park	No.Shore Maranacook	6	13	1974
Newland Subdivision	Mooer & Chase Roads	4	10	1974
Cote Property	North Wayne Road	5	21	(a) 1975
Bryland Heights	Off Sturtevant Hill Road	19	25	1975
William Berry Subdivision	Plains Road	2	3	1976
Poole Property	West Shore Torsey Pond	3	3	(b) 1977
James Lawrence Subdivision	Lane Road	3	5	1977
Wilson Subdivision	Sturtevant Hill Road	2	20	1977
Biagiotti Subdivision	Nickerson Hill Road	4	33	1977
Hilltop Acres	Nickerson Hill Road	4	9	1978
Eliz. Bates Subdivision	Route 41	4	38	1978
Old Fairground Subdivision	Rt. 17, NE of RF Corner	7	14	1978
Allison Subdivision	Nickerson Hill Road	4	10	1978
Newland Subdivision	East Shore Torsey Pond	1	9.6	1978
J&A Subdivision	Route 41	3	6	1978
Lawrence Perkins Subdivision	Mooer & Chase Roads	4	9	1978
Camp Menatoma	East Shore Lovejoy Pond	(c) 16	90	1980
Packard Shores	East Shore Maranacook	4	10	1980
Mildred Lane Subdivision	West Shore Maranacook	6	30	1980
Ross Ridge	Gay Road	8	19.3	1983
Packard Lot East	South Road	4	20	1984
Kennecook Farms Estate	Hawes Lewis Road	6	45	1984
Packard Shores Revision	East Shore Maranacook	1	2	1985
Broadview Heights	Church Road	6	15	1986
Maranacook Cove	Route 41	6	17.3	1987

Vivian Wyman Heirs	North Road	3	3	(b) 1987
Readfield Plains Subdivision	Gay Road	11	80	1988
Dowset Lot A Subdivision	Gordon Road	3	51	1989
Fogg Farm Homestead East	Fogg Road	6	30	1989
Robert Diplock Subdivision	North Road	1	2	1989
Clark Lot Subdivision	Luce Road	3	6	1989
Broadview Heights, Phase II	Church Road	1	2	1989
Kentwood Shores	Lovejoy Pond FR F-1	9	20	1990
Fogg Farm Homestead West	Fogg Road	4	46	1990
Fogg Farm Homestead South	Fogg Road	7	42.5	1990
Ross Ridge	Gay/Marden Roads	9	18	1990
Fogg Farm East II	Fogg Road	6	30	1993
North Road Terrace	North Road	5	18	1993
Old Fairgrounds, Phase II	Old Fairgrounds Road	10	25	1994
The Barn	Main Street	3	5	1995
Mace's on Maranacook	Mace's Cottage Road	7	21	1996
Torsey View Estates	Chimney Road	3	15	1997
Quarry Ridge	South Road	5	20	1997
Lovejoy Heights	Main Street, Kents Hill	3	9	1998
Wings Mills	Wings Mills Road	4	10	2001
Big Sky Acres	Sturtevant Hill Road	3	21	2003
Maranacook Meadows	South Road	3	19	2004
Scribner Hill Farm	Gorden/Scribner Hill Rds.	17	49	2006
Trefethan Subdivision	P-Ridge Road	22	4	2006
Weymouth Way	Chase Road	18	6	2006
Tallwood Subdivision	Tallwood Road	14	4	2008

(a) Subdivision not recorded

(b) After-the-fact approval and not recorded

(c) Plus subdivision of buildings

Source: Readfield Planning Board

The average number of subdivision lots created per year from 1985 through 2008 (twenty-three years) is 8.3. Since the average rate of new home construction over the same period is 18 homes per year, it follows that new subdivision lots only account for 40 percent of all new building lots. More than half of new homes over the past twenty-three years were constructed on lots not subject to subdivision review.

Commercial Land Uses:

Most commercial development in Readfield is located along Route 17 and at Readfield Corner. There are also a number of home occupations in town. There are two industrial facilities in Readfield: Mace's Sawmill located on Route 17 just east of the Depot, and Saunders Manufacturing located on Nickerson Hill Road. There are also two summer camps: Camp KV on Maranacook Lake and Camp Kirkwold on Lovejoy Pond.

Public Utilities, Facilities, and Services for Development

Many of Readfield's public facilities and services are located in the village areas. The volunteer fire and rescue department is located in Readfield Corner. Fire ponds are scattered throughout town. The Town Office and Library are located on Route 17 at Readfield Corner and the Historic Society is located at Readfield Depot. The Elementary School is located on South Road (south of the Depot). Maranacook Community School is located off Route 17 between the Corner and Depot Villages. The Kents Hill School is located in the historic village of Kents Hill.

A small, non-municipal water system is located in Readfield Corner and serves approximately 20 homes or businesses. The size of the system is governed by agreement with Maine Department of Environmental Protection; it has limited potential for expansion.

Land Use Regulation

Land use and development in Readfield is primarily governed by the town's Land Use Ordinance. The Land Use Ordinance, adopted in 1999 and amended through 2007, is a "unified ordinance" that incorporates subdivision review, site plan review, town-wide zoning and shoreland zoning into a single regulatory code. This enables the town to operate primarily under a single set of rules and procedures easing administrative burden and the potential for confusion.

The heart of the existing Land Use Ordinance is the designation of land use districts and standards for commercial and residential development. Growth districts include the Village District and Village Residential District. The Village Residential District has more stringent limits on commercial development than the Village District which allows mixed village-scale uses. Rural districts include the Rural District and the Rural Residential District. The Rural Residential District has more stringent limits on commercial development than the Rural District. Additional districts include three related to shoreland zoning (Resource Protection, Shoreland Residential and Stream Protection), a Commercial/Industrial "floating" zone and a Mobile Home Overlay District.

The Commercial/Industrial "floating" zone, which is the only one to allow commercial buildings over 5,000 square feet, is not mapped and may not be utilized except upon vote of Town Meeting. This would only occur upon the presentation of plans by a developer to actually build such a development.

Procedures are established under the ordinance for the Code Enforcement Officer to review and permit most forms of residential development and for the Planning Board to review and permit subdivisions and commercial development. The Ordinance contains a comprehensive set of development standards.

Other ordinances that affect land use activities in Readfield include:

- An Ordinance Regulating the Storage and Land Application of Sludge and Other Residuals (adopted in 1998)
- Telecommunication Towers Ordinance (adopted in 1998)
- Floodplain Management Ordinance (adopted in 1997)

APPENDICES:

Future Land Use Map

*Readfield Open Space Plan

*Maranacook Lake Watershed Management Plan

*Readfield Corner Revitalization Study

*Readfield Source Water Assessment Report

*These appendices are separate documents.